

A MANAGERIAL MODEL FOR MERGERS IN LOCAL GOVERNMENT IN THE FREE STATE PROVINCE

GINO ALBERTS
(21437289)

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PROMOTER:
Prof. Christoff Botha

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DECLARATION

I, **GINO ALBERTS**, solemnly declare that this work, **A MANAGERIAL MODEL FOR MERGERS IN LOCAL GOVERNMENT AT MUNICIPALITIES IN THE FREE STATE PROVINCE**, is my own work. It has never, on any previous occasion, been presented in part or whole to any institution or board for the awarding of any degree.

I further declare that all the sources I have used or quoted have been indicated and acknowledged by means of complete references.

.....

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SUMMARY

A municipality must strive, within its capacity, to achieve the objectives regarding efficient and effective service delivery such as proper roads, refuse removal, access to electricity and water as set out in Section 152 of the Constitution of the Republic of South Africa of 1996. For a municipality to achieve these objectives it must have proper management systems or tools such as waste management, communication management, human resource management, political and administrative management and financial management in place and also appoint managers with the necessary required and relevant qualifications, experience and skills. This will secure an efficient and well-functioning management team, which will be able to deliver services that will address people's needs. However, local government or municipalities, being the sphere of government close to the people are faced with numerous challenges in their quest to provide essential basic services such as water, refuse removal and electricity to local communities and in particular the poor and disadvantaged section of the population and thus result in violent protests over poor service delivery.

Many municipalities, including the two selected poor performing municipalities in the Free State Province namely, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, are unable to deliver basic services such as, refuse removal and access to electricity and water to the residents and reasons for the poor service delivery can be as a result of deficiency in the municipalities capacity or attributed to a lack of skills, experience and relevant qualifications.

The primary objective of this research was to develop a managerial model for merged municipalities with reference to the two poor performing municipalities in the Free State Province, namely the Metsimaholo Local Municipality and the Matjhabeng Local municipality and a good performing municipality, namely the Gamagara Local Municipality in the Northern Cape Province.

The secondary objectives of this research, were to determine how the concepts, amalgamation/merger and service delivery is defined within the context of local government/municipalities and discuss the possible underlying reasons why municipalities find it difficult to provide basic services to local communities, to describe the current statutory and regulatory framework relevant for efficient and effective service delivery in municipalities. Furthermore, to establish what existing managerial models, that describes and explain

various aspects of management, used by the selected good performing municipality, can be used to address problems of poor service delivery in the two selected poor performing municipalities, to discuss the history and current status of the three selected municipalities after the merging process and establish the perceptions of the respondents after merging of the municipalities with regard to the levels of satisfaction with services delivered amongst the residents thereof and to conduct an empirical study to determine the validity and reliability of the measuring instrument that was used for this study

This assessment was prompted by the service delivery protests in certain areas in the country, including the two selected poor performing municipalities in the Free State Province namely, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, have been plagued by service delivery protests - and the origin of the increased momentum can be pinpointed, examples are political interference in the administration, corruption, cadre deployment, favouritism and nepotism, maladministration, poor performance by management, lack of proper skills and relevant qualifications, negative audit opinions and personal interest in tender procedures. These protests are undermining the progress and successes achieved thus far, even after more than eighteen years into the new local government system and these protests also questions the ability of Local Government in South Africa to effectively and efficiently provide for basic services.

The research to develop a managerial model for merged municipalities with reference to the two poor performing municipalities in the Free State Province, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, including the one good performing municipality, namely the Gamagara Local Municipality in the Northern Cape Province, was conducted by means of two approaches, namely a literature study and an empirical study.

The following literature sources were consulted to ensure a broad and balanced review of sources of literature on the problem under review: Constitution of the Republic of South Africa, White Paper on Local Government and all relevant legislations relating to local government. In addition, the Integrated Development Plan (IDP), the Annual Reports and relevant documents of the three different selected municipalities in the Free State and Northern Cape Provinces, other documents published by the South African Government used to identify specific guidelines and prescriptions for Local Government and service delivery were used.

Other literature sources that were also used for this research includes, journals; textbooks; magazines and newspapers, master's dissertations and doctoral thesis; Internet sources; workshop reports; plans of actions etc.

The empirical research obtained the required information from the residents and management of the two selected poor performing municipalities in the Free State Province namely, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality and also the residents and management of the good performing municipality namely, the Gamagara Local Municipality in the Northern Cape Province. The municipal offices in these municipal areas were visited personally by the researcher and the two trained assistants to distribute the questionnaire to the respondents.

The questionnaire was used to be completed by both management and residents at the three selected municipalities and it had four sections. The questionnaire had Section A - Biographical Information, Section B - History of the Municipality, Section C - Effective Service Delivery and Section D – Managerial model, which was only meant to be completed by management and not the residents of the selected municipalities.

The results confirm that respondents who are managers at the municipalities who participated in this study experienced challenges with issues of service delivery before the merging of the municipalities – the majority of the statements calculated a mean above 3.0, an indication that the statements contained in Section B – History of the Municipality of the questionnaire are viewed by the respondents who are managers at the municipality as negative, indicating that respondents tended to disagree with the statements contained in this section.

The respondents who are residents who participated in this study also indicate that they experiences challenges with issues of service delivery before the merging of the municipalities - the majority of the statements calculated a mean above 2.5 (almost 3.00), an indication that the statements contained in Section B – History of the Municipality of the questionnaire are viewed by the respondents who are residents also as negative, indicating that respondents tended to disagree with the statements contained in this section

The results indicates that respondents who are managers at the municipalities in this study are satisfied as the services are delivered effectively after the merging of the municipalities – the majority of the statements calculated a mean below 2.5, meaning they agree with the statements in Section C – Effective Service Delivery.

Furthermore, the respondents who are residents in this study indicate that they experiences challenges with effective service delivery after the merging of the municipalities - the majority of the statements calculated a mean above 2.5. The mean of this Section C (Effective service delivery) in combination calculated at 2.73, is an indication that the statements contained in Section C - Effective Service

Delivery of the questionnaire are viewed by the respondents who are residents as negative, indicating that respondents tended to disagree with the statements contained in Section C – Effective Service Delivery.

From Section B – History of the Municipality and Section C – Effective Service Delivery, one factor from each section were identified as Factor B – History of the Municipality and Factor C – Effective Service Delivery.

From the questionnaire that was distributed to the managers, there was a Section D, that dealt with issues of management and the questions were only applicable to be completed by managers and not residents. Out of Section D, four factors were identified as Factor D1 - Performance Monitoring and Evaluation, Factor D2 - Professionalism, Factor D3 - Development and Factor D4 - Personal Development and Competency which formed the important pillars of the developed Structural Equation Model (SEM) or managerial model for merged municipalities in order to deliver effective and efficient services. These afore mentioned four factors identified have a direct impact on the efficient and effective delivery of services at municipalities.

KEYWORDS: municipalities, merging, service delivery, management, development, managerial model, monitoring and evaluation, protests, leadership, satisfaction, residents, factors, performance.

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CHAPTER ONE

BACKGROUND AND INTRODUCTORY

OVERVIEW OF THE STUDY

1.1 INTRODUCTION

The South African legislation on Local Government such as the Municipal Finance Management (Act No.56 of 2003), Municipal Structures (Act No.117 of 1998) and Municipal Systems (Act No.32 of 2000), emphasizes that municipalities have a pivotal role of democratizing society and fulfilling a developmental role within the new dispensation (Powell, 2010). The aforementioned legislation implies that municipalities must have policies and institutional frameworks that support and sustain the development of local people. Kiyaga-Nsubuga (2007:3) indicates that these policies and institutional frameworks of municipalities should be geared towards achievement and progressive realization of the Millennium Development Goals (MDGs) and the fundamental rights of people. More particularly, Local Government must promote good governance.

According to Section 152 of the Constitution of the Republic of South Africa (Act, No. 108 of 1996), a municipality must strive, within its capacity, to achieve the objectives regarding efficient and effective service delivery such as proper roads, removal of refuse, and access to electricity and water. The Constitution of the Republic of South Africa determines that municipalities (also referred to as Local Government) must annually review the following guidelines:

- Determine the needs of the community.
- Set its priorities to meet those needs.
- Set its processes for involving the community.
- Determine its organisational and delivery mechanisms (including management) for meeting the needs of the community.
- Determine its overall performance (including management) in achieving the aforementioned objectives.

- Ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality's Integrated Development Plan (IDP).

For a municipality (including the two selected poor performing municipalities in the Free State Province, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, and the one good performing municipality in the Northern Cape Province, namely the Gamagara Local Municipality) to achieve the abovementioned objectives, it must have proper management systems or tools such as waste management, communication management, human resource management, political and administrative management and financial management, in place and also appoint managers with the necessary required and relevant qualifications, experience and skills to adhere to Section 152 of the Constitution of the Republic of South Africa (Act, No. 108 of 1996). This will secure an efficient and well-functioning management team, that will be able to deliver services that will address people's needs.

De Visser (2005:70) is of the opinion that a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community. He further indicates that a municipality should participate in national and provincial development program in order to reach synergy in terms of service delivery, and to avoid duplication in terms of rendering services to the community.

According to the Government Communications Information Service (GCIS) and the South African Local Government Association (SALGA), 2008:6), there are three spheres of Government, namely National - , Provincial -, and Local Government (also referred to as municipalities). Powell (2010: 3) indicates that Local Government, being the sphere of Government close to the people is faced with numerous challenges in its quest to provide essential basic services such as water, refuse removal and electricity to local communities and in particular the poor and disadvantaged section of the population. There are still worrying trends and signs like the loss of lives during violent protests, such as the incident in Ficksburg in the Eastern Free State in April 2011, when Mr Andries Tatane was allegedly killed by police during a violent protest for service delivery (Van den Berg, 2011). These protests undermine the progress and successes achieved thus far, even after more than ten years into the new Local Government system. However, the recent wave of unrest in the local sphere of Government, as in Matjhabeng Local Municipality in Welkom in the Free State Province as reported by (Ramonotsi, 2012), where shops were looted, 43 people

arrested for public violence and dissatisfaction expressed by local communities. The aforementioned incident questions the ability of the Local Government in South Africa to effectively and efficiently provide basic services. If the inadequacy of the Local Government to fulfil its mandate within the constitutional and legislative framework does not receive serious attention in the short to medium term, it could detrimentally affect the long-term stability of the eighteen year old South African democracy. Unfortunately, municipalities such as the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, despite the organizational challenges such as the filling of vacant posts, low morale of staff, that they have to deal with, are also faced with financial and infrastructural problems, such as low revenue and old infrastructure, as well as inadequate expertise and management capacity. All these aforementioned issues mentioned before, exacerbate the problem of existing service delivery backlogs. Unquestionably, service provision is one challenge that requires creative and innovative management solutions and strategies. Municipalities constantly need to review and restructure their institutions in search for more effective ways of achieving goals and meeting the service delivery needs of the communities they serve.

1.2 BACKGROUND TO THE STUDY (MOTIVATION)

The merger or amalgamation of Local Government bodies happened as a result of the promulgation of the Municipal Demarcation (Act, No. 27 of 1998) and the Municipal Structures (Act, No. 117 of 1998). Consequently, different independent local councils throughout the country had to be merged by determining new boundaries in line with the recommendations of the Acts as mentioned. Van Stuyvesant Meijen (2007:2) is of the view that this transformation has amalgamated or merged many of the urban and rural municipalities into new, larger local entities, where more people and communities have to be governed under fewer, larger entities like the two large municipalities in the Free State Province such as the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, which now have greater judicial boundaries. Van Stuyvesant Meijen (2007: 14) further points out that the justification behind the amalgamation or merging was to establish municipalities that were more financially viable, because the tax base of these structures would be more solid, and also to ensure that municipalities put people first, therefore becoming more responsive to the community's needs and ensuring a sustainable manner of service delivery to the people within the local communities. Examples of this formation is the Metsimaholo Local Municipality, where three different independent councils namely, Sasolburg Transitional Council, Deneysville Transitional Local Council (TLC) and Oranjeville Transitional Local Council (TLC) in the Fezile Dabi district, as well as the Matjhabeng Local

Municipality, where six different independent councils, namely, Welkom Transitional Local Council (TLC), Odendaalsrus Transitional Local Council (TLC), Allanridge Transitional Local Council (TLC), Virginia Transitional Local Council (TLC), Hennenman Transitional Local Council (TLC) and Ventersburg Transitional Local Council (TLC) in Lejweleputswa district in the Free State, had to be merged or amalgamated to form a financially viable, effectively service delivery driven and economically sustainable municipality. Sasolburg is the capital of the Metsimaholo Local Municipality. Welkom, the capital of the Matjhabeng Local Municipality, is a planned city with all the necessary amenities and infrastructure. Together with Virginia and Odendaalsrus, it forms the nucleus of an emerging metropolitan area. One of the most important challenges brought about by this process was the impact of the merging of these six independent councils on the effective and efficient delivery of services in the Matjhabeng municipal area.

Powell (2010) argues that municipalities are constitutionally responsible for the delivery of a range of services, such as removal of refuse and access to water and electricity to the community in an effective and efficient manner, which is why local municipalities are largely understood in terms of service delivery. Van Stuyvesant Meijen (2007:5) indicates that a core concern of local municipalities is thus service delivery.

The research was carried out in the two selected poor performing municipalities in the Free State Province, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, as well as the one selected good performing municipality, namely the Gamagara Local Municipality in the Northern Cape Province, to develop a managerial model for mergers in the Local Government. According to the Department of Provincial and Local Government (now referred to as the Department of Cooperative Governance and Traditional Affairs or COGTA, 2008), these three selected municipalities are found in Classification 4 - the least vulnerable grouping of local municipalities nationally. Of the 58 municipalities in this percentile, 21 are found in the Western Cape Province, 7 in the Eastern Cape Province, Gauteng and Northern Cape Provinces, 6 in Mpumalanga Province, 4 in KwaZulu-Natal and 2 in the Free State Province, Limpopo Province and North West Province. Almost all of these municipalities fall outside the disestablished apartheid Bantustans. These municipalities rather tend to contain:

- Highly urbanized communities;
- Large urban centres,
- Mining towns, and or
- Semi-desert areas.

A perception by the community with regard to the reason for them to take it to the streets and engage in violent service delivery protests, is due to poor delivery of services by the municipalities. This perception was especially formed, after the merging or amalgamation of municipalities, such as the merging of the three towns in the Metsimaholo Local Municipality, namely Sasolburg, Deneysville and Oranjeville, and the six towns in the Matjhabeng Local Municipality, namely Welkom, Odendaalsrus, Allanridge, Virginia, Hennenman and Ventersburg, the two local municipalities in the Free State Province selected for the purpose of this research. At the Matjhabeng Local Municipality, with its head office in Welkom, the perception is that development and the rendering of basic services, such as shopping complexes or malls, water, refuse removal, roads, proper sanitation and electricity, is only taking place at Welkom and that the other five towns are neglected. The aforementioned statement is supported by The Phomolong protests (in the township of Hennenman in Matjhabeng Local Municipal area) took place between the 4th of February and mid-April 2005 (Mokoena, 2005). Botes as quoted in Alexander (2010:30) is of the opinion that, in the wake of this protest, people employed outside the area were prevented from going to work, and schools were closed for a month. There was also some looting, with, according to one source, pillaging of Indian owned businesses encouraged by local businessmen. The action only abated after the removal of a particularly unpopular councillor, which had been a prominent community demand (though possibly one inspired by rivals within the African National Congress). Other major concerns included the continuation of the bucket system and complaints about housing delivery. There was a feeling that the municipality discriminated against Phomolong in favour of Welkom, the area's main town, which was reflected, for instance, in complaints about the award of tenders.

Powell (2010) indicates that, despite clear constitutional and legislative provisions for the composition, well-functioning and development of the Local Government in South Africa, the rendering of essential basic services, particularly to the poor and disadvantaged communities, for more than 15 years after the establishment of a true democracy in South Africa, still appears to be highly problematic for some municipalities. According to Damons (2012), the recent wave of unrest in the local sphere of Government in South Africa, including some of the municipalities in the Free State Province, as the Kopanong Local Municipality, questions the ability of municipalities to provide basic services such as housing, collecting and disposing of sewage, refuse removal, supplying electricity, building and maintaining municipal roads and supplying water to local communities. This, together with backlogs in municipal service delivery originating from the pre-1993/4 political dispensation in South Africa, raised various concerns amongst local communities about the Government's

ability to implement well-meant, and in most cases, sound policies. The recent wave of unrest in Matjhabeng Local Municipality at Welkom in February 2012, has escalated to the extent that the democratic stability of the country could be in jeopardy. Whatever the reasons might be, the current wave of unrest re-emphasises the paramount importance of municipal reform and change, not only to maintain democracy, but also to improve the quality of life of all the inhabitants of South Africa.

1.3 PROBLEM STATEMENT

Deloitte (2012:4-8) indicates that certain areas in our country, including the two selected poor performing municipalities in the Free State Province namely, Metsimaholo Local Municipality and Matjhabeng Local Municipality, have been plagued by service delivery protests - and the origin of the increased momentum can be pinpointed, examples are political interference in the administration, corruption, cadre deployment, favouritism and nepotism, maladministration, poor performance by management, lack of proper skills and relevant qualifications, negative audit opinions, for the past five years (three disclaimers and two qualified opinions for the Metsimaholo Local municipality and five disclaimers for the Matjhabeng Local Municipality from 2009 – 2013 financial years as indicated in their Annual Reports 2012/13 respectively) and personal interest in tender procedures. According to the Annual Report 2012/13 of the Gamagara Local Municipality, this good performing municipality, situated in the Northern Cape Province, received positive audit reports for the past five years, 2009 - 2011 (unqualified) and – 2012 – 2013 (qualified).

The abovementioned statements are supported by the president of the Republic of South Africa, Mr Jacob Zuma, indicating that the culture of service delivery protests in South Africa is not uncommon, because it is this very phenomenon that has delivered the country into democracy (Ensor, 2013). Furthermore, the aforementioned statements are supported by the premier of the North West Province, Ms Thandi Modise, indicating that municipalities had to employ qualified and skilled staff to overcome the service delivery problems (Anon., 2012).

Powell (2010) is of the opinion that these service delivery stand-offs by communities have continued to occur - even during the current dispensation (the post-apartheid Government), orchestrated by various factors: municipalities that are not geared for delivering basic services, such as water, sanitation, electricity, roads, refuse removal and housing are not responsive and accountable enough to residents; including to involve communities in their own development; a breakdown of values at a societal level that is breeding unethical behaviour, corruption, a culture of non-payment, and a lack of accountability; communities

that are engaging in destructive forms of protest, including withholding payment of local taxes and services; absence of communications resources (people, technology, equipment processes); and no accountability for how and when municipalities communicate to communities.

This situation has created a lot of dissatisfaction and unhappiness for and by the communities, hence South Africa is experiencing these waves of violent protests against poor service delivery. Burger (2009:3) indicates that many reasons are offered for these protests. The primary reason appears to be dissatisfaction with the delivery of basic municipal services such as running water, electricity and toilets, especially in informal settlements. This comes in the wake of political promises during the election period that all or most of these issues will be addressed once the new Government is in place. According to some protesters this has been a recurring theme with every election since 1994.

Roux (2005) writes that Local Government (municipalities) is that sphere of the Government which is closest to the community, as they are elected by the citizens to represent them, and municipalities are responsible for ensuring that services are delivered to them. Von Stapelberg (2006:5) is of the view that many municipalities are unable to deliver basic services, such as refuse removal and access to electricity and water to their residents, thus reasons for the poor service delivery can be as a result of deficiency in the municipalities' capacity or attributed to a lack of skills, experience and relevant qualifications. The National Department of Cooperative Governance and Traditional Affairs (COGTA) in a Report of 2009 on "State of Local Government in South Africa, supports the aforementioned statement by Von Stapelberg, by indicating that poor management and skills deficit within municipalities remains a major challenge. A significant number of municipalities do not have the managerial, administrative, financial and institutional capacity to meet the rising needs of local people with regard to service delivery. This situation is exacerbated by the decline of municipal professionalism and poor linkages between the Local Government and tertiary education sector, such as universities. As a result these municipalities cannot meet their required performance standards, hence impacting adversely on the delivery of services. Such municipalities should find solutions to ensure that the services, and especially those in the rural communities, that do not have access to these facilities.

Deloitte (2012:21) points out that it is possible for a municipality to improve and expand the delivery of services by improving their own capabilities and management skills. Also improving the numbers of their skilled workforce and learning best practices from performing and functional municipalities would assist the poor performing and dysfunctional municipalities to be able to deliver services effectively and efficiently to its residents.

President Jacob Zuma in his State of the Nation Address of 2012, indicates that the Local Government is the epicenter of development. Whatever the intentions of the National and Provincial Governments are in respect of driving projects forward, the Local Government (municipality) is the space where it really happens. For this reason, it is very important for municipalities to focus on building capacity in order to speedily implement service delivery initiatives and thus meets their responsibilities.

Powell (2010) indicates that Local Government transformation in South Africa has exerted considerable pressure on municipalities to manage their financial resources effectively, both economically and efficiently, in order to meet their developmental mandate. Municipalities therefore need to improve sound financial management requirements as envisaged in the statutory framework, by appointing qualified and capable officials, including chief financial officers and internal auditors, with correct and appropriate skills and experience. Importantly, municipal officials who manage must account for results, not only for budget spending or poor service delivery. As more resources are transferred to Local Government, there is a need to strengthen the institutions that enforce accountability of public resources.

Meyer (2012:26) argues that another worrying trend is that municipalities continued to experience difficulties with the planning and execution of capital spending, such as the purchasing of vehicles, infrastructure for water, sanitation and electricity, and refuse removal trucks. The same author further indicates that 111 municipalities of the 262 municipalities in the country under spent during the 2010/2011 financial year, which could be attributed to poor capital budgeting. Meyer (2012:26) also argues that municipalities do not have people with appropriate skills to manage their finances, hence the National Department of Co-operative Governance and Traditional Affairs has requested a directive that municipalities must appoint qualified and skilled Chief Financial Officers.

Roux (2005) points out that the Government's faith in the Local Government as the sphere that is closest to the people and the delivery arm of the state, is not shared by the citizens.

Powell (2010) is of the opinion that the Local Government is the least trusted of all public institutions in the country, due to the poor service delivery. That has been the case since the first Local Government election in the year 2000. This shows that while the new system of Local Government has been established with genuine intentions to positively affect democracy and to bring about social and economic delivery to the people, the system has not lived up to expectations and very disappointing.

According to the National Department of Cooperative Governance and Traditional Affairs in a Report (COGTA) of 2009 on "State of Local Government in South Africa", indicates that a

central challenge for the many new municipalities after they have merged, has been their viability and ability to build strong organizations capable of delivering on the principles of Section 53 of the Constitution of the Republic of South Africa which states that:

“a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programmes.”

If a municipality can achieve the abovementioned objectives consistently, within both its financial and administrative capacity, it could be described as a functional, well-performing municipality.

According to Deloitte (2012:21), the effectiveness of management holds a direct correlation to any organisation's (including a municipality), overall success. By taking the time to invest in good Management Development, the economic benefit to the organisation can be increased. The better trained, experienced and skilled the staff is, the less likelihood that there will be costly errors or oversights, efficiency will be improved, the efficient and effective rendering of services will run smoother and overall positioning of the municipality will be improved. It all boils down to proper training, management and leadership at all levels. Makhalemele (2008:5) indicates that people who are recruited and appointed by municipalities to serve them and their communities have to be people with proper qualifications, training, potential and credibility.

Cohen et al. (2008:83) is of the view that public managers must take existing incompetent staff members as a given and at the same time they should be careful to nurture excellence and to avoid ruining good staff members. Without credibility, the visions, missions, goals and objectives of municipalities will fade and relationships between such municipalities and communities will wither.

In view of the above, it is evident and clear that a large part of the Local Government is indeed in distress and that the development of management, training and enhancement of effectiveness and efficiency are still a great cause for concern.

It is from the above information that the objectives of this study are formulated, which includes a primary objective and secondary objectives.

1.4 OBJECTIVES OF THE STUDY

The objectives of this study are divided into a primary objective and secondary objectives.

1.4.1 Primary Objective

From the abovementioned problem statement it is logic that the primary objective of this study is to develop a managerial model for merged municipalities with reference to two chosen municipalities in the Free State Province and one municipality in the Northern Cape Province. Research conducted for the development of a managerial model for merged municipalities with reference to two municipalities in the Free State Province and a municipality in the Northern Cape Province, is very relevant, as such research has never been undertaken in these two provinces.

1.4.2 Secondary Objectives

To address the primary objective, the following secondary objectives were formulated for this study:

- to determine how the concepts, amalgamation/merger and service delivery, is defined within the context of Local Government or Municipalities and to discuss the possible underlying reasons why municipalities find it difficult to provide basic services to local communities.
- to describe the current statutory and regulatory framework relevant for efficient and effective service delivery in municipalities.
- to establish what existing managerial models, that describes and explain various aspects of management, currently used by the selected good performing municipality, can be used to address problems of poor service delivery in the two selected poor performing municipalities.
- to discuss the history and current status of the three selected municipalities after the merging process, and establish the perceptions of the respondents after the merging of the municipalities with regard to the levels of satisfaction with services delivered amongst the residents thereof.
- to conduct an empirical study to determine the validity and reliability of the measuring instrument that was used for this study

1.5 KEY TERMINOLOGY UNDERLYING THE STUDY

Maja (2006:10) indicates that different researchers use different terms for the same concept or idea. It therefore becomes very difficult to give a definition that is not subject to controversy. For the purpose of this research certain concepts are used throughout this

thesis, hence is it of importance that these concepts be defined in order to ensure clarity and the correct application thereof.

1.5.1 Developmental Local Government

Developmental Local Government is a local government committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives.

1.5.2 Local Government or municipality

Von Stapelberg (2006:57) defines a municipality is an organ of state within the local sphere of government exercising legislative and executive authority within an area determined in terms of the Local Government: Municipal Demarcation (Act, No. 27 of 1998). Within this research, the term municipality and local government will be used synonymously. Local Government or municipality can be described as that level of government which is commonly defined as a decentralised representative institution with general and specific powers devolved to it by a higher tier of government within a geographical area.

1.5.3 Effective and efficient Service Delivery

Effective and efficient are such common words in business cycles that they have become clichés. "Being effective is about doing the right things, while being efficient is about doing the things in the right manner." Meaning effective and efficient service delivery refers to the delivery of basic services in municipal areas, primarily such as providing water, sanitation, refuse removal, electricity and roads which are the right things that have to be done by the municipality and should be done in the right manner.

1.6 RESEARCH METHODOLOGY

Mouton, in Skosana (2007:99), indicates that research is a scientific method of enquiry that is driven by the search for "true" or at least "truthful knowledge", or as any systematic investigation, with an open mind, to establish novel facts, solve new or existing problems, prove new ideas, or develop new theories. He further indicates that the predominant purpose of all research is to arrive at results that are as close to the truth as possible, an example the most valid findings possible, thus information should be carefully assessed by means of validity and reliability focusing on the search for the truth. Although, it is not always possible to attain the truth, the goal of truth acts as a regulative principle from which scientific inquiry

derives its peculiar nature and which distinguishes science from other forms of knowledge production.

Methodology is defined as the analysis of the principles of methods, rules, and postulates, employed by a discipline or the development of methods, to be applied within a discipline or a particular procedure or set of procedures. Methodology is frequently used when method would be more accurate.

Gray, in Skosana (2007:100), postulates that the choice of the research methodology is determined by factors, such as, the fact that the researcher believes that there is some sort of external truth out there that needs discovering, or whether the task of the researcher is to explore and unpick people's multiple perspectives in a natural field setting.

The research to develop a managerial model for merged municipalities, with reference to the two poor performing municipalities in the Free State Province, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, and including one good performing municipality, namely the Gamagara Local Municipality in the Northern Cape Province, was conducted by means of two approaches, namely a literature study and an empirical study.

1.6.1 Literature Study

Graziano and Raulin, in Makhalemele (2008:11) indicate that vague ideas are not sufficient to undertake a scientific study. Research literature must be examined to learn how to conceptualise, measure and test ideas. Based on the aforementioned statement by Graziano and Raulin, is it evident that the careful examination of literature should be an important and critical part of this study.

Makhalemele (2008:11) argues that a literature study forms a basis for analysis of theories and principles on policies. A description of current statutory and legislator guidelines will be undertaken to determine what the Government expects from municipalities regarding service delivery. The literature study will also be used to analyse the current state of affairs regarding basic service delivery in the two selected poor performing municipalities in the Free State Province and the good performing municipality in the Northern Cape Province.

The following literature sources were consulted to ensure a broad and balanced review of sources of literature on the problem under review: Constitution of the Republic of South Africa, White Paper on Local Government and all relevant legislations relating to Local Government. In addition, the Integrated Development Plan (IDP), the Annual Reports and relevant documents of the three selected municipalities in the Free State and Northern Cape

Provinces, other documents published by the South African Government used to identify specific guidelines and prescriptions for local government and service delivery, were used.

Other literature sources that were also used for this research includes, journals; textbooks; magazines and newspapers, masters'dissertations and doctoral thesis; Internet sources; workshop reports; and plans of actions.

1.6.2 Empirical Study

Babbie (2007:246) indicates that a questionnaire can be defined as a document containing questions or statements, or other types of items designed to solicit information on beliefs, perceptions and attitudes appropriate for analysis. In accordance with the aforementioned definition of a questionnaire, the researcher carefully formulated a set of questions applicable and appropriate for this research, while a generic questionnaire was used as a measuring instrument. The content of the generic questionnaire was specifically evaluated in terms of the non-ambiguity, relevance, general validity, and interpretation. Every precaution was taken to ensure that the questions in the questionnaire were understood and that good quality answers were obtained.

The target group, namely the residents and management of the two selected poor performing municipalities in the Free State Province as well as also the residents and management of the good performing municipality in the Northern Cape Province (refer to section 1.2), in respect of this study, were the ones who completed the questionnaires which were distributed randomly to them.

The empirical data were collected amongst the residents and management of the two selected poor performing municipalities in the Free State Province namely, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality and also the residents and management of the good performing municipality namely, the Gamagara Local Municipality in the Northern Cape Province. The municipal offices in these municipal areas were visited by the researcher and two trained assistants personally and even translated the purpose of the study and the questionnaire to the respondents, especially the residents in these three selected municipal areas who could not read or write. The questionnaires were distributed personally, with the help of the assistants, to the respondents at the municipal pay points and electricity vending machines in these three selected municipal areas. The researcher distributed the questionnaires personally to the management of the good performing municipality as well as the poor performing municipalities. The completed questionnaires were collected personally immediately after completion.

The municipal managers of these selected municipalities were consulted for permission to conduct this research among the residents and management in these three municipal areas. Permission was granted by the municipal managers in all three municipal areas.

The focus of the study is these three selected municipalities namely, the Metsimaholo Local Municipality, the Matjhabeng Local Municipality in the Free State Province and the Gamagara Local Municipality in the Northern Cape Province. A brief profile with regard to the estimated number of residents and managers at each municipality will be illustrated in Table 1.1 below:

Table 1.1: Profiles of the residents and managers of the two poor performing municipalities in the Free State Province and the good performing municipality in the Northern Cape Province

Name of Municipality	RESIDENTS		MANAGERS	
	Number of Residents	Sample that will be used for this study	Number of managers	Sample that will be used for this study
Metsimaholo Local Municipality	144 000	250	62	Senior managers – 5 Middle managers – 20 Lower managers - 25
Matjhabeng Local Municipality	480 000	250	66	Senior managers – 7 Middle managers – 23 Lower managers - 20
Gamagara Local Municipality	46 000	250	61	Senior managers – 5 Middle managers – 15 Lower managers - 30
Total	670 000	750	189	150

Source: Annual Reports 2012/13 of the Metsimaholo Local Municipality, the Matjhabeng Local Municipality and the Gamagara Local Municipality

According to Table 1.1, the number of residents at the Matjhabeng Local Municipality (480 000) are more than the other two municipalities, namely the Metsimaholo Local Municipality (144 000) and the Gamagara Local Municipality (46 000), but the number of managers at the three selected municipalities do not differ that much, as they are between

60 and 70 managers in each municipality. Table 1.1 further indicates that the total sample of 900 respondents, of the three residences (250 x 3 = 750) and managers (50 x 3 = 150) of the three selected municipalities, was used for this research (for the selection of these three municipalities refer to Chapter 1, section 1.2).

The measuring instrument that was used is a structured questionnaire. It was designed to measure the effectiveness of the developed managerial model for merged municipalities with reference to two poor performing municipalities in the Free State Province and one good performing municipality in the Northern Cape Province. The questions in the questionnaire were grouped into four sections, namely Section A, Section B, Section C and Section D. Section A of the questionnaire deals with the personal and demographic profile of the respondents who took part in this study; Section B deals with the response of the respondents with regard to the History of the Municipality; Section C deals with the response of the respondents with regard to Effective Service Delivery and Section D deals with the response of the respondents with regard to the Managerial Model (this section were applicable only to the managers at the three municipalities, while Sections A, B and C were applicable to both managers at the three municipalities and the residents of the three municipal areas).

For the purpose of this study, a random sampling method was used. A total sample of 900 questionnaires were distributed to the residents and management in the three selected municipalities; in the Metsimaholo Local Municipality (250 questionnaires to residents and 50 questionnaires to management); in the Matjhabeng Local Municipality (250 questionnaires to residents and 50 questionnaires to management) and in the Gamagara Local Municipality (250 questionnaires to residents and 50 questionnaires to management). The questionnaires were distributed to the residents at the municipal pay points and electricity vending machines at these three municipal areas and to the management of these municipalities at the municipal offices. Since the majority of the residents in these three municipal areas, had a limited command of English, the questionnaires were in English, Sotho and Afrikaans (the three official languages of the two selected municipalities in the Free State Province and Afrikaans and English as the official languages of the Gamagara Local Municipality in the Northern Cape Province). The use of the residents' mother tongue ensured effective communication since most residents could not express themselves in any, other than their mother tongue. The questionnaires were distributed personally by the researcher and two assistants at the municipal pay points and electricity vending machines in these three municipal areas. They waited for the respondents to complete the questionnaires and to return it immediately after completion.

To cater for those who could not read or write (example, the disabled or the blind), the researcher and the two trained assistants explained, translated and completed the questionnaires on their behalves. The target group for this scientific research consists of the residents and management of the two selected poor performing municipalities in the Free State Province namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality and also the residents and management of the good performing municipality, namely the Gamagara Local Municipality in the Northern Cape Province.

1.7 LIMITATION OF THE STUDY

Limitations could hamper the results of a study. Therefore, these limitations are important to bear in mind as they may have an effect on the research results. The limitations of this study have to be taken into consideration when the results and conclusions of this thesis are applied in a broad sense at the three selected municipalities, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality in the Free State Province and as well as the Gamagara Local Municipality in the Northern Cape Province. The limitations include the following:

- The study is only focused on specific geographical areas, namely, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality in the Free State Province and the Gamagara Local Municipality in the Northern Cape Province. This is a limitation in the sense that the findings of the study cannot be taken as a general representation of the development of the theoretical and empirical management model for merged municipalities in the entire Free State and Northern Cape Provinces or within South Africa.
- The language barrier is a limitation that can be overcome by means of producing the questionnaire in the three official languages used in the two selected poor performing municipalities in the Free State Province, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality's official languages are, Afrikaans, Sesotho and English while at the one selected good performing municipality in the Northern Cape Province, the Gamagara Local Municipality's official languages are Afrikaans and English.
- The fact that some of the respondents could be in a hurry, could create problems when completing questionnaires.
- People might be reluctant to complete the questionnaires as they had to complete it whilst standing. That might cause them to be uncomfortable whilst completing the questionnaire.

1.8 CHAPTER OUTLINE

CHAPTER ONE: This chapter contains the scope and method of study. Specific topics covered in this chapter include an introduction, the problem statement, and the objective of the study, which entails the primary objective and the secondary objectives. The scope of the study, including the field of the study and geographical boundaries, is discussed next. The research methodology, questionnaire and limitations also form part of Chapter One.

CHAPTER TWO:

TITLE: The existing theory on managerial models and a Statutory and Regulatory Framework for municipalities.

OBJECTIVE: Critically discuss the existing theory on managerial models and also describe the current Statutory and Regulatory Framework relevant for municipalities.

CHAPTER THREE:

TITLE: The history and current status of municipalities after the merging process and service delivery.

OBJECTIVE: Discuss the history and current status of municipalities after the merging process and service delivery.

CHAPTER FOUR:

TITLE: Empirical research design: The validity and reliability of the measuring instrument.

OBJECTIVE: Conduct an empirical study to determine the validity and reliability of the measuring instrument that was used for this study.

CHAPTER FIVE:

TITLE: Data analysis and Interpretation of the study.

OBJECTIVE: This chapter attempts to make sense of the data that were collected by reporting, analysing and interpreting it.

CHAPTER SIX: Conclusions and recommendations

1.9 SUMMARY OF THE CHAPTER

In this chapter, the background to the study and the problem statement was outlined. The primary objective and the secondary objectives were set, and the research and the methods that were used to reach the research objectives were discussed.

In the next chapter, a detailed literature study explores on Statutory and Regulatory Framework for municipalities and theory on managerial models.

CHAPTER TWO

STATUTORY AND REGULATORY FRAMEWORK FOR MUNICIPALITIES AND THEORY ON MANAGERIAL MODELS

2.1 INTRODUCTION

Von Stapelberg (2006:51) is of the view that Local Government is a peculiar theme, always recognised in developing countries such as South Africa, as an important element of integration within society, yet rarely is it comprehensively written about or explicitly understood. She further indicates that local government is generally recognised as the second or third sphere of Government, like in Lesotho, local government is the second sphere of the Government while in South Africa it is the third sphere of Government, created to bring the Government to the close proximity of the population at grass root levels and to give its members a sense of involvement in the political process that controls their daily lives. In South Africa, a country of more than 50 million people of diverse cultural and political groups, such as the African National Congress (ANC) and the Democratic Alliance (DA), the need for an effective and efficient decentralised democratic local government as a vehicle for national integration, public participation, development and poverty alleviation cannot be emphasised enough. Consequently, the essence of a strong local government has therefore been advocated throughout the democratic world in programmes promoting good governance. De Coning (2009:61) states that good governance is the foundation of a good business and he regard corporate and business governance as a partnership of shareholders, directors and management providing a framework for the creation of wealth and superior performance towards the wider community of stakeholders and the society. The purpose of good governance is to match an organisation's vision, mission, objectives and intentions with the management's conduct and behaviour.

Based on the abovementioned, it is clear that although municipalities are the most important level of the Government, they are also the level of the Government which are very complex, as it operates in a very complex environment with voices that have objectives that are different and often opposing. This also happens in a world made up of a vast array of interests and concerns, a world in which everyday concerns weigh heavily on most people. In spite of the progress made by the municipalities such as access to water and electricity,

proper sanitation and houses, there are still many problems within South Africa's municipalities with regard to service delivery.

Makhalemele (2008:63) indicates that in order for municipalities to function properly and to provide efficient and effective service delivery to the communities, they have to recruit and select competent and skilled employees. Such employees must have the experience, skills and be qualified and also be capacitated to be conversant with the acts and policies in the local government sphere of the Local Government: Municipal Structures (Act, No. 117 of 1998). The aforementioned statements are supported by the results in Table 5.5, illustrating that 75% of the respondents who are managers at the municipality indicated that they have Post Matric qualifications and 19,6% indicated that they have a Matric certificate. Furthermore, in Table 5.24, the mean for Factor D4 – Personal development and competency is 1.35, indicating that the respondents who are managers at the municipalities for this study tended to agree with the statements in Factor D1 - Personal development and competency (refer to Chapter 5). SALGA, the association which represents the interests of Local Government in the country, states that for municipalities to function effectively its human resources, finances and administration should be effectively managed. Mmapulana (2010:8) states that Government performance is a very critical and important factor to community members and also to Government officials, regarding effective and efficient delivery of services. Communities expect acceptable standards of services such as, the fixing of potholes, supply of electricity and water, and refuse removal to be rendered by public managers. Against the background of growing community expectations, public managers must continue to develop new ways to meet the demands of the public that they are serving. They must seek ways to improve their capabilities, approaches and results and transform their departments into high-performance institutions.

Von Stapelberg (2006:4) supports the abovementioned statement by indicating that Local Government is at the cutting edge of change, as it has to improve the quality of life of the local populace. The new democratic local dispensation, as part of the new developmental paradigm, has to facilitate the process of service delivery at the local level to alleviate poverty, and more importantly improve the quality of life of the local citizenry. However, a major challenge relative to effective and efficient local governance is capacity building and skills enhancement. Municipalities experiencing the aforementioned challenge, should find solutions to ensure that the services are improved that they reach the service recipients who depend on these services especially those in the rural communities, who do not have access to these facilities. The ability to provide a standard of service at a reasonable price as in the case of municipalities, within time constraints to the consumers, is the responsibility and

combined efforts of individuals, teams and the management within municipalities. Van Stuyvesant Meijen (2007:3) indicates that municipalities are constitutionally responsible for the delivery of a range of services such as refuse removal, fixing of potholes and access to electricity and water to the community in an effective and efficient manner, which is why local municipalities are largely understood in terms of service delivery. Effectiveness relates to the ability to satisfy customer needs, while efficiency implies doing it in the most cost-and-time efficient manner. Vilakazi (2006:17) indicates that the communities in the different municipal areas, who are the recipients of basic municipal services such as water, electricity and refuse removal, have the right to receive services that are delivered in an effective and efficient manner as indicated above. The realisation of the aforementioned statement is confirmed by the implementation of the four identified Factors, namely Factor D1 - Performance monitoring and evaluation; Factor D2 – Professionalism; Factor D3 – Development; and Factor D4 - Personal development and competency; which form the important pillars of the developed Structural Equation Model (SEM), or the managerial model for merged municipalities, in order to deliver effective and efficient services (refer to Chapter 6).

According to Powell (2010), the developmental local government is intended to have a major impact on the daily lives of South Africans and should seek a new focus on improving the standard of living and quality of life of the people. Thus, in short, developmental local government means strong leadership and a clear vision for local government. This requires municipal officials to discharge their responsibilities with prudence and in an efficient, transparent, and accountable manner, thus promoting good governance. Good governance entails the existence of efficient and accountable institutions and systems, and entrenched rules that promote development and ensure that people are free to participate in, and be heard on, decisions and implementation thereof that directly affect their lives. He further indicates that, for democracy to materialize at the municipal level, citizens have to be given some role in these processes. This will lead to more accountability and responsiveness, and therefore the level of democracy will improve.

Powell (2010) argues that the fundamental goal of a democratic system, is citizen satisfaction. Therefore, the effectiveness of good local governance needs to be judged by the capacity of local government structures to provide an integrated development approach to social and economic development issues, and to supply essential services congruent with the needs and desires of the local communities. In this regard, municipalities should be able to identify and prioritize local needs, determine adequate levels of services, and allocate the necessary resources to the public.

The Municipal Finance Management (Act, No.56 of 2003, Section 78 (1)(b)), requires municipalities to “take reasonable steps to ensure that the resources of the municipality are used effectively, efficiently and economically”. Effective use of resources requires that the municipality use its resources to supply real services to the people residing in the municipal area. In order to ensure effective use of resources, the municipality will improve its information gathering system to ensure that it has correct information of the needs and priorities of the residents and that those needs are quantified. The Integrated Development Plan (IDP) and other plans such as the Service Delivery and Budget Implementation Plan (SDBIP), developed by the municipality, will therefore be based on evidence and not opinions. Efficient use of resources requires that the quantum of the human, financial and other resources are consumed and, where applicable, time taken, to deliver a service, project and programme at the specified quality and in the specified quantity, must be known and continuously reduced. Good financial management is the key to local delivery. It is quite disturbing to note that most municipalities such as the Metsimaholo Local Municipality and the Matjhabeng Local Municipality in the Free State Province are generally associated with the worst form of financial management. Corruption, financial mismanagement and non-compliance with financial legislation, are common in these aforementioned municipalities. Consequently, this result in poor performance, thus the delivery of services is compromised. To ensure efficient use of resources, the municipality will:

- set standards to measure the achievement of objectives and the use of resources;
- continuously undertake actions to improve efficiency; and
- promote the commitment of people within the municipality and that they have the skills and other attributes necessary for continuous improvement

The abovementioned statement is supported by the illustration in Table 5.24 indicating that Factor D1 – Performance monitoring and evaluation (mean of 2.14), Factor D2 – Professionalism (mean of 1.62) and Factor D4 – Personal development and competency (mean of 1.35), clearly show that the respondents who are managers at the municipalities for this study tended to agree with the statements in these three Factors (refer to Chapter 5).

Mmapulana (2010:8) states that performance management is very critical in both the private and the public sector. One cannot measure performance without using different measurement systems, such as ratings, performance outcomes and customer satisfaction, with regard to the rendered service or sold product.

Based on the abovementioned information by Mmapulana (2010), it is evident that the signing of performance agreements with employees in any organization, including municipalities, plays a much more vital role in achieving the objectives of the organization or municipality, than mere managing by command. Chuta (2010:3) agrees with the aforementioned statement, by pointing out that in terms of the Municipal Finance Management (Act, No.56 of 2003, Section 53c), the mayor must ensure that performance agreements of the municipal manager and the senior managers reporting directly to the municipal manager, comply with the Municipal Finance Management Act, in order to ensure sound financial management which is linked to measurable performance objectives, approved by the budget and Service Delivery and Budget Implementation Plan (SDBIP). Based on the personal experience of the researcher (as a communications and marketing manager at a municipality in the Free State Province), it can be indicated that the aforementioned statements are not adhered to in municipalities, including the two poor performing selected municipalities, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality, as there are no effective and monitored performance management systems, and these systems are also not evaluated as to determine its impact. This statement is further supported by Ajam (2012:6-10), indicating that human resource management in municipalities is often weak, characterised by many vacancies for key positions, such as performance and monitoring officers/managers and ineffective performance management systems as in the case at the Metsimaholo Local Municipality, with a vacancy rate of 61% (Annual Report 2021/13 of the Metsimaholo Local Municipality). The same author also points out that some municipalities often appoint new incumbents in key positions, such as the Municipal Manager (MM) and the Chief Financial Officer (CFO), without the requisite skills. She further indicates that a MM or CFO will be dismissed for maladministration or poor performance/incompetency to execute duties, could be, due to political interference, simply be asked to resign and then afterwards be appointed by another municipality, in the very same or even in a better position regardless of the size of the respective municipalities.

2.2 DEFINITIONS AND OPERATIONALISATION OF MAJOR CONCEPTS

Certain concepts are used throughout this thesis, hence is it of paramount importance that these concepts be defined in order to ensure clarity and correct application thereof.

2.2.1 Manager

Staude et al. (2009:8) write that it is important to realize that a collection of people do not work towards a common purpose by accident. In fact, the larger the number of people involved, the less likely this will happen by accident. On the contrary, it is only by design that people are going to work together to achieve a common purpose.

Managers have to take responsibility for making sure that people are going to work together to achieve a common goal. Staude et al. (2009:8) furthermore indicate that managers are the individuals who decide on the most appropriate strategies and tactics to implement, in order to achieve the goals that have been set to satisfy various stakeholders, and who guide, direct, or oversee the work and performance of other individuals. As such, a manager is a person who plans, organizes, directs, and controls the allocation of human, material, financial, and information resources in pursuit of the organisation's goals. The many different types of managers include departmental managers, municipal managers, product managers, factory managers, divisional managers, and district managers. What these managers have in common is their responsibility for the efforts of a group of people who share a goal, and access to resources that the group can use in pursuing its goal. Employees contribute to organizations through their own individual work, not by directing other employees. Journalists, computer programmers, insurance agents, accountants, and legal advisors are essential to achieving their organizations' goals, but many people with these job titles are not managers. What sets managers apart? Simply put, the difference between managers and individual contributors is that managers are evaluated on how well the people they direct do their jobs. Another important responsibility of managers is to ensure that their groups understand their goals and how the achievement of these goals is related to the success of their organisations. Because managers achieve organisational goals by enabling people to do their jobs effectively and efficiently – not by performing all the tasks themselves – managers must find ways to keep employees motivated.

2.2.2 Management

Staude et al. (2009:9) indicate that if managers are the people responsible for making sure that an organization achieves its goals, the question arises - What does the term, management, mean? In everyday usage, people often refer to management as a group of managers in an organisation. For example, the Municipal Manager and other high-level executives (Directors) often are referred to as top management. The managers under them may be referred to as middle management, and so on. The term management can also be

used to refer to the tasks and activities performed by managers. Management involves far more than just telling others what to do. Before any of you decide that you think you can do your boss's job, let us take a look into more of what a manager does. Managers must first plan, then organize according to that plan, lead others to work towards the plan, and finally evaluate the effectiveness of the plan. These four activities or tasks must be performed properly and, when done well, become the reason for organizational success. In this research, we use the term management to refer to the tasks or activities involved in managing an organization: planning, organizing, leading, and controlling. A person who holds a management position inside an organization, including a municipality, is required to think strategically and conceptually in order to achieve the organisational goals. Below follows the description of the four activities of management. With this discussion, the researcher tends to shed light on the importance of these four activities of management, and how these activities relates to organisational success.

2.2.2.1 Planning.

Staude et al. (2009:11) indicate that the first of the managerial activities is planning. In general, planning involves defining organisational goals and proposing ways to reach them. Managers plan for three reasons:

- (1) to establish an overall direction for the organisation's future, such as increased profit, expanded market share, and social responsibility;
- (2) to identify and commit the organization's resources to achieving its goals; and
- (3) to decide which tasks must be done to reach those goals.

As in the case of a municipality, the Cleansing Manager will develop a roster for refuse removal to take place in the different areas of the town in which they render services as a municipality, for example in the Metsimaholo Local Municipality, the Vaalpark residents' refuse removal will take place on Thursdays, and in the Zamdela township on Mondays.

2.2.2.2 Organising.

Staude et al (2009:11) also indicate that the second of the managerial activities is organising. After managers have prepared their plans, they must translate those relatively abstract ideas into reality. Sound organisation is essential to this effort. Rane (2007) agrees with the aforementioned statement by Staude et al. (2009), by indicating that management should organise all its resources in order to implement the course of action it determined in the planning process. Through the process of getting organised, management will determine the

internal organisational structure; establish and maintain relationships; as well as allocate the necessary resources. The Cleansing Manager will then ensure that a refuse removal team and a truck are organised in order for the refuse to be removed in the areas such as Vaalpark and the Zamdela Township.

2.2.2.3 *Leading.*

Staude et al. (2009:11) further indicate that the third of the managerial activities is leading. After management have made plans, created a structure, and hired the right personnel, someone must lead the organization. Leading involves communicating with and motivating others to perform the tasks necessary to achieve the organization's goals within the context of a supporting organizational culture. Leading is not done only after planning and organizing have ended; it is a crucial element of those activities.

The Cleansing Manager will then make sure that the roster for the refuse removal is communicated to the teams in order for the refuse to be removed on the specified dates and according to the roster, in the areas of Vaalpark and the Zamdela Township, thus to ensuring that service delivery takes place.

2.2.2.4 *Controlling.*

Rane (2007) indicates that controlling is the last of the four functions of management. It involves establishing performance standards based on the company's objectives, as well as evaluating and reporting actual job performance. Once management has done both of these tasks, it should compare the two to determine any necessary corrective or preventive action. The same author further indicates that the control process, as with the other three, is an ongoing process. Through controlling, management is able to identify any potential problems and take the necessary preventative measures. Management is also able to identify any developing problems that need to be addressed through corrective action.

For example, the Cleansing Manager will ensure that the roster is followed accordingly by the refuse removal team and if there are corrective measures that need to be taken, or the roster should be revisited, it will be attended to as such in time.

Rane (2007) concludes on the four functions of management by indicating that in order for management to be considered successful, it must attain the goals and objectives of the organization. This requires creative problem solving in each of the four functions of management.

In view of the above, it is evident that the management functions of planning, organising, leading, and controlling, are widely considered to be the best means of describing the manager's job, as well as the best way to classify accumulated knowledge about management. Although there have been tremendous changes in the environment faced by managers and the tools used by managers to perform their roles, as in the case of municipalities that have merged, managers should still perform these essential management functions of planning, organizing, leading, and controlling.

2.2.3 Managerial model

Birkinshaw (2011) defines a managerial model as the set of choices made by executives about how the work of management gets done about how they define objectives, motivate effort, coordinate activities, and allocate resources.

2.2.4 What a statutory framework means

Statutory means relating to rules or laws which have been formally written down. Framework means a set of ideas, rules, or beliefs from which something is developed or on which decisions are based. Based on the two definitions of statutory and framework respectively, statutory framework can be defined as a set of rules or laws which have been formally written down, on which decisions are based, or beliefs from which something is developed.

2.2.5 What is a regulatory framework?

Regulatory framework is a system of regulations and the means used to enforce them. They are usually established by the Government to regulate the specific activities. These rules have a structured way of being supported and enclosed in a safe place. Most of them are recognized by the law.

The definitions and brief explanation of the abovementioned concepts are very important as to ensure clarity and correct application thereof.

As part of the objectives of this chapter is to critically describe the current statutory and regulatory framework relevant to municipalities, the Constitution of the Republic of South Africa of 1996, which is the supreme law, will be briefly discussed. Section 195 (1) of the Constitution of the Republic of South Africa, states that public institutions, such as municipalities, must be governed by the democratic values and principles enshrined in the

Constitution, such as efficient, economic and effective use of resources must be promoted, and public administration must be development-orientated. Hence, local government as a public institution has to conform to the Constitution and the principles stated in it.

2.3 THE CONSTITUTION OF THE REPUBLIC OF SOUTH AFRICA, 1996

The Constitution of the Republic of South Africa of 1996, for the first time in the history of South Africa, not only asserts local government to a distinct sphere of the Government, but also addresses the powers, functions, aims and duties of local government directly and explicitly. The Constitution of the Republic of South Africa (Act, No.108 of 1996) describes the national, provincial and local levels of the Government as "distinctive, interdependent and interrelated". Within the local level of the Government are the local municipalities which govern on a five-year term basis and run local affairs subject to national and provincial legislation. Big Media Publishers (2006b), agrees with aforementioned Act as in the Constitution of the Republic of South Africa, that the provincial legislation may not hinder a municipality's right to exercise its powers or perform its functions, such as the promotion of social and economic development; the promotion of a safe and healthy environment, and to ensure sustainable provision of services. A stated intention in the Constitution is that the country should be run on a system of co-operative governance between the three spheres of the Government and the national and provincial government must support and strengthen the capacity of local government (municipalities) to manage their own affairs (Big Media Publishers, 2006b). For the purpose of this research the focus will be on the local level of government (municipalities).

As directed by the Constitution, the Local Government: Municipal Structures (Act, No.117 of 1998) contains criteria for determining when an area must have a Category- A municipality (metropolitan municipalities), and when municipalities fall into Categories B (local municipalities); or C (district municipalities). These are the following categories of municipalities:

- **Category A:** A municipality that has exclusive municipal executive and legislative authority in its area.
- **Category B:** A municipality that shares municipal executive and legislative authority in its area with a Category C municipality within whose area it falls.

- **Category C:** A municipality that has municipal executive and legislative authority in an area that includes more than one municipality.

In South Africa, a local municipality or Category B municipality is a type of municipality that serves as the third, and most local, tier of local government. It falls under the jurisdiction of a district municipality, as in the case of the Metsimaholo Local Municipality, which is a Category B municipality that falls under the jurisdiction of the Fezile Dabi district municipality in the Free State Province.

As the Constitution of the Republic of South Africa makes provision for categorisation of municipalities as described above, this research will focus on Category B municipalities or local municipalities, the two poor performing local municipalities, namely the Metsimaholo Local Municipality (which falls under the Fezile Dabi district municipality in the Free State Province) and the Matjhabeng Local Municipality (which falls under the Lejweleputswa district municipality in the Free State Province) and also the good performing municipality, namely the Gamagara Local Municipality (which falls under the John Taolo Gaetsewe district municipality in the Northern Cape Province).

National legislation must define the different types of municipalities that may be established within each category for the following reasons:

National legislation must - establish the criteria for determining when an area should have a single Category A municipality, or when it should have municipalities of both Category B and Category C; establish criteria and procedures for the determination of municipal boundaries by an independent authority; and subject to section 229, make provision for an appropriate division of powers and functions between municipalities when an area has municipalities of both Category B and Category C. A division of powers and functions between a Category B municipality and a Category C municipality may differ from the division of powers and functions between another Category B municipality and that Category C municipality.

The legislation referred to in subsection (3), must take into account the need to provide municipal services in an equitable and sustainable manner. Provincial legislation must determine the different types of municipalities to be established in the province. Each provincial government must establish municipalities in its province in a manner consistent with the legislation enacted in terms of subsections (2) and (3) and, by legislative or other measures, must:

- - provide for the monitoring and support of local government in the province; and

- promote the development of local government capacity to enable municipalities to perform their functions and manage their own affairs.

[Subs-s. (6A) inserted by s. 1 of Act No. 87 of 1998 and deleted by s. 2 of the Constitution Twelfth Amendment Act, 2005.]

The National Government, subject to section 44, and the Provincial Governments, have the legislative and executive authority to see to the effective performance of municipalities' functions in respect of matters listed in Schedules 4 and 5, by regulating the exercise by municipalities of their executive authority referred to in section 156(1).

Based on the abovementioned legislation, it is clear that municipalities have been entrusted with specific indicators from the Constitution on what they must do and what is expected from them and what the role of National – and Provincial Government is. Powell (2010), however points out that most municipalities are still plagued by significant challenges in order to achieve these specific indicators from the Constitution. He further indicates that poor service delivery and governance remains an overwhelming challenge in most municipalities, such as the Metsimaholo Local Municipality and the Matjhabeng Local Municipality. The statements by Powell are supported by the information displayed in Table 5.27, indicating that managers and residents of the good performing municipality, namely the Gamagara Local Municipality agreed more than the managers and residents of the two poor performing municipalities, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality with regard to the statements in Factor C – Effective Service Delivery (refer to Chapter 5).

Of major concern is the degree of corruption, institutional capacity constraints relating to appropriate skills and staff, lack of transparency, dysfunctional ward committees, lack of accountability by councillors and municipal officials, lack of public participation in issues of governance, failure to comply with municipal legislation and other by-laws, failure to prioritize community needs, and Integrated Development Plan (IDP) and budgeting processes that are not aligned, tensions between the political and administrative sections of the municipalities, and weak financial viability of the municipalities. These are factors affect the functioning of municipalities, tremendously in order to realise its constitutional obligation.

Furthermore, the Constitution of the Republic of South Africa of 1996 requires that the National and Provincial Governments, by legislative and other measures, support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and perform their functions in terms of section 154(1) of the Constitution. Furthermore,

section 155(6) of the Constitution provides that each Provincial Government must, by legislative or other measures:

- provide for the monitoring and support of local government in the province; and
- promote the development of local government capacity to enable municipalities to perform their functions and manage their own affairs.

A municipality has the right to exercise any power concerning a matter reasonably necessary for, or incidental to, the effective performance of its functions.

Based on the abovementioned discussion on the support that the National and Provincial Governments must give to municipalities, endorsed the fact that the National and Provincial Governments must monitor municipalities' financial status. One of the tasks of the National and Provincial Governments is the monitoring of the adoption of budgets of municipalities. The Member of Executive Committee (MEC) for Local Government (now referred to as MEC for Cooperative Governance and Traditional Affairs) must direct a municipal council to adopt a budget, if the council fails to do so prior to the start of the financial year, which is July for municipalities.

Oberholzer (2012:2) indicates that there is insufficient coordination and support by the National and Provincial Government. This includes insufficient coordination and integration of various support interventions, and the deployment of support teams, that did not always have the requisite skills, mandate or funding to ensure sustainable change at municipalities.

Hetherington and McKenzie, in Alberts (2011:33), indicates the importance of the of the new Constitution of the Republic of South Africa of 1996, by writing that the adoption of the new Constitution, as well as the series of laws guiding local government or municipalities in the country, such as the Municipal Systems Act, Municipal Structures Act and the Municipal Finance Management Act, have changed the way in which local government or municipalities are required to render effective and efficient services to its communities. In terms of section 152 of the Constitution of the Republic of South Africa, 1996, and the Citation of Constitutional Laws (Act of 2005), local government should have the following objectives, which each municipality must strive to achieve within its financial and administrative capacity to:

- Provide democratic and accountable government for local communities;
- Ensure that services are provided to communities in a sustainable manner;
- Promote social and economic development;

- Promote a safe and healthy environment; and to
- Encourage community participation in local affairs.

The abovementioned objectives mean that municipalities must level the playing field for the communities to take part in their affairs and that elected and appointed officials must act responsibly and account to the communities. Von Stapelberg (2006:77) supports the aforementioned statement, by indicating that communities should be consulted regarding the level and quality of the public services they receive, and wherever possible, should be given a choice of the services that are offered. She further indicates that good leadership by the elected and appointed officials is one of the most critical ingredients for success within any organization, including any municipality. Organisations that perform exceptionally well in serving their customers, demonstrate that they have leaders who lead by example, who set the goals, and ensure that the strategy for achieving the vision is owned by all, and properly deployed throughout the organization. These leaders play an active role in the success of the organization or municipality.

Chapter 10 of the Constitution of the Republic of South Africa, Section 195 (1), states that public administration/institution must be governed by the democratic values and principles enshrined in the Constitution, including the following principles:

- A high standard of professional ethics must be promoted and maintained.
- Efficient, economic and effective use of resources must be promoted.
- Public administration must be development-oriented.
- Services must be provided impartially, fairly, equitably and without bias.
- People's needs must be responded to, and the public must be encouraged to participate in policy-making.
- Public administration must be accountable.
- Transparency must be fostered by providing the public with timely, accessible and accurate information.
- Good human-resource management and career-development practices, to maximise human potential, must be cultivated.

Based on the above mentioned discussion, it is evident that it is critical for local government or municipalities as an employer to conform to the Constitution of the Republic of South

Africa, as well as the abovementioned principles as stated in it. All eight principles mentioned above are of specific importance to guide effective and efficient service delivery in Government institutions, including municipalities. Hence, it is of utmost importance to ensure that municipal employees, especially at management level, are conversant with Chapter Ten of the Constitution of the Republic of South Africa. This means that municipalities have to take care that the employees that are appointed, are capable of delivering services to their communities. Ajam (2012:6) however points out that Chapter Ten of the Constitution of the Republic of South Africa of 1996 is not adhered to, as human resources management at municipalities is often weak, characterised by poor recruitment practices, many vacancies for key positions, such as Chief Financial Officers (CFO's), political interference in the appointment and dismissal of employees, inability to attract and retain technical skills and ineffective performance management systems. The aforementioned statement by Ajam is confirmed by information displayed in Table 5.22, clearly showing the response of the respondents who participated in this study indicating that they strongly agree (with a mean of 1.33) that there is political interference in the administration of the municipality (refer to Chapter 5).

Von Stapelberg (2006:58) writes that the former Minister of Provincial and Local Government, Sydney Mufamadi, indicates that although all municipalities have been constitutionally tasked with providing sustainable and effective services, such a realisation is not as elementary as it may seem. Former Minister Mufamadi further indicates that there are many different aspects of monitoring and control that should be integrated before a municipality will be able to succeed in this mammoth task. Various obstacles and problems, such as proper financial management systems, human resource management and supply chain processes, which municipalities are experiencing, need to be examined and solutions need to be formulated and put into practice in order to assist them in achieving their mandates.

For a municipality to achieve its objectives as set out in the Constitution (refer to Chapter 1) the abovementioned statement by former Minister Mufamadi is very important. There is a direct correlation with the objectives of this research, thus the municipality could be described as a functional, well-performing municipality.

The next section will focus on the legal nature of municipalities as part of the statutory and regulatory framework relevant to municipalities.

2.4 THE LEGAL NATURE OF MUNICIPALITIES

It is indicated in this Chapter under section 2.2.3, that the Constitution of the Republic of South Africa is the supreme law of the country and takes precedence over any other legislation. Chapter seven of the Constitution of the Republic of South Africa of 1996 provides a broad framework within which municipalities must operate. It also permits the National or Provincial Government to pass legislation to further regulate the activities of municipalities. Derived from the Constitution are specific Acts, such as the Municipal Systems Act and Municipal Finance Management Act. These Acts that are dealing specifically with issues related to municipalities, such as financial management systems, human resource management and supply chain management processes will be discussed.

The legal nature of a municipality is explained in terms of the Municipal Systems (Act of 2000, Section 51) which states that an ideal municipality must within its administrative and financial capacity establish and organise its administration in a manner that would enable the municipality to:

- be responsive to the needs of the local community;
- facilitate a culture of public service and accountability amongst its staff;
- be performance orientated and focused on the objects of local government set out in Section 152 of the Constitution and its developmental duties as required by Section 153 of the Constitution;
- ensure that its political structures, political office bearers and managers and other staff members align their roles and responsibilities with the priorities and objectives set out in the municipality's integrated development plan; and to
- establish clear relationships, and facilitate co-operation, co-ordination and communication, between:
- its political structures and political office bearers and its administration;
- its political structures, political office bearers and administration and the local community;
- organise its political structures, political office bearers and administration in a flexible way in order to respond to changing priorities and circumstances;
- perform its functions;

- through operationally effective and appropriate administrative units and mechanisms; including departments and other functional or business units; and
- when necessary, on a decentralised basis;
- assign clear responsibilities for the management and co-ordination of these administrative units and mechanisms.

It is primarily against these regulatory prescripts that the effectiveness of municipal performance may be assessed. The ideal functional municipality can thus be measured against performance set against these indicators as outlined above.

According to the Local Government Municipal Systems Amendment (Act of 2011, Section 56), a municipal council, after consultation with the municipal manager, appoints a manager/s directly accountable to the municipal manager.

- A person appointed as a manager in terms of the abovementioned paragraph, must have the relevant skills, qualifications and expertise to perform the duties associated with the post in question, taking into account the protection or advancement of persons or categories of persons disadvantaged by unfair discrimination. Ajam (2012:10) indicates that the Local Government Municipal Systems Amendment (Act of 2011, Section 56) is not adhered too, as one of the main problems with the minimum competence requirements in the Municipal Finance Management (Act of 2003) which came into effect on 1 January 2008, was that municipalities had continued since 2008 to appoint new incumbents, such as supply chain managers and chief financial officers, without the relevant skills, qualifications and expertise.

A clear understanding for the political and administrative leadership, such as the mayor, the speaker, the municipal manager and directors, of the legal nature of municipalities, is thus of great importance.

Based on the abovementioned statements, it is very clear and evident that, in order to achieve effective delivery of services at municipalities to its communities, managers must have the necessary qualifications, proper skills and expertise. The aforementioned statement is also supported by Oberholzer (2012:3) pointing out that municipalities must recruit, retain and develop the best available talent and skills, especially the best possible leadership in order turnaround the situations at municipalities. The aforementioned statements are confirmed by the information displayed in Table 5.22, clearly showing the response of the respondents who participated in this study indicating that they strongly agree with the

statements (I have the necessary education to perform my job well (mean of 1.32), the skills I have are useful in my current job (mean of 1.36) and the experience I have is useful in my current job, (mean of 1.36) (refer to Chapter 5).

It is further critical for managers in various public institutions, including municipalities, to realise the importance of having a properly structured performance management system in order to be able to meet the expected goals as set by the management and other role-players relevant to them. Ajam (2012:6) agrees with the aforementioned statement that it is important to have a properly structured performance management system in order to be able to meet the expected goals as set by the management and other role-players, but she also indicates that municipalities are still characterised by ineffective performance management systems. The following section will focus briefly on the theoretical exposition of performance management at municipalities as a prerequisite for efficient and effective service delivery.

2.5 THEORETICAL EXPOSITION OF PERFORMANCE MANAGEMENT

According to a Report by the Public Service Commission (2009:4), the Performance Management and Development System was introduced in the Public Service in the year 2002, with the aim of improving the performance of all the members of the Senior Management Service. It was envisaged that this initiative would entrench a culture of accountability, leading to improved service delivery. The development and signing of Performance Agreements does not in itself lead to effective performance. Managers need to consciously integrate Performance Agreements into their day to day management practices and processes, and use them to promote a culture of accounting for performance. Failure to do this raises the risk that once Performance Agreements have been entered into, they will simply be put away in dormant files and perhaps only be pulled out when annual performance assessments are conducted. The aforementioned statement is also supported by The White Paper on Local Government of March 1998, Section A, 2.3, indicating that in many cases the lack of performance systems at municipalities contributes to inefficiency in service delivery.

According to Mokhoabane (2006:20), performance management refers to the ways that a municipality can measure its own performance in service delivery and the way that the National and Provincial Government can evaluate the sphere of local government in general.

He further indicates that performance management is about getting better results through people.

Chuta (2010:8) agrees with the abovementioned statements with regard to performance management, by indicating the importance and function of performance management at a municipality. He writes that municipalities in South Africa are obliged by legislation to ensure that signed performance agreements of the Municipal Manager and Senior Managers, such as Directors, reporting directly to the Municipal Manager, comply with the Municipal Finance Management (Act, No.56 of 2003), to ensure sound financial management and entrench a culture of accountability leading to improved service delivery. This is linked to measurable performance objectives approved by the budget and Service Delivery and Budget Implementation Plan (SDBIP). The implementation of performance management requires that the performance of the Municipal Manager, and all managers directly accountable to the Municipal Manager be reviewed quarterly and that the performance audit committee should meet at least twice a year to look at the overall performance of management in the municipality. The aforementioned statements are confirmed by the information displayed in Table 5.24 in Chapter 5, clearly showing that the respondents who are managers at the municipalities, for this study tend to agree with the statements in Factor D1 – Performance monitoring and evaluation (with a mean of 2.14) (refer to Chapter 5).

Chuta (2010:9) defines performance management as an approach to management which harnesses the endeavours of individual managers and employees towards the achievement of the organisation's strategic goals. It defines goals and the outputs needed to achieve those goals, gains and monitors outcome. On the other hand Joubert (2008:25) states that performance management is about managing an organisation. It is a natural process of management, not a system, and it is also about managing within the context of business, namely its internal and external environment.

Du Plessis (2005:4) indicates that performance management is a process that entails specific activities, where performance is measured over a period of time against specific targets, while looking for opportunities to improve.

Joubert (2008:26) argues that modern municipalities, meaning after the merging process in 2000, are supposed to be operated as a business, taking into consideration an approved budget and identified needs of the communities that normally exceed the budget. Therefore management is confronted on a daily basis to perform within the parameters of the approved budget and Integrated Development Plan (IDP).

Based on the abovementioned definitions of performance management, it is clear that performance management can be used to improve municipal services, through increased economy, efficient and effective in service delivery, and to hold the municipality accountable for the use of resources.

Fox and Uys, in Joubert (2008:28), indicate that performance management consist of the following three elements, namely Performance Planning, Performance Monitoring and Performance Appraisal.

- **Performance planning-** which forms part of the overall strategic planning of an institution with a view to allowing employees to perform optimally in order to reach the organizational goals. In general, it means ensuring that employees are aware of performance standards, exactly how their performance in relation to those standards will be measured and what the results of such measurement could be. Furthermore, it has some bearing on career planning, in that employees should understand at what level to perform in order to advance in their careers.
- **Performance monitoring –** which has to do with day-to-day supervision of performance, recording actual performance on the job and pre-empting performance problems. It is about tracking of performance.
- **Performance appraisal –** which comprises of the application of a system of measuring performance. There are many systems available, like the Balance Score Card, but none of them are perfect.

Chuta (2010:15) writes that the results come along with the proper planning and implementation of the three abovementioned elements of performance management, which ultimately ensure that the organisation or municipality achieves its long and short term goals with ease. He further indicates that most institutions' employees and management develop a positive attitude towards performance management, by viewing it as an ongoing process, rather than a one-time event.

It is on the abovementioned basis that the following disadvantages and advantages for effective performance management across the staff and the management are outlined in the following section. Lotich (2010) indicates that organizations that do not have strong performance management systems can have a negative effect on both employees as well as their managers. However, a well-designed and consistently managed performance management process can be rewarding for both the employee as well as the manager. The aforementioned statement is confirmed by the information displayed in Table 5.22, clearly

showing that the respondents in this study agree that there is a monitoring and evaluation tool available at the municipality to measure performance (refer to Chapter 5).

2.5.1 Disadvantages of performance management

According to (Lotich, 2010), the disadvantages of performance management are as follows:

- **Time consuming** - It is recommended that a manager spend about an hour per employee writing performance appraisals (PA) and depending on the number of people being evaluated, it can take hours to write the department's PA but also hours meeting with staff to review the PA.
- **Discouragement** - If the process is not a pleasant experience, it has the potential to discourage staff. The process needs to be one of encouragement, positive reinforcement and a celebration of a year's worth of accomplishments. It is critical that managers document not only issues that need to be corrected, but also the positive things an employee does throughout the course of a year, and both should be discussed during a PA.
- **Inconsistent message** - If a manager does not keep notes and accurate records of employee behaviour, they may not be successful in sending a consistent message to the employee. We all struggle with memory with as busy as we all are so it is critical to document issues (both positive and negative) when it is fresh in our minds, in order to have it to review with the employee during performance appraisal time.
- **Biases** - It is difficult to keep biases out of the PA process, thus it takes a very structured, objective process and a mature manager to remain unbiased through the process. Performance appraisal rating errors are common for managers who assess performance, thus understanding that natural biases is important to fair evaluations.

Based on the discussion of the abovementioned disadvantages of performance management, it is logic that the disadvantages of performance management must have advantages, or vice versa, which are discussed in the following section:

2.5.2 Advantages of performance management

Lotich (2010), furthermore points out that the advantages of performance management can be outlined as follows:

- **Performance based conversations** - Managers get busy with day-to-day responsibilities and often neglect the necessary interactions with staff that provide the opportunity to coach and offer performance feedback. A performance management process forces managers to discuss performance issues with employees. It is this consistent coaching that affects changed behaviours and employee development.
- **Targeted staff development** - If done well, a good performance management system can be a positive way to identify developmental opportunities and can be an important part of a succession planning process. All employees are on a development journey and it is the organization's responsibility to prepare them for increased responsibility.
- **Encouragement of staff** - Performance appraisals should be a celebration of all the wonderful things an employee has done over the course of a year and should be an encouragement to the staff. There should be no surprises if issues are addressed as they arise and not held until the annual review.
- **Rewards staff for a job well done** - If pay increases and/or bonuses are tied to the performance appraisal process, staff can see a direct correlation between performance and financial rewards. This motivates and encourages employees to perform at higher levels.
- **Under-performers identified and eliminated** - As hard as we try, it is inevitable that some employees just will not cut the mustard, as they say. An effective performance appraisal process can help identify and document underperformers, allowing for a smooth transition if the relationship needs to be terminated.
- **Documented history of employee performance** - It is very important that all organizations keep a performance record on all employees. This is a document that should be kept in the employee's Human Resource file.
- **Allows for employee growth** - Motivated employees value structure, development and a plan for growth. An effective performance management system can help an employee reach their full potential, which is positive for both the employee and manager. A good manager takes pride in watching an employee grow and develop professionally.

Based on the abovementioned disadvantages and advantages of performance management, it is evident that organizations, including municipalities, should take a global look at their performance management system and have very objective goals that are tied to strategic

initiatives and the performance management process. Organizations that only do performance appraisals for the sake of doing them, are wasting their time. But organizations that incorporate performance appraisals into a comprehensive performance management system and use them to implement their goals have an advantage for accomplishing their goals, and ultimately their strategic plan. Successful organizations have learned the secret to this and while not always perfect, a constant striving to improve the process can help organizations reach their vision. Joubert (2008: 37) agrees with the aforementioned statements that the correct implementation of all aspects of performance management will definitely lead to a well organised institution, including municipalities on all levels.

According to the Local Government Municipal Systems (Act, No 32 of 2000), performance management is an iterative process of setting targets, monitoring performance against those targets, and taking steps to improve performance. Performance management can help municipalities to work more effectively towards meeting development challenges, because it allows them to assess the impact of the various strategies they are pursuing. It can also enhance accountability, because it allows municipal councillors and staff, and local communities, to monitor whether they are receiving value for money spent on various services.

The Local Government Municipal Systems Act further indicates that every municipality must establish a performance management system. The performance management system should be suited to the municipality's circumstances. It must also be in line with the priorities, objectives, indicators and targets contained in the municipal integrated development plan.

So, for example, a municipality who has identified the extension of water services or the extension of electrical services, as a key priority, may wish to design its performance management system to enable it to measure the increase in access to water services in the area. A municipality which has identified inner city renewal as a key priority may wish to measure indicators such as investment in the inner city, the state of housing stock in the inner city, crime levels in the inner city, etc. Municipalities with more capacity, like the Matjhabeng Local Municipality in Welkom in the Free State, will probably decide to measure their performance against more indicators than municipalities with less capacity, such as the Dikgatlong Local Municipality in Barkly West in the Northern Cape.

Oberholzer (2012) argues that performance management is not only about monitoring and measuring. It is also about organizational culture- the attitudes and practices which inform how municipal staff work on a daily basis. He further indicates that municipalities must promote a culture of performance management in their structures, political offices, and

administration. In other words, municipalities must encourage working practices which are economical, effective, efficient and accountable.

If a municipality has an executive committee or executive mayor, they are responsible for the municipality's performance management system. If a municipality does not have an executive committee or executive mayor, it should appoint a committee of councillors to manage its performance management system.

The executive committee, executive mayor, or committee of councillors must:

- manage the development of the municipality's performance management system;
- assign responsibilities for the performance management system to the municipal manager; and
- submit the proposed performance management system to the municipal council for adoption.

The key steps in a municipal performance management system are setting performance targets and performance indicators, monitoring performance against these indicators, taking steps to improve performance, and reporting on performance.

Every municipality must set performance targets with regard to each of the development priorities and objectives in their integrated development plan, and set appropriate key performance indicators as a yardstick for measuring performance towards achieving those priorities and objectives. The performance indicators must allow for measurement of outcomes and impact.

For example, a municipality has noticed that health conditions are very poor in informal settlements in their area. This municipality should identify the development of a healthy living environment as a priority. They should set themselves the objectives of improving the quality of water, sanitation and refuse removal services in informal settlements as a way of improving health conditions. For each of these services, they must set performance targets, for example, to provide 100 new water connections in each informal settlement and ensure that refuse is collected on a weekly basis. These are output indicators, which measure the municipality's outputs (example: 100 water connections). The municipality might also wish to measure its efficiency, or perhaps what the cost is to install the new water connections.

It is important that the municipality also sets impact or outcome indicators. These indicators will help the municipality to work out if it adopted the right strategy towards addressing health

problems in informal settlements. So, for example, the municipality may monitor infant mortality in informal settlements, as a measure of the impact of their strategy.

Once municipalities have chosen key performance indicators and targets, these municipalities must make their indicators and targets known, both internally and to the general public. The municipal council must decide how to disseminate this information.

Municipalities must monitor their performance against the indicators which they have set for each development priority and objective, and measure and review their performance at least once a year. Municipalities must take steps to improve performance with regard to those development priorities and objectives where performance targets are not met.

Municipalities must establish a regular process of reporting. The process of reporting must make information of performance available to the council and specific structures and political office bearers of the municipality; as well as to the public and appropriate organs of state. Reports on municipal performance should act as an "early warning" system for underperformance. In other words, performance reports should point to potential problems before the problems become crises.

De Coning (2009:46) is of the view that effective management of performance information should clearly indicate the different responsibilities, structures and systems involved in managing performance. Performance management systems should be integrated within existing management processes and systems, whilst using appropriate capacity to manage and evaluate the performance information at the end of a service delivery period.

This concludes the brief theoretical exposition of some of the most significant aspects as far as performance management is concerned.

Holliman (2010:1) notes that because municipalities are more closely aligned with corporation in their management structures they are also more likely to have flexibility in prescribing the application of management models throughout the entire enterprise. The focus of this next section deals with the three selected managerial models.

Van der Walddt, in Joubert (2008:31), indicates that it is of utmost importance that private sector management models are not merely adopted for the public sector; the public sector is far too unique for that. Rather, public sector-specific management models should rather be developed or private sector management models be adjusted to make them applicable to the public sector context. The aforementioned statements are what this research intends to do, namely to adjust the three selected, existing management models with the intention to

develop a management model relevant for municipalities, hence management models will be discussed in the next section.

2.6 MANAGEMENT MODELS

According to Eskildsen et al. (2009), in light of a growing number of management models used in organisations, questions regarding their nature, validity and applicability are becoming more and more important. Although there are many different management models, this research, provides definitions of three selected prominent, service-orientated management models namely Higgins (2005) 8-S model, Deming's Fourteen Points for Management and the Service-Profit-Chain as well as a concise overview of their background. These three models are some of the most familiar models for organisations who are dealing with services. They are relevant for this study that deals with municipalities which core business are service delivery. Hence does the selection of these three management models make sense.

According to RapidBi (2007), management models shape the way we think, manage and run our organizations. All models are equally valid and invalid – for a model to be effective we need to understand the context in which it was developed and implemented. Just because a model works in one organization in one sector does not mean it will work in all organizations in that sector... remember a model is just that... a model.

Birkinshaw (2011) on the other hand, defines management models as simply the set of choices made by executives about how the work of management gets done - about how they define objectives, motivate effort, coordinate activities, and allocate resources.

It is evident that based on the two above mentioned definitions of a management model by RapidBi (2007) and Birkinshaw (2011), that they agree by indicating that a management model is a simplified picture of reality as it normally presuppose some economical assumptions, such as the competitive environment. If these conditions change, models do not necessarily lose their validity.

Birkinshaw (2009) further points out that at first, defining a management model is about making choices. Managers have to decide where their organization - or their department or unit - is going (define objectives), and they have to get people to agree to go in that direction (motivate effort). The means by which this is done, is to manage across (coordinate activities) and to manage down (making decisions).

A management model aims to improve performance of an organization by clearly defining objectives that are agreed upon by both management and employees. The aforementioned statement is supported by the result in Table 5.22 in Chapter 5, as the respondents indicated that they agree (with a mean of 1.66) with the statement, “My manager is comparing the set goals against the actual performance when evaluating my performance” (refer to Chapter 5).

In order to develop a managerial model for merged municipalities, various management tools and approaches in search for service excellence by quality as well as service excellence theorists such as Higgins and Edward Deming, will be identified and described. The Higgins (2005) 8-S model, Deming’s Fourteen Points for Management and the Service-Profit-Chain, will be researched, evaluated and tested through an empirical study conducted through the completion of questionnaires by the residents and management of the two selected poor performing municipalities in the Free State namely, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality and the residents and management of the selected good performing municipality namely, the Gamagara Local Municipality in the Northern Cape.

Holliman (2010:3) writes that there is no evidence from literature study that suggests well-known and established management models that have been implemented in municipalities. Based on the aforementioned statement by Holliman, did the researcher selected the following three management models, namely the Higgins (2005) 8-S model, Deming’s Fourteen Points for Management and the Service-Profit-Chain as they are service delivery orientated and because the study focuses on municipalities which core business or function is service delivery. Furthermore, the reason why these three management models were selected, is because they focus on quality and strategic performance of service in an organisation. The first selected management model that will be discussed is the Higgins (2005) 8-S model:

2.6.1 Higgins (2005) 8-S model

Higgins (2005:4) points out that senior management must align the following cross functional organizational factors – structure, systems and processes, leadership style, staff, resources, and shared values - with each new strategy that arises in order for that strategy to succeed, and in order for strategic performance to occur. As a consequence of the frequency and significance of the changes in strategy and the required changes in key organizational factors, executives would benefit from a heuristic that guides cross-functional thinking. He further indicates that all of these factors have been integrated in a practical model for a successful executing strategy that is called the ‘Eight “S”s of Strategy Execution or the

Higgins (2005) 8-S model. The Higgins (2005) 8-S model is a heuristic that enables senior management to more readily enact, monitor, and assess the original McKinsey 7Ss model. The Higgins (2005) 8-S model is based on the McKinsey Seven 'S's, first introduced to us in 1982 by Thomas J. Peters and Robert H. Waterman, Jr. Higgins calls the model a heuristic, because it is a methodology for solving major problems in executing the problem of not aligning key organizational cross-functional elements with strategy. The Higgins (2005) 8-S model can be explained as follows:

2.6.1.1 *Strategy and purposes*

Higgins (2005) writes that strategies are formulated to achieve organizational purposes. Chetty (2010:7) agrees with the aforementioned statement by Higgins, by indicating that the formulation of a strategy represents a managerial commitment to pursue a particular set of actions (organizational purposes) in growing the organization, satisfying customers, conducting operations and improving the organisations financial performance. She further indicates that a clear and logical strategy is management's game plan for satisfying customers and improving financial performance. Pasupathy (2006:8) supports Chetty's statement by indicating that customer satisfaction is largely influenced by the value of services provided to customers. Value is created by satisfied, loyal, and productive employees. Employee satisfaction, in turn, results primarily from high-quality support services and policies that enable employees to deliver results to customers.

Strategic purposes include strategic intent, vision, focus, mission, goals, and strategic objectives. There are four types of strategies: corporate, business, functional, and process designed to achieve these purposes. The corporate strategy defines what business or businesses the firm is in or should be in, and how the firm will conduct that business (or those businesses) in a fundamental way. The business strategy describes how a firm will compete in a particular business.

Higgins (2005) further points out that a firm's business strategy is its major plan of action aimed at gaining a sustainable advantage over competitors. Relative differentiation and relative low cost are the two most frequently suggested generic business strategies. Functional strategies support the business strategy. Functional strategies in the areas of marketing, finance, operations, human resources management, research and development, information, and logistics, should be aligned with the business strategy. Process strategies normally cut across functions and are aimed at integrating organizational processes across the organization in order to make them more effective and more efficient. Strategy

formulation involves the consideration of strengths (for example, core competencies and capabilities), weaknesses, threats and opportunities.

2.6.1.2 *Structure*

Higgins (2005) indicates that the organization's structure consists of five parts: jobs; the authority to do those jobs; the grouping of jobs in a logical fashion, for example, into departments or divisions; the manager's span of control; and mechanisms of coordination. The first four of these parts are normally shown in an organization chart. The last is usually described in the firm's operating policies and procedures.

Higgins (2005) further indicates that the major issues include the choice of the organizing principle for primary organizational units, for example, product versus function, or product versus geography; and how such authority to delegate to organizational units and managers, traditionally thought of in terms of centralization versus decentralization, or mechanistic versus organic.

2.6.1.3 *Systems and processes*

The systems and processes that enable an organization to get things done from day to day are (for example, strategic planning systems, information systems, capital budgeting systems, manufacturing processes, reward systems and processes, quality-control systems and processes, and performance measurement systems). Chetty (2010: 3) agrees with the aforementioned statement by indicating that many organisations are able to generate innovative strategic plans, but few are able to implement these plans and also indicate that organisations fail to execute 70% of their strategic plans.

2.6.1.4 *Style (leadership/management style)*

Higgins (2005) writes that the consistent pattern of behaviour exhibited by leaders/managers when relating to subordinates and other employees. Chetty (2010: 13) supports the aforementioned statement by writing that poor leadership by senior management erodes the potential value of a strategic plan, which leads to a lack of buy-in from lower level managers and individual employees. He further indicates that a top-down/laissez-faire senior management style kills the implementation of strategic plans of an organization.

2.6.1.5 *Staff*

The number and types of employees indicate what types of individual and group competencies the firm needs to meet its strategic purposes. The staffing means filling

positions in the organization structure. The main issue is how to create an appropriate Management Inventory or Human Asset in an organization and it can be synergized with strategic change or strategic intent.

2.6.1.6 *Resources*

Higgins (2005) argues that the extent to which the organization has adequate resources to achieve its strategy is critical - people (staff), technology and money are the three most critical resources. Resources may include funding for divisions such as Research and Development, or technology such as software, or systems such as those for knowledge management and organizational learning. The other major concern is the extent to which the organization leverages its resources. Swanepoel (2009:12) supports the aforementioned statements by Higgins by pointing out that the organisational performance will depend on how well the organization meets its goals or objectives, how well the organisation makes use of its resources and how adaptable the organisation is to environmental changes. The aforementioned statement is supported by the information displayed in Table 5.22 in Chapter 5, indicating that the respondents agree with regard to the statements, “The strategies, policies and procedures are in place at the municipality to ensure my professional service delivery to customers” and also “I am satisfied with the infrastructure (computer, desk, chairs) available to me in the performance of my duties” (refer to Chapter 5).

Higgins (2005) further argues that an organization cannot successfully execute its strategy without the alignment of additional resources such as money, information, technology, and the time required from top management and others in the organization.

2.6.1.7 *Shared values (organizational culture)*

Higgins (2005) writes that it is the values shared by members of the organization that make it different from other organizations. Managing values and cultural artifacts are critical to successfully leading organizational change. Madondo (2008:18) supports the aforementioned statements by Higgins indicating that organizational culture is a critical aspect of organizational survival and the ability to analyse, understand and manage the culture of the organizations that are merging is vital. Many key organizational issues relating to effectiveness, quality, customer satisfaction, teamwork, innovation, decision- making and flexibility are primarily driven by the organization's culture. Culture cannot be dealt with in isolation. He further indicates that to effectively manage organisational culture is to deal with hiring, firing, incentives and compensation, decision-making organizational structure,

policies, procedures, technology, workflow, management and leadership styles, processes, and measures.

2.6.1.8 *Strategic performance*

Higgins (2005), points out that strategic performance is a derivative of the other seven 'S's. Strategic performance is possessed by an organization as a whole, or for profit-based parts of the whole. Performance can be measured at any level. Financial performance measurements are critical barometers of strategic performance, but an expanded balanced scorecard approach is the best. One of the primary ways that the "the 8S model differs from the 7S model is", the eighth 'S' of the Higgins (2005) 8-S model is the Strategic Performance, has been added to focus on results.

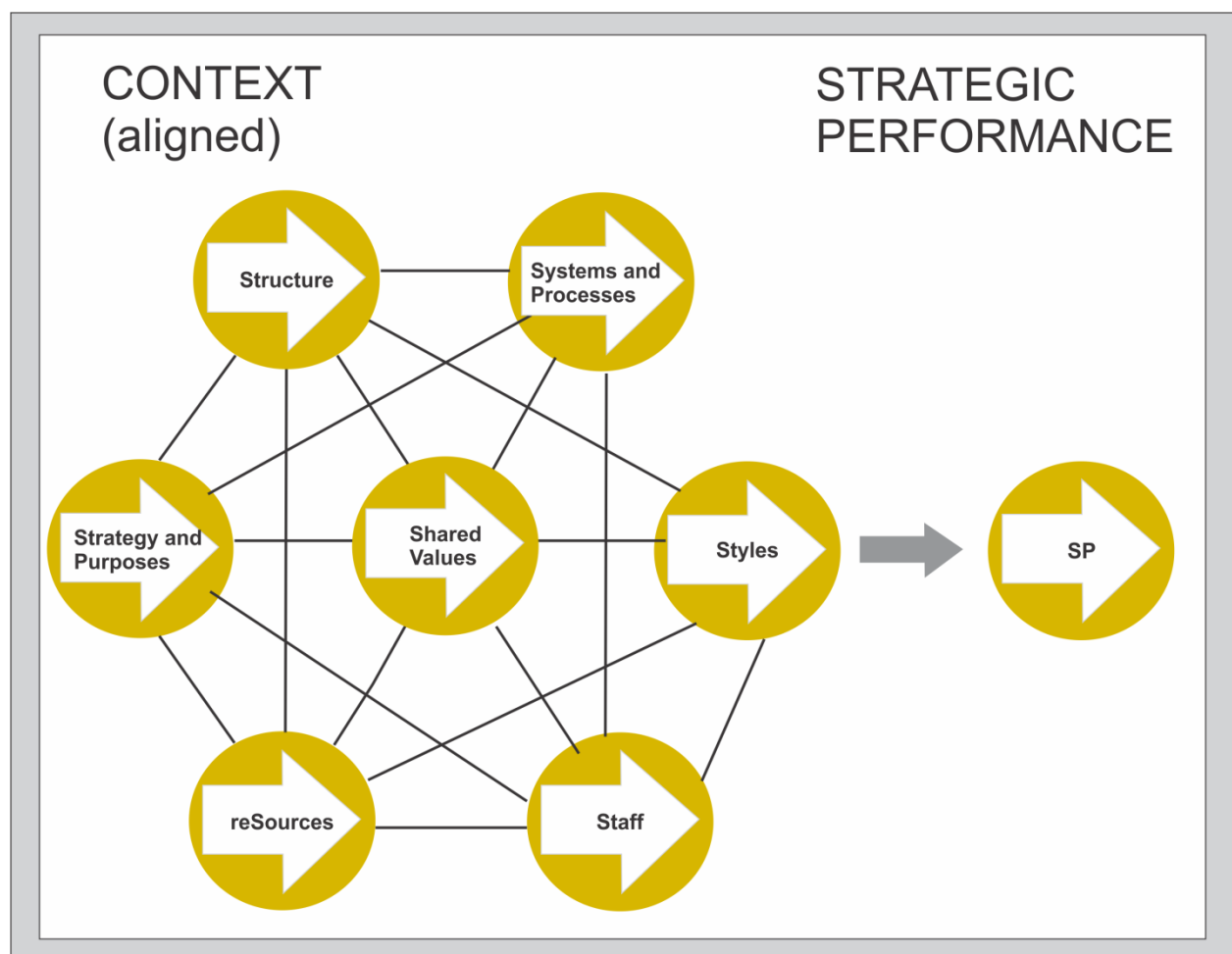


Figure 2.1 Higgins (2005) 8-S model

Source: Higgins (2005: 6)

Swanepoel (2009:13) notes that Higgins (2005) designed the 8-S model (See Figure 2.1 above) to diagrammatically explain the interaction between the formal and informal arrangements within the organisation and also indicated that all the formal and informal arrangements must be aligned with one another in order to achieve strategic performance. She further indicates that this model defines the components of organisational behaviour as: 1) strategy and purpose, 2) structure, 3) systems and processes, 4) style, 5) resources, 6) staff, 7) strategic performance and 8) shares values.

From the abovementioned discussion it is evident that almost everything an organization or a municipality carries out is roofed with in the Eight S's. Indubitably by applying and using the Higgins (2005) 8-S model during the formulation of strategies, the leaders as well as the managers and the entire workforce involved can foresee changes that are to be made within the organization in order to make the strategy workable. Koyana (2009: 24) agrees with the aforementioned statement by indicating that moving towards dynamic strategy development necessitates the transfer of ownership of the strategy by cascading it down to individual responsibilities throughout the organization. She further indicates that the ability to implement a formulated strategy is an important source of competitive advantage.

From Figure 2.1 above, it should be noted that the figure is divided into two parts; namely the Seven Contextual S's and strategic performance. Higgins (2005) indicates that the key here is that all the factors falling in the Contextual Seven S's must be aligned to achieve the best possible strategic performance. Importantly, the organization's arrows should be pointing in the same direction and that they should be aligned with one another. Bhatti (2011:55–56) agrees with the aforementioned statement by Higgins by indicating that the eight components need to be aligned and that shared values and styles are the overt variables that will contribute to the personality or culture within the organization. The style component refers to the leadership or management style and the consistent patterns of behaviours exhibited by managers.

The second selected management model that is discussed, is Deming's Fourteen Points For Management.

2.6.2 Deming's fourteen points for management

In the following sections, Deming's Fourteen Points for Management argues that quality and service excellence should be aimed at the needs of the consumer, both presently and in the future.

2.6.2.1 *Constancy of purpose*

According to De Coning (2009:21), this creates constancy of purpose for continual improvement of service to society. Organisations, including municipalities, must allocate resources for long-term planning and must come up with a plan to become effective and efficient, to stay in business by delivering services to the people and to create and provide jobs. Chetty (2010:14) agrees with the aforementioned statements by indicating that lack of resources is one of the inhibitors of strategy execution of an organization and that it impacts negatively on the organisation's effective and efficient service delivery. The aforementioned statement by Chetty is supported by the information displayed in Table 5.22 in Chapter 5, indicating that the respondents agree with regard to the statement, "The strategies, policies and procedures are in place at the municipality to ensure my professional service delivery to customers" (refer to Chapter 5).

2.6.2.2 *The new philosophy*

De Coning (2009:21) further indicates that a new philosophy must be adopted. Government regulations representing obstacles must be removed, and the transformation of organisations is needed. Van Stuyvesant Meijen (2007:14) supports the aforementioned statement by indicating that the justification behind the amalgamation or merging of municipalities was to establish municipalities that were more financially viable because the tax base of these structures would be more solid and also to ensure that municipalities put people first, therefore becoming more responsive to the community's needs and ensuring a sustainable manner of service delivery to the people within the local communities. An example of this formation is the Metsimaholo Local Municipality, where three different independent councils, namely, the Sasolburg Transitional Council, the Deneysville Transitional Council and the Oranjeville Transitional Council merged.

2.6.2.3 *Cease dependence on mass inspection*

It is important to eliminate the need for mass inspection as the way of life, in order to achieve quality by building quality into the product in the first place. This requires statistical evidence of built in quality in both manufacturing and purchasing functions.

2.6.2.4 *End lowest tender contracts*

According to the De Coning (2009:21), the practice of awarding business solely on the basis of price tag, should end. Instead meaningful measures of quality along with price are required. The number of suppliers for the same item should be reduced by eliminating those

that do not qualify, by using statistical and other evidence of quality. The aim is to minimize total cost, not merely initial cost, by minimizing variation. This may be achieved by moving toward a single supplier for any one item, on a long term relationship of loyalty and trust. Purchasing managers have a new job, and must learn how to do it.

2.6.2.5 Improve every process

De Coning (2009:21) points out that, it is important to improve every process for planning, production, and service constantly and forever. Management should search continually for problems in order to improve every activity in the company, to improve quality and productivity, and thus to decrease costs constantly. Institute innovation and constant improvement of product, service, and process should be maintained. It is management's job to work continually on the system (design, incoming materials, maintenance, improvement of machines, supervision, training, retraining).

2.6.2.6 Institute training on the job

De Coning (2009:21) is of the view that, management should institute modern methods of training on the job for all, including management, in order to make better use of every employee. New skills are required to keep up with changes in materials, methods, product and service design, machinery, techniques, and service. Von Stapelberg (2006:35) supports the statement by De Coning by indicating that there is no doubt that many of the aspects, which are currently arousing, are of great interest in public as well as the private sectors, and are related to the role of training workers for future employment, job productivity, competitiveness, economic development and social welfare. In general, there is on-going interest in the progress of training and developing the human capital.

2.6.2.7 Institute leadership

De Coning (2009:21) further points out that, it is important to adopt and institute leadership aimed at helping people do a better job. The responsibility of managers and supervisors must be changed from sheer numbers to quality. Improvement of quality will automatically improve productivity. Management must ensure that immediate action is taken on reports of inherited defects, maintenance requirements, poor tools, fuzzy operational definitions, and all conditions detrimental to quality.

2.6.2.8 *Drive out fear*

Management should encourage effective two-way communication and other means to drive out fear throughout the organization so that everybody may work effectively and more productively for the company. Madondo (2008:21) supports the aforementioned statement by pointing out that during the transition period in an organisation effective communication serves to manage employee expectations. By openly outlining the process and the plan to be followed in implementing change, employees' fears are reduced and they begin to look forward to the final results.

2.6.2.9 *Break down barriers*

Break down barriers between departments and staff areas should be a priority, according to De Coning (2009:21). People in different areas, such as leasing, maintenance, administration, must work in teams to tackle problems that may be encountered with service. Chetty (2010:17) agrees with the aforementioned statements by De Coning by indicating that, in order for the execution of a strategy to tackle problem encountered by the organisation, the best possible teams must be formed.

2.6.2.10 *Eliminate exhortations*

Management should eliminate the use of slogans, posters and exhortations for the work force, demanding zero defects and new levels of productivity, without providing methods. Such exhortations only create adversarial relationships; the bulk of the causes of low quality and low productivity belong to the system, and thus lie beyond the power of the work force.

2.6.2.11 *Eliminate arbitrary numerical targets*

It is also important to eliminate work standards that prescribe quotas for the work force and numerical goals for people in management. Instead, aids and helpful leadership should be substituted, in order to achieve continual improvement of quality and productivity.

2.6.2.12 *Permit pride of workmanship*

Pride of workmanship should be permitted by the removal of the barriers that rob hourly workers, and people in management, of their right to pride of workmanship. This implies, among other things, abolition of the annual merit rating (appraisal of performance) and of management by objective (MBO). Again, the responsibility of managers, supervisors, and foremen must be changed from sheer numbers to quality. The aforementioned statement is supported by the information displayed in Table 5.22 in Chapter 5, indicating that the

respondents agree (with a mean of 1.73) with regard to the statements, “It is the duty of a manager to develop his/her subordinates” (refer to Chapter 5).

2.6.2.13 Encourage education

Education must be encouraged by instituting a vigorous program of education, and encourage self improvement for everyone. What an organization needs is not just good people; it needs people that are improving with education. Advances in competitive position will have their roots in knowledge. Leibrandt (2013:45) agrees with both the aforementioned statements by pointing out that the effort, sacrifices, time and money invested by companies in the development of human capital should be supported by the top management of companies. He furthermore indicates that commitment to actively participate in the education of employees is necessary to establish the resources for a viable human capital development. The statement by Leibrandt is confirmed by the information displayed in Table 5. 24 in Chapter 5, indicating that the respondents who are managers at the municipalities, for this study tended to agree with the statements in Factor D1 - Personal development and competency (with a mean of 1.35) (refer to Chapter 5).

2.6.2.14 Top management commitment and action

Top management's permanent commitment to ever improving quality and productivity, and their obligation to implement all of these principles, should be clearly defined. Indeed, it is not enough that top management commit themselves for life to quality and productivity. They must know what it is that they are committed to—that is, what they must do. Create a structure in top management that will push every day on the preceding 13 Points, and take action in order to accomplish the transformation. Support is not enough: action is required! (Anon., 2012), indicates that, the aforementioned statements are supported by the premier of the North West, Ms Thandi Modise, indicating that municipalities had to employ qualified and skilled staff to overcome the service delivery problems. Premier Modise, indicates that they want commitment and action from top management in order to enhance service delivery.

Based on the abovementioned Fourteen Points for Management of Deming, it is clear that for any organisation, including municipalities, to achieve the highest level of performance it is essential that it changes its behaviour and adopt new ways of doing business. The aforementioned statement is also supported by Shonhiwa in De Coning (2009:36), noting that all employees should be adequately service orientated, realising the importance of each customer; the customer comes first at all times; a customer is not an interruption to your work

but the cause of it; the customer is not an outsider in your organisation, including municipalities, but an important partner.

In the following section, the third and final selected management model for the purpose of this research, namely The Service Profit Chain, is discussed.

2.6.3 The Service-Profit-Chain (SPC)

Heskett et al. in Pasupathy (2006:2) are of the view that several models that approach the evaluation of services, are described in the service operations and marketing bodies of literature. One of them, the Service-Profit-Chain (SPC) has been the seminal work for a large number of papers in the service evaluation field. The original framework was presented in 1994 by Heskett et al., who hypothesized that revenues are driven by service quality perceptions, which in turn are driven by operational inputs and employee efforts. Thus, the Service-Profit-Chain is a framework for linking service operations to customers' assessments and in turn linking those customers' assessments to the organization's bottom line – profitability in most cases. He further indicates that the objective of the Service-Profit-Chain is to provide an integrated framework for understanding how an organization's operational investments in service quality are linked to customer perceptions and behaviours, and how these translate into profits.

Pasupathy (2006:8) agrees with the abovementioned, by indicating that the service-profit-chain establishes relationships between profitability, customer loyalty, and employee satisfaction, loyalty, and productivity. The links in the chain (which should be regarded as propositions) are as follows: Profit and growth are stimulated primarily by customer loyalty: Loyalty is a direct result of customer satisfaction: Satisfaction is largely influenced by the value of services provided to customers: Value is created by satisfied, loyal, and productive employees: Employee satisfaction, in turn, results primarily from high-quality support services and policies that enable employees to deliver results to customers.

According to Pasupathy (2006:8) the framework of the Service-Profit-Chain consists of the following elements (See Figure 2.2):

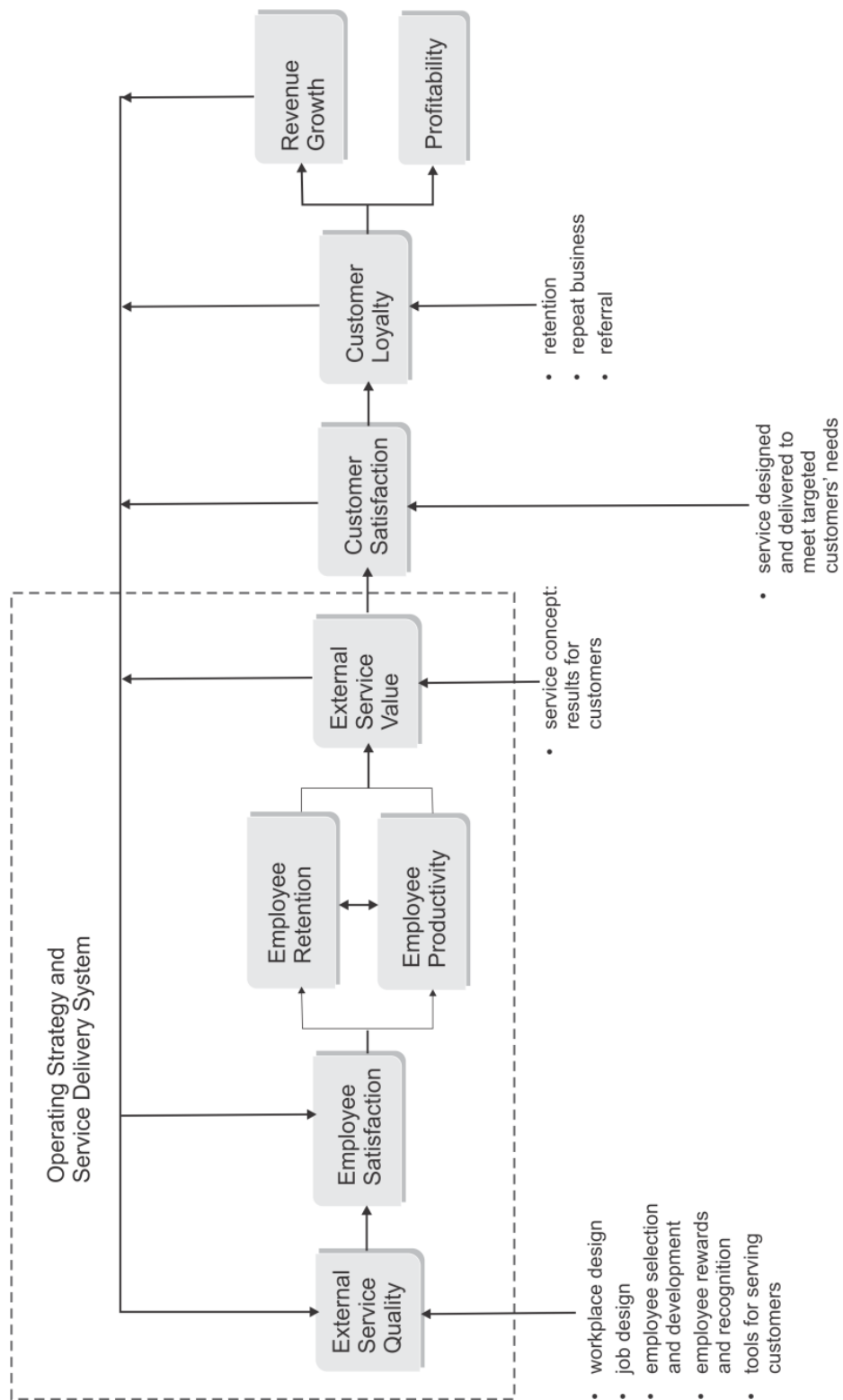


Figure 2.2: Framework of the Service-Profit-Chain (SPC)

Source: Pasupathy (2006:8)

2.6.3.1 *Customer loyalty drives profit and growth*

Pasupathy (2006:7) indicates that the service-profit-chain research suggests that customer loyalty is the key determinant of profitability as most companies, strive towards making money and growth. The aforementioned statement by Pasupathy is also very relevant for municipalities as they have to generate an income to render services and they are also receiving grants from National and Provincial Departments, such as the Department of Energy, in order to supply electricity to the communities they serve, to gain the community's confidence and loyalty towards the municipality, especially during elections, to vote them into power.

2.6.3.2 *Customer satisfaction drives customer loyalty*

There are two things about loyalty which are important to notice. A satisfied customer is not automatically a loyal customer. It's only the super satisfied customers who become loyal. That is why 'satisfied' is not enough in a world of abundance which is the situation for many companies today. Add to that the tough reality that what people considered fantastic last year is what they expect this year. The expectations of the customer change all the time. If a company wants to maintain their loyalty, it has to get better and better. Sinwell et al. (2009:9), support the aforementioned statement by indicating that impoverished residents of neglected townships have been voicing their dissatisfaction with ineffective and inadequate service delivery since the ANC's (African National Congress) rise to power in 1994. Hence we witness the increased levels of violence and police brutality in protests, which paint a picture of repressive state rather than an accommodating and approachable state that is willing to listen to the pleas of its citizens.

Loyal customers are more likely to tell others about their loyalty than just satisfied customers. Excited customers tell other people about their experiences and create ambassadors for the organisation or municipality. They become loyal customers and they keep on returning. Sinwell et al. (2009:9), furthermore indicate that perceived failure at the level of municipalities, is a significant motivating factor behind the protests that are carried out under the rubric of service delivery, and disgruntled residents are likely to continue to take to the streets until their demands for "a better life for all" are met.

2.6.3.3 *Value drives customer satisfaction*

Customers in today's life are strongly value orientated. The primary determinant of customer satisfaction is perceived value – the customer has gained more from the product than he or she thinks it is worth. Value often has an emotional aspect that makes an experience

particularly memorable for the customer. The key to create value is the ability to bond emotionally with the customers and create emotional wow experiences. Underlying this is being very clear about the targeted service concept for the targeted customers. Von Stapelberg (2006:35) agrees with the last two aforementioned statements by indicating that although it is widely accepted that human capital is a key factor in the functioning of business and its competitiveness, this is of particular importance in the service sector, a basic service is an experience-based concept. The form, style and manner in which the service is provided have a combined influence on the customer's overall impression of the quality of service which is provided. Hence, this concept is also applicable to the selected municipalities, for they are according to the Constitution, the providers of basic services.

2.6.3.4 Employee productivity drives value

The Service-Profit-Chain (SPC) indicates that value is a direct result from having engaged productive employees. In this case, value has to do with the employee's ability to act on the wishes and needs of the customers and find solutions that work within the framework of the company. Productive employees also have a high degree of product knowledge as well as customer knowledge. This is why employees, who have served quite a few years in the company, usually are much more productive than new employees.

2.6.3.5 Employee loyalty drives productivity

The research behind the service-profit-chain indicates that employee loyalty is driven by enthusiasm and satisfaction. To be able to create excited customers and contribute to memorable experiences you need to be excited as an employee as well. This implies that the employees must be happy with their jobs to have what it takes to effectively engage the customer in this way. In this case, loyal refers to considerate employees who have longer tenure with the company and have great knowledge of both the customers; and processes and the culture within the company. It is also important to understand the negative: the real cost of employee turnover, and not managing retention, is the loss of productivity and decreased customer satisfaction.

2.6.3.6 Employee satisfaction drives loyalty

The research behind the service-profit-chain further shows that low employee turnover can be linked to high customer satisfaction. Dissatisfied employees are more likely to leave, causing the organization to be left with lower than average satisfaction levels, and to have

lower than average levels of staff expertise, which could also reduce levels of customer satisfaction.

2.6.3.7 Internal quality drives employee satisfaction

Employee satisfaction is rather easy to achieve. To achieve real excitement is far more difficult and much more complex. In the service-profit-chain, employee satisfaction is a result of 'internal quality' which is measured by the feelings that employees have toward their jobs, colleagues, and companies. This is related to a number of elements that have to be present to ensure employee satisfaction, such as workplace design, job design, employee selection, training and development, rewards and recognition, and tools for serving customers.

Internal quality ensures the employee's motivation. It's important to underline that motivation has to do with both job context and job content. The job context is the external conditions such as fringe benefits and wages. However, this is not the most important aspect of motivation. The context merely prevents demotivation. The determining factor for motivation and employee satisfaction is the job content. The moment we contribute with something meaningful, it gives us a high degree of motivation.

2.6.3.8 Leadership underlies the chain's success

Pasupathy (2006:8) writes that a Service-Profit-Chain leader develops and maintains a culture that is focused on service to customers and fellow employees. They are also effective listeners with both the ability and willingness to listen. These are high engagement leaders that spend time with their employees and customers, test their service delivery processes, and actively seek employee suggestions for improvement. In addition, they demonstrate real care and concern for employees as demonstrated by how they select them, tracking and guide their development, and proactively give recognition to them.

Madondo (2008:24) agrees with the abovementioned statements by Pasupathy (2006), by pointing out that joint-decision-making between management and employees may include: redesigning work processes, and determining the best ways to communicate news and information across all parts of the organization. He further indicates that employees do not want to be substantively involved in any process taking place in the organization, just for the sake of involvement; they want to make a positive contribution to the decisions and policies that shape any process in the organisation, so that they can feel that they are part of the organization, a sense of ownership.

Based on the abovementioned discussion, it is clear that the Service-Profit-Chain establishes relationships between profitability, customer loyalty, and employee satisfaction, loyalty, and productivity. It is furthermore evident that climate influences employee commitment, and employee commitment influences both customer satisfaction and the service that is rendered. Furthermore, because the service-profit-chain model claims that service achievement results from increased customer satisfaction, it follows that customer satisfaction should mediate the relationship between commitment and service rendered by the organization or municipality.

Out of the three selected management models discussed above, a managerial model relevant for municipalities in the Free State Province will be developed, as to assist municipalities to achieve its constitutional obligations by ensuring that it delivers effective and efficient services to communities. Furthermore, based on the abovementioned discussion on the three management models, the following commonalities are applicable, namely excellence in service delivery, driven by the organisational purpose: customer satisfaction, systems and processes to be put in place and be implemented: management commitment and excellent leadership, customer and employee satisfaction as it drives loyalty by the customer and excellent performance by the employee.

The contribution of this study is to provide evidence of the usefulness of the developed managerial model to assist municipalities in the Free State Province, to meet the expectations of the communities they serve. According to Holliman (2010:6), literature to date, provides conflicting results as to the viability of the various management models and approaches used by municipalities. He further indicates that current management models used by municipalities in the United States of America do not support managements' efforts to direct organizations in ways that meet strategic objectives and expectations of the communities served. These models often lack flexibility and are not easily transferable from the private sector to municipalities, or even between municipalities. Models currently employed, do not adequately consider the qualitative features of municipal service, and do not appropriately recognize key contextual circumstances such as the skill, experience, and education of the senior management team, fiscal strength of the city or town, and the nature of the political environment. Essentially, municipal managers and their team of department heads, should focus on what the organization can do to be effective in the eyes of the community, from a qualitative perspective versus what is accomplished via quantifiable performance measures. These numeric indicators often do not relate to functions and activities that citizens believe to be important.

2.7 SUMMARY OF THE CHAPTER

The current statutory and regulatory framework relevant for municipalities and work done by theorists on the existing theory on the three selected management models contributing to the development of a management model for mergers in local government, were explored in this chapter. Advantages and strong points of the selected management models explored in this chapter will be tested against the views of the residents in the two selected poor performing municipalities and its management team, namely, the Metsimaholo Local Municipality and the Matjhabeng Local Municipality in the Free State Province, as well as the one selected good performing municipality management, namely, the Gamagara Local Municipality in the Northern Cape Province, before being integrated into the development of this unique management model for local government.

As this management model needs to address all issues related to management in order to ensure that effective and efficient service delivery takes place at municipalities, the history and current status of municipalities after the merging process and service delivery will be discussed in the next chapter.

CHAPTER THREE

THE HISTORY AND CURRENT STATUS OF MUNICIPALITIES AFTER THE MERGING PROCESS AND SERVICE DELIVERY

3.1 INTRODUCTION

It is more than eighteen years since the advent of democracy into the dispensation of an entirely new local government, after the total number of municipalities was, through demarcation, reduced from 843 to 284 as more economically, administratively and financially functional municipalities were established in 2000, as a result of the promulgation of the Municipal Demarcation (Act, No. 27 of 1998) and the Municipal Structures (Act, No. 117 of 1998) (also refer to Chapter Two). Van Stuyvesant Meijen (2007:14) indicates that the justification behind the merging of the former Transitional Local Councils (TLC's) was to establish municipalities that were more financially viable because the tax base of these structures would be more solid and also to ensure that municipalities put people first, therefore becoming more responsive to the community's needs and ensuring a sustainable manner of service delivery to the people within the local communities. Oberholzer (2012:2) agrees with the aforementioned statement by Van Stuyvesant Meijen by pointing out that despite significant gains, such as access to electricity and water for communities after the merging of municipalities, research and assessments throughout the years, have shown that there are still many municipalities, after the merging process that are in deep distress such as the Nala Local Municipality in the Free State Province as this municipality is simply not economically viable given their economic base, demographics, location, history, access to skills and resources. The statement by Oberholzer is supported by (Seleka, 2012) indicating that in 2009 the Nala Local Municipality was placed under administration after it wasted millions of rands on fruitless expenditure and that impacted on service delivery. Municipalities, such as the Nala Local Municipality, are primarily reliant on grants and any attempt at "turnaround" would invariably yield only modest success. Another municipality in the Free State Province in distress is the Matjhabeng Local Municipality (one of the municipalities where this research is conducted), according to a report by the Parliamentary Monitoring Committee on Cooperative Governance and Traditional Affairs of 12 February 2013 indicating that after an investigation on corruption at the Matjhabeng Local Municipality

that has led to the municipality suffered loss and damage through incompetence in supply chain management, inadequate management of contracts, non-compliance with the local government framework and weak project management. This had further led to financial distress of the municipality, whilst the municipal manager was often also under political pressure to accede to certain decisions.

The Department of Cooperative Governance and Traditional Affairs (COGTA) reveals in its assessment of the State of local government in 2009, from evidence such as corruption and fraud; poor financial management, such as negative audit opinions; number of (violent) service delivery protests; insufficient municipal capacity due to lack of scarce skills, it is clear that much of local government is indeed in distress and that this state of affairs has become deeply-rooted within the system of governance. Therefore underpinning the analysis are some key questions, such as how deep-rooted is the state of distress in our local municipalities, what are the causes, and through what measures do we address these fault-lines in our governance arrangements (Deloitte, 2012:3). It is also evident for the municipality's political and administrative leadership that national government has allocated hugely significant sums of money to building municipal capacity over the years. In seeking to answer the question why outcomes have been so disappointing, it is clear government needs to begin to do things differently. In assessing the reality of poor municipal performance, cognisance needs to be taken of the unresolved problems identified in previous assessments, and the intergovernmental impact of this failure, both institutionally and for communities. These problems at municipalities range from issues of poor governance and accountability, mismanagement, financial management challenges and poor audit outcomes, skills shortages, inadequate infrastructure planning, maintenance and investment, corruption and abuse, political infighting, labour unrest and various interventions by national and provincial government. Deloitte (2012:5) further indicates that politically acceptable appointments at the expense of technical competence have exacerbated the aforementioned problem at municipalities. The aforementioned statement by Deloitte is confirmed by the information displayed in Table 5.22 in Chapter 5, clearly showing the response of the respondents who participated in this study indicating that they strongly agree (with a mean of 1.33) that there is political interference in the administration of the municipality (refer to Chapter 5).

Oberholzer (2012:2) indicates that these problems mentioned by Deloitte including problems such as cadre deployment without adequate skills and the relevant qualifications and experience have shattered the confidence of the majority of the people in the local government system. Municipalities were envisioned as sites where our commitment to

participatory governance would achieve meaning and content. Instead, communities feel alienated and disconnected from decision making processes and feel disempowered in influencing the affairs of the municipality. Much of the reason for the limited success of past attempts to improve the performance of local government stemmed from the intention to treat all municipalities as uniform, undifferentiated entities. Oberholzer (2012:3) further indicates that the intention to treat all municipalities uniformly was a mistake, as it is clear that municipalities have different capacities and their social and economic contexts also vary. The response to turn around local government should thus be conducive to the different contexts prevailing in municipalities. A further explanation for limited success was the inability of the national government departments that impact local government to develop a cohesive plan and fully co-operate to ensure a unified approach in their engagements with municipalities. The problem of coordination and alignment of interventions of national and provincial departments and agencies impacting on local government or municipality remains a massive challenge that requires creative and radical solutions. It is therefore a logical development in focusing on local government to discuss in the next section on a brief historical view of municipalities in South Africa.

3.2 OPERATIONAL AND DEFINING MAJOR CONCEPTS

Certain concepts are used throughout this thesis, hence is it of paramount importance that these concepts be defined in order to ensure clarity and correct application thereof.

3.2.1 What is a merger?

Merger can be defined as a statutory combination of two or more corporations by the transfer of the properties to one surviving corporation. Based on the aforementioned definition of a merger, a merger of municipalities can be defined as a statutory combination of two or more former Transitional Local Councils to form one viable or surviving municipality (refer to Chapter 1). The merger of local government bodies or municipalities came about as a result of the promulgation of the Municipal Demarcation (Act, No. 27 of 1998) and the Municipal Structures (Act, No. 117 of 1998).

3.2.2 What is service delivery?

Service delivery means supplying users with services needed or demanded. Government institutions and organisations, municipalities, parastatal organisations, private companies, non-profit organisations or individual service providers can do this (Majikijela, 2007:12).

3.2.3 What is a municipality?

Von Stapelberg (2006:57) defines a municipality is an organ of state within the local sphere of government exercising legislative and executive authority within an area determined in terms of the Local Government: Municipal Demarcation (Act, No.27 of 1998).

3.3 A BRIEF HISTORICAL BACKGROUND OF MUNICIPALITIES IN SOUTH AFRICA

As discussed in Chapter Two, prior to the Constitution of the Republic of South Africa of 1996 and preceding the transition to democratic local government, local authorities (in 1930) and Transitional Local Councils (in 1998) as they were then known, were mere creatures of statute created by Provincial Governments. De Visser (2009:11) points out that Local Government as government closest to the people demanded particular attention as the services they are expected to provide affect the daily lives of most inhabitants of the state. Thornhill (2008:59) indicates that during the apartheid regime South Africa consisted of racially based local authorities responsible for a limited number of municipal services (called the pre-interim phase). The aforementioned statement by Thornhill is confirmed by the information displayed in Table 5.12 and Table 5.13 confirming that the respondents who are managers and residents at the municipalities who participated in this study experienced challenges with issues of service delivery as the delivery of services were segregated and unequal before the merging of the municipalities – the majority of the statements calculated a mean of above 3.00 and 2.5 (almost 3.00) (refer to Chapter 5). The first stage of the transformation commenced with transitional arrangements in 1993 which involved the scrapping of racially based local authorities and the creation of non-racial transitional municipal structures (interim phase). The major transformation of local government commenced in 1998 with the demarcation of fully integrated municipalities with extensive functions covering the total geographic area of the country (the final phase). Although the different provincial ordinances led to a variety of procedures, structures and processes, the municipalities, established in terms of the ordinances had a common feature. According to the South African Local Government Association (SALGA) on the history of municipality, because of their lack of constitutional status, they were creatures of statute, and possessed only such rights and powers as was specifically or impliedly granted to them by the legislature. It rendered all their actions, including the passing of by-laws, administrative actions, subject to judicial review.

In 1990, when the process of democratisation began with the unbanning of liberation movements such as the African National Congress (ANC) and Pan African Congress (PAC), local governments were subordinate creatures of statute, comprising a multiplicity of fragmented institutions, racially segregated, which, as a result, provided massively unequal services to different communities. Thornhill (2008:60) writes that in the period before the unbanning of these liberations movements on 2 February 1992 approximately 1,100 local authorities existed in South Africa. These comprised municipalities for whites, assigned to the regional structures (called provinces), and performed their functions under delegated legislation emanating from ordinances passed by the provinces. Municipal matters concerning the Indian population and those of people of mixed origin (termed coloureds) were dealt with by management committees and local affairs committees respectively. These committees had limited powers and operated within the policy and legal frameworks of so called white municipalities. The purpose of the transformation of local government was directed at removing the racial basis of government and making it a vehicle for the integration of society and the redistribution of municipal services from the well-off to the poor. De Visser (2009:8) agrees with the aforementioned statement by pointing out that before 1994, no single, uniform system of Local Government existed across the country: each province had its own configuration of Local Government institutions. Local Government as an institution of governance was subservient, racist and illegitimate. He further indicates that the subservience of Local Government was manifest in that local authorities existed in terms of provincial laws, and in that their powers and functions were dependent on and curtailed by those laws. The development of separate local authorities for separated racial groups, under the leading theme of 'own management for own areas', produced a clever scheme of naked exploitation on the basis of race. Without exception, the well-resourced and viable commercial centres with their strong revenue bases were reserved as white areas and the outlying and poor areas without meaningful formal economies were reserved for black people. De Visser (2009:8-9) further points out that transformation of local government into a fully fledged and non-racial institution of governance was thus impelled by a legacy of an "urban economic logic that systematically favoured white urban areas at the cost of black urban and peri-urban areas," with "tragic and absurd" results. This transformational process of local government occurred in three phases, namely the pre-interim phase, the interim phase and the final phase and these phases will be discussed as follows:

3.3.1 The pre-interim phase

The pre-interim phase commenced with the coming into operation of the Local Government Transition (Act, No.209 of 1993) and the establishment of the negotiating forums in local authorities pending the first local government election. The purpose of the Local Government Transition (Act, No.209 of 1993) was to provide for revised interim measures with a view to promoting the restructuring of Local Government, and for that purpose to provide for the establishment of Provincial Committees for Local Government in respect of the various provinces; to provide for the recognition and establishment of forums for negotiating such restructuring of local government; for the exemption of certain local government bodies from certain provisions of the Act; for the establishment of appointed transitional councils in the pre-interim phase; for the delimitation of areas of jurisdiction and the election of transitional councils in the interim phase; for the issuing of proclamations by the Administrators of the various provinces; for the establishment of Local Government Demarcation Boards in respect of the various provinces; and for the repeal of certain laws. Thornhill (2008:60) indicates that in 1983 the affairs of urbanised black people were removed from the authority of white municipalities and black local authorities were established. These local structures were not accepted by the black urban communities as they lacked a proper financial base, were understaffed, did not possess any significant industrial or commercial areas to generate funds, and were not credible in view of the communities concerned. Although the National Party (NP) government at the time did much to keep these municipalities operational, the municipalities' ability to take policy decisions slowly declined. The last author further points out that the urban communities also started campaigns to boycott the payment of rates and taxes, hastening the demise of the structures to a point where it became obvious that racially based municipalities could not continue to function and could no longer provide municipal services in a sustainable manner. The reform of Local Government commenced with the introduction of an interim phase which is discussed as follows below:

3.3.2 The interim phase

The second phase of the transformation of Local Government began when the first Local Government elections were held in 1995 and 1996, establishing integrated municipalities although these were not yet fully democratically elected. The Local Government elections were run according to the Electoral Commission (Act, No.51 of 1996). The elections were held on 1 November 1995 in most of the country, but delayed to 29 May 1996 in the Western Cape and 26 June 1996 in KwaZulu-Natal due to boundary demarcation disputes.

According to the Local Government Transition (Act, No.209 of 1993), a temporary Electoral Commission was created in 1993 to manage the first non-racial election of the national and provincial legislatures, which was held on 26–29 April 1994. The permanent Electoral Commission was established on 17 October 1996, and has since managed general (national and provincial) elections in 1999, 2004 and 2009, and local (municipal) elections in 2000, 2006 and 2011.

Thornhill (2008:61) writes that a fragmented and incoherent range of local authorities cannot be transformed in one process as the negotiators for a democratic system of government wanted to ensure continuity in service provision. This fragmentation is also the justification for the decision by the negotiators to retain all existing legislation until abolished or amended. In the case of local government the interim phase commenced with the adoption of the Interim Measures for Local Government (Act, No.128 of 1991). This Act allowed the former government to review the existing (pre-interim) system of local government. It also enabled local authorities to enter into agreements with the racially based management committees and local affairs committees.

The amendments (sections 28 and 29 of the Provincial and Local Authority Affairs Amendment (Act, No.134 of 1992)) provided the vehicle to abolish racially based local authorities and replaced them with appointed joint structures representing all the inhabitants of a particular urban area. No democratic elections could be conducted at that stage since the new constitutional dispensation for South Africa had not been concluded. The interim phase consisted of appointed municipal councils established on a negotiated basis and lasted until the constitutional arrangements for the country had been finalised.

The final phase followed the Interim Phase and is discussed below.

3.3.3 The final phase

According to Von Stapelberg (2006:54) the third and final phase of the transformation of Local Government commenced with the local government election on the 5th December 2000 and marked the end of the transition period and reduced the number of municipalities nationally from 843 centres to 284 centres.

Local Government in South Africa entered a new era with the adoption of the 1996 Constitution. The Constitution introduced, for the first time in the history of South Africa, a wall-to-wall local government system by providing that municipalities 'be established for the whole of the territory of the Republic of South Africa. A key outcome of this transformational

process was a clear shift in responsibility with Local Government obligated to deliver a range of services such as water and electricity to the people it serves.

According to the Constitution of the Republic of South Africa (Act, No.108 of 1996), everyone has the right to access adequate housing, water, electricity and education. These rights are some of the major innovations of the Constitution and another major innovation was the elevation of local government to a sphere of government, firmly establishing Local Government's autonomy. As enshrined in the Constitution of the Republic of South Africa of 1996, a municipality now had the right to govern, on its own initiative, the Local Government affairs of its community. This means that while National and Provincial Governments may supervise the functioning of Local Government this must be done without encroaching on the institutional integrity of Local Government.

Based on the abovementioned discussion it is evident that under apartheid, Local Government was the sphere of Government that was the clearest example of racial segregation and unequal access to services, due to the separate municipalities meant for the different racial groups in the country. The aforementioned statement is confirmed by the results in Tables 5.12 and 5.13, clearly showing that the mean of this Section B (History of the Municipality) in combination calculated at 3.36, is an indication that the statements contained in this section of the questionnaire are viewed by the respondents who are managers and residents (mean of 2.5 almost 3.00) at the municipality as negative, indicating that respondents tended to disagree with the statements contained in this section (refer to Chapter 5).

After democratisation in 1994, Local Government thus required the most extensive transformation, accomplished by way of reengineering the total system.

Thornhill (2008:81) indicates that the abovementioned statement was characterised by a total change whereby attention was given to every significant detail. The change was vigorously backed by the governing parties in all spheres of government and was supported by powerful international and internal forces making it inevitable. He further indicates that the lessons from South Africa indicate that transformation of a system is possible and feasible, however, a number of critical factors have to be taken into account to ensure that the new system has both the political and administrative capacity to achieve the lofty ideals of democracy.

Williams (2006:8) indicates that South African Local Government has undergone transformation since 2000, with much of the change having been implemented to correct the imbalances, inequities and disparities within the local communities as a result of Apartheid

He further indicates that this transformation has amalgamated many of the urban and rural municipalities into new, larger local entities, where more people and communities are governed under fewer, larger entities, which have greater judicial boundaries. The apartheid legacy left most of the South African municipalities with lots of challenges to address. Among the challenges that were left over by the apartheid legacy in the South African municipalities was poor service delivery.

Given the fact that poverty is experienced locally, municipalities are confronted daily with the consequences of apartheid. As a result, a large part of the burden of addressing this falls upon municipalities, as it is the provider of primary services which are essential to the dignity of all who live in its area of jurisdiction. Thus, a municipality is the key site of delivery and development and is central to the entire transformative project of the new South Africa. It is therefore a key mandate of local government (with the support of provincial and national governments) to eliminate the disparities and disadvantages that are a consequence of the policies of the past and to ensure, as rapidly as possible, the upgrading of services in the previously disadvantaged areas so that equal services will be provided to all residents.

According to the Department of Cooperative Governance and Traditional Affairs (COGTA) in its own assessment of the state of Local Government (2009:70), the transformation of Local Government has been a large undertaking within the entire democratic governance transformation process since 1994. Enormous progress in terms of service delivery has been made, but much still needs to be achieved before all 284 municipalities in the country are fully functional, effective, efficient, responsive and sustainable. The majority of the people in the country have increased access to a wide range of basic services such as water and electricity and more opportunities have been created for their participation in the economy. According to the results in Table 5.17 and Table 5.18 the managers and residents differs with regard to the aforementioned statement by indicating that respondents who are managers at the municipalities in this study are satisfied as the services are delivered effectively after the merging of the municipalities - the majority of the statements calculated a mean below 2.5, meaning they agree with the statements in Section C – Effective Service Delivery, but the respondents who are residents in this study indicate that they experiences challenges with effective service delivery after the merging of the municipalities - the majority of the statements calculated a mean above 2.5. The mean of this Section C (Effective service delivery) in combination calculated at 2.73 (almost 3.00), is an indication that the statements contained in this section of the questionnaire are viewed by the respondents who are residents as negative, indicating that respondents tended to disagree with the statements contained in Section C – Effective Service Delivery (refer to Chapter 5).

The abovementioned statements are supported by The Local Government Turnaround Strategy (LGTAS) of 2009, which demonstrates in Table 3.1 below, that municipalities have contributed significantly to reducing infrastructure backlogs and delivering services as government's priority since 1994 was to meet the basic needs such as water and electricity of the millions of South Africans living in poverty.

Table 3.1: Percentage access to household services

Access to electricity for lighting	Access to piped water	Access to full & intermediate sanitation	Access to refuse removal service
W Cape (94.0%)	W Cape (98.9%)	W Cape (93.4%)	W Cape (91.1%)
N Cape (87.3%)	Gauteng (97.9%)	Gauteng (87.8%)	Gauteng (86.2%)
F State (86.6%)	F State (97.5%)	N West (81.6%)	F State (76.1%)
Gauteng (83.5%)	N Cape (94.8%)	F State (69.4%)	N Cape (72.1%)
N West (82.3%)	N West (89.9%)	S Africa (67.6%)	S Africa (61.6%)
Mpumalanga (81.7%)	Mpum (91.3%)	KZN (63.9%)	N West (54.8%)
Limpopo (81.0%)	S Africa (88.6%)	N Cape (54.5%)	KZN (51.9%)

Access to electricity for lighting	Access to piped water	Access to full & intermediate sanitation	Access to refuse removal service
S Africa (80.0%)	Limp (83.6%)	Mpum (53.9%)	Mpum (41.5%)
KwaZulu-Natal (71.5%)	KZN (79.4%)	E Cape (48.9%)	E Cape (40.0%)
E Cape (65.5%)	E Cape (70.4%)	Limp (30.8%)	Limp (18.7%)

Source: Local Government Turnaround Strategy (2009)

The Department of Cooperative Governance and Traditional Affairs (COGTA) in its own assessment of the State of Local Government (2009:21-22) indicates that the overall positive progress and success of the local government system in South Africa is increasingly being overwhelmed by a range of factors and negative practices both internal and external to municipalities. These factors apply to poor governance, service delivery failures, their capacity and performance, but also to the unique challenges experienced in the varying spatial locations of municipalities. For example, there are differing challenges in relation to rural and urban environments, availability of human resource capacity, degree of economic activity and overall institutional strength. Some administrations are relatively stable and well-resourced, whilst others face huge infrastructure backlogs, the negative impacts of demographic change and prevailing apartheid-based socio-economic legacies.

3.4 SERVICE DELIVERY IN MUNICIPALITIES

According to Pretorius and Schurink (2007:19) post-apartheid South Africa faces a major challenge in ensuring that municipalities provide optimal and professional services to citizens of heterogeneous cultures. The former minister of Provincial and Local Government, Sydney Mufamadi, stated the following in the debate on the State of the Nation Address of former President Thabo Mbeki on 11 February 2005: "In designing the new system of local government, care was taken to ensure that we put in place, a framework for progressively doing away with the consequences of a system which exposed White and Black South Africans, to vastly different socio-economic environments as it was during the apartheid regime (refer to Chapter 3). Minister Mufamadi further indicates that the continuing challenges facing government therefore, is one of ensuring that all municipalities develop the requisite capacity to translate those resources into instruments with which to confront problems of poverty and underdevelopment. The interventions must make positive impact on the way government meets such challenges as: public participation, programme management as well as creating conditions for sustainable service delivery and economic development.

The abovementioned statement by former minister Mufamadi underscores the importance of service delivery at National and Provincial Government levels. The monitoring and evaluation of service delivery needs through effective governance and service administration is clearly crucial. The aforementioned statements by former minister Mufamadi are confirmed by the information displayed in Table 5.24 in Chapter 5, clearly showing that the respondents who are managers at the municipalities for this study tended to agree with the statements in Factor D1 – Performance monitoring and evaluation (with a mean of 2.14) (refer to Chapter 5). Furthermore, the statement by former minister Mufamadi is supported by Section 154 (1) of the Constitution of South Africa requires both the national and the provincial governments by legislation or other means to support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions. Failure of municipalities to manage their own affairs, to exercise their powers and to perform their functions, may result in the invocation by the national sphere of government to the provincial sphere of section 100 of the Constitution. Provincial supervision, monitoring and support of local government is a Constitutional obligation in terms of sections 154 (1) and Section 155 (6) and (7) of the Constitution. The provincial sphere can intervene in a municipality within its jurisdiction in terms of section 139 of the Constitution. To give effect to these obligations, the Departments for Local Government (now referred to as the Departments of Cooperative

Governance) were established with the specific mandate to oversee and support municipalities. The principle for the application of sections 100 and 139 has always been to invoke them as a last resort.

According to the Constitution of the Republic of South Africa of 1996, municipalities have the responsibility to make sure that all citizens are provided with services such as water and electricity to satisfy their basic needs.

Roux (2005) argues that as municipalities are the sphere of government closest to the people, they must make sure that people in their areas have at least the basic services they need. He further writes that there are a large number of services that they provide, the most important of which are:

1. Water supply;
2. Sewage collection and disposal;
3. Refuse removal;
4. Electricity supply;
5. Municipal health services;
6. Municipal roads and storm water drainage;
7. Street lighting; and
8. Municipal parks and recreation.

Lebone (2005) indicates that many municipalities, however, are unable to deliver the abovementioned basic services to residents. This may be due to a lack of finances, capacity, or skills to provide a good service at an affordable price. Such municipalities should find solutions to problems and ensure that the services are improved and reach the people who are drastically in need of utility services. The aforementioned statement by Lebone is confirmed by the illustration of the results in Table 5.22 in Chapter 5, indicating that the item-level results seems that respondents tended to agree that managers are monitoring performance (mean of 1.92); managers are evaluating performance (mean of 2.07) and the strategies that are in place are useful in the performance of duties (mean of 2.10) in order to deliver services to the communities (refer to Chapter 5)

It is evident that these basic services such as water and electricity have a direct and immediate effect on the quality of the lives of the people in that community. For example, if the water that is provided is of a poor quality or refuse is not collected regularly, it will

contribute to the creation of unhealthy and unsafe living environments. Poor services can also make it difficult to attract business or industry to an area which, in turn, limit job opportunities for residents. This will impact negatively on the local economic development of that specific municipal area.

Basic services needed in rural areas may be different from those that urban communities need.

According to Roux (2005), Local Government is the sphere of Government closest to the people, and the members are elected by citizens to represent them and are responsible to ensure that services are rendered to the community. One way in which municipalities can do this is to provide the service themselves through the use of their own resources - finance, equipment and employees. A municipality may also outsource the provision of a service. In other words, it may choose to hire someone else to deliver the service but it remains the responsibility of the municipality to choose the service provider and to make sure that they deliver the service properly.

Many municipalities as previously indicated in this chapter, like the Nala Local Municipality and the Mohokare Local Municipality in the Free State Province, which has been place under administration in 2009 and 2008 respectively (refer to Chapter 3 and the Report on the State of Local Government in South Africa of 2009 by COGTA), are unable to deliver services such as water and electricity to the communities. This might be because of a lack of finances or a lack of capacity to provide a good service at an affordable price. These municipalities should find other ways to ensure that the services are improved and reach the people most in need of them. Some options that they could consider are explained below:

3.4.1 Capacity building

A municipality can improve and expand the delivery of services to the community by improving their own ability to do so. Pretorius and Schurink (2007:24) support the aforementioned statement by pointing out that the training and development of staff members are very important because “in leadership, people that are skilled have got expertise, are capable and confident and got vision, so that in return the people that are recruited to the organization have got the necessary skills, necessary expertise, they share in values of the organization, they are willing to go out and do things, and that is the only way you could enhance service delivery. Furthermore, it indicates that coupled with the reality of a new legal and administrative framework, all municipal employees are in need of extensive training and education programmes to ensure services are provided in compliance with the

new legal foundation. According to Deloitte (2012:20-21), municipalities should not be short sighted and should acknowledge the importance of new training initiatives. A comprehensive and continuous programme of training and skills development must support the new local government system. Without proper attention to such aspects, sustainable service provision may be an unattainable ideal. By improving a number of skills, municipalities may be better able to deliver services effectively and efficiently from inside. Better communication between the municipality and communities will help council determine the needs of the community and whether they are being met. The aforementioned statement is supported by the results displayed in Table 5.22 in Chapter 5, clearly showing that the response of the respondents who participated in this study indicating that they tend to agree that the municipality keeps residents well informed about what basic services such as refuse removal, access to electricity and water are offered (refer to Chapter 5).

The abovementioned statement is further supported by Horak (2006:5) emphasising that local government is the link between communities and the broader government structure. She is also of the view that some communication channels such as izimbizos (now referred to as the Public Participation Programmes) used by national and provincial government are good examples that can be adapted by local governments for their own purposes.

3.4.2 Corporatisation

Deloitte (2012:20) indicates that in some cases a municipality can improve the delivery of a service by corporatising it, what this means, is by creating a municipal company that will provide the service. The company belongs to council and is accountable for its performance. An example of such companies is Centlec, an electricity supply company in Mangaung Metropolitan municipality in Bloemfontein in the Free State Province and also Maluti Waters, a water supply company in the Maluti A Phofung municipality at Qwa Qwa in the Free State Province. Council usually appoints a board to oversee the work of the company management. The company is able to function more independently than a municipal department whilst acting under the overall control and supervision of council. Municipalities have to deliver many different services such as electricity, water, sewerage treatment, removal of refuse and others as a result struggle to focus on the best way to deliver certain specialised services. By allowing the company some independence they are free to experiment with new techniques and technology and able to provide better services at lower costs.

3.4.3 Municipal service partnerships [MSPs]

Lebone (2005) indicates that there are instances where a municipality might feel that instead of providing the service directly they would rather hire someone else (service provider) to do it. Reasons why a municipality would choose this route are that other municipalities, organisations (NGOs or CBOs) or private companies may have better resources and management skills to provide the service.

Whatever method a municipality chooses it must always be in line with the overall goals of improving the quality of services, extending services to residents who do not have them and providing services at an affordable cost. It is important for municipalities to provide services that are affordable but municipalities must do so without compromising on its ability to operate and maintain existing services.

A municipal service partnership (MSP) can be defined as an agreement between a municipality and a service provider. A service provider may be another public authority (such as a water board or a district municipality), a private company, a non-governmental organisation (NGO) or a community-based organisation (CBO).

In terms of the agreement, a service provider undertakes to provide a particular municipal service such as electricity or refuse removal on behalf of a municipality within specific timeframes, budget and targets. The service provider will either be responsible for delivering a service to the entire community or only a section thereof, pending on the agreement between the municipality and the service provider. It may also be responsible to provide an entire or only a particular aspect of the service - for example, a community based organisation can make an agreement to collect rubbish from households and streets, and stack it in places where council trucks will collect it.

Lebone (2005) further indicates that, one of a municipality's most important tasks is to find out the needs of its citizens and how best to provide for these needs.

- Firstly, a municipality must determine what services it is providing, who is receiving it and what is the quality of the thereof. For example: How often is the refuse collected?
- Secondly, the municipality must determine what services should be expanded or improved. Are some areas in the community very dirty and poorly maintained?
- Finally, the priorities for expanding or improving services must be decided.

Once it has been established which services are to be expanded or improved clear timeframes and targets must be developed for that the municipality can decide the best ways

to reach its goals. It must also decide what resources - financial, equipment, and skills - it will require to meet its goals.

It may happen that a municipality discovers that it does not have sufficient resources and may decide that it will phase out the provision of services or only provide it to a section of the community. It will also need to rethink how it will implement the provision of services. Bekink (2006:3) indicates that in order to achieve optimal service delivery, a municipality should choose a delivery system that is best suited to the type of municipality concerned and after taking into account all the special needs of the communities. When municipal administrations are deciding on the particular delivery options for their areas, that would ensure maximum benefit and efficiency, they should be guided by certain basic principles. Von Stapelberg (2006:72) indicates that these principles on service delivery can be summarised as follows:

- **Accessibility** – All communities must have access to a minimum level of service such as water and electricity. This is not a goal for a municipality, but it is a constitutional obligation. The many imbalances that still exist regarding equal access to the aforementioned services should be addressed through the development of new infrastructure and the rehabilitation and upgrading of existing infrastructure.
- **Simplicity** – Services rendered by the municipality should not only be accessible, but also be easy and convenient to use. It is in this regard very important that a municipality must ensure that people with disability or illiterate should be able to access and use municipal services with ease.
- **Affordability** – Many municipal services remain unaffordable for many South African residents. In order to enhance quality of life, municipalities should strive to make services as affordable as possible. This is not an easy task for municipalities, as many factors have an impact on the pricing of services.
- **Quality** - Services rendered by the municipality should not be below a certain determined quality. These services should be suitable for their purpose, should be timeously provided, should be safe and should be accessible on a continuous basis. The service users will not pay for municipal services and support their municipal service providers promptly if services are substandard and of a poor quality.
- **Sustainability** – The rendering of services to communities by municipalities in a sustainable manner is a constitutional requirement and should be an ongoing process. Hence, it is imperative for a municipality in order to render ongoing service to ensure that proper management both financially and administratively are taking place.

- **Value for money** – Services rendered by municipalities should account for value for money. Municipalities must not only strive to render effective and efficient sustainable services, but services that provide value for money for all service users.
- **Promotion of competitiveness** – Von Stapelberg (2006:75) is of the view that all municipalities should take cognisance of the fact that job generation and the competitive nature of local commerce and industry could be adversely affected by imposing higher rates and service charges on such industries in order to subsidise the payments of domestic users. She further indicates that such practices could have a negative impact on local economic development, as many potential investors or business shareholders could be hesitant to invest locally or they may be lured away to other jurisdictions. In this regard, sufficient transparency is needed to ensure that all investors are aware of the costs incurred when operating their business ventures in a particular local area.
- **Promotion of the new constitutional values:** Lastly, it is not only a legal prerequisite for all municipalities to comply and adhere to the new constitutional values and requirements; it is also an essential recipe for all Local Governments to achieve optimal sufficiency and support. Municipal administrations should therefore fulfil and promote the democratic and administrative values and principles that are enshrined in the Constitution (Bekink, 2006).

It is clear that once the abovementioned criteria has been taken into consideration, a municipality should be in a good position to determine which service delivery options would be best for its particular area of jurisdiction. In appropriate circumstances, a special mixture of different delivery options can be implemented. Bekink (2006) writes that apart from the delivery option or options, most municipalities can further enhance service delivery through the implementation of specific delivery mechanisms. The same author further writes that such mechanisms include the following:

- **Building on existing capacity:** It is a known fact that municipal governments throughout South Africa have diverse levels of administrative capacity. Many municipalities have an existing sound infrastructure and an established municipal capacity. Without ignoring new initiatives, it is very important for all municipal governments to build on their existing capacity. Re-invention of the wheel so to speak will only result in poor service delivery and unnecessary expenditure. Von Stapelberg (2006:75) agrees with Bekink's aforementioned statements by pointing out that not all

existing capacities are however suitable for expansion. In many instances drastic reform measures should be introduced as a matter of urgency. She further indicates that such measures could include the introduction of performance based contracts for senior staff members, the revising of the codes of conduct, the implementation of reform policies such as affirmative action programmes, training and empowering the frontline workers enabling them to interact with the communities, the decentralisation of operational management responsibilities and lastly, the development of new strategies through consultation and communication.

- **Corporatisation:** Von Stapelberg (2006:75) indicates that in essence the term corporatisation refers to the separation of service delivery units from the specific municipal council. This in turn should enable a council to determine specific policy goals and to set service standards to which corporate units should comply and be held responsible for their performance. Corporations also offer greater autonomy and flexibility to the management of the various service units, which could encourage the introduction of commercial management practices.
- **Establishment of public-public partnerships:** Bekink (2006) writes that the establishment of public-public partnerships or so-called public joint ventures could allow for the horizontal co-operation between municipalities. Such interlinked partnerships are often prevalent in other countries especially in areas such as combined purchasing, training initiatives and technical support. Kassiem in Von Stapelberg (2006:75) points out that within the new Local Government scheme of South Africa, municipalities should begin to explore these innovative partnership agreements with other state institutions or parastatals for example, the postal offices, who could act as an intermediary for the collection of municipal revenue. Obvious benefits can be derived from such a partnership, not only for the municipalities concerned, but also for the benefit of the local residents.
- **Establishment of partnerships with community based organisations and non-governmental organisations:** Partnerships with community based organisations (CBOs) and nongovernmental organisations (NGOs) can be very effective in involving local communities and stimulating local economic development. Often such organisations have particular skills that could enhance and facilitate new development initiatives. In the new area of Local Government development, municipalities should consider involving CBO's and NGO's in joint ventures with other public or private

institutions. Even so-called three way- partnerships connecting a public, a private and a CBO/NGO can be very effective.

- **Public-private partnership:** Municipalities should also explore the possibilities of entering into partnerships with local business entities. Apart from stimulating the local economy, such partnerships should also ensure effective service delivery which may lead to reduced financial expenditure for the local authority.
- Prior to establishing public-private partnerships or if any other form of private sector involvement is considered, local authorities must be afforded the opportunity of ensuring the effective implementation of such service delivery. This does not imply that local authorities are obliged to deliver such services, should circumstances arise beyond their control, which could prevent them from delivering service effectively. Within the same token, this does not imply that the local authority will not initially consider its capacity and potential to deliver the service before evaluating the option of outsourcing the services of other providers.
- **Out sourcing/ contracting agreements:** Von Stapelberg (2006:76) indicates that municipalities have for many years, benefited from the practice of out sourcing certain services to specialist private companies. Such specialist companies can often provide such services more effectively than those within the in-house municipal departments. It is however important for municipalities when services are out-sourced, that the municipality should reserve the right to ensure that minimum standards are applied and that contract specifications and overall control and monitoring is exercised. The modern trend in Local Government is that services are out sourced by way of awarding of tenders or even auction procedures and not by subjective unilateral decision-making. During a tender process, the lowest bidder is not necessarily the finest contractor selected to perform the task. Various factors such as the financial standing of the contractor, the inclusion of using local labour, technical capacity and quality control should be taken into consideration. Municipalities should ensure that all legal requirements are adhered to in this regard. Out sourcing should be most effective when municipalities have absolute clarity regards the exact services they are seeking from a private contractor. They should have the capacity to supervise the tendering process and monitor the rendering of the services to ensure that municipal objectives are met.

Based on the abovementioned mechanisms, Von Stapelberg (2006:71–72) argues that, in order to enhance services, municipalities have wide-ranging options of these service delivery

mechanisms which can be considered. She further indicates that most prominent, however, is the need to assess and strategically plan for the most appropriate and effective forms of service delivery mechanisms within each particular municipal area. Municipal administrations must select those delivery options that would ensure maximum benefit and efficiency.

3.5 THE SERVICE DELIVERY PRINCIPLES OF BATHO PELE

Mkumbeni (2008:25) indicates that a Batho Pele (Sesotho meaning for People First) principle is an initiative adopted in the public service through the Department of Public Service and Administration in 1997. She further indicates that there are eight Batho Pele Principles and they provide very specific guidelines to public servants in terms of which they must have regard for the rights of those whom they serve. It is against the aforementioned reasons the Eight Batho Pele Principles were introduced.

Kroukamp in Von Stapelberg (2006:77) indicates that the Batho Pele principles were developed by the government to liaise and consult with the broader spectrum of the community regards the delivery of services. These sectors include the private sector, non-governmental and community based organisations, academic institutions and the citizens themselves. Batho Pele is not an "add-on" activity, but it is a method of delivering services by placing citizens at the central juncture of public service planning and operations. It is a major departure from a dispensation which excluded the involvement of the majority of South Africans from government operations, to a principle that seeks to include the participation of citizens who can work towards the achievement of a better-life-for-all composition, through service provision and programmes of a democratic dispensation.

According to the White Paper on Transformation of Public Service of 1997, eight Batho Pele Principles have been identified and put forward for excellent public service. Van Stuyvesant (2007:3) writes that the local government has instituted the Batho Pele principles, which focuses on service delivery with the intention of "putting people first". Roux (2005) agrees with the aforementioned statement by Van Stuyvesant by indicating that as municipalities are the sphere of government closest to the people and deals with basic service delivery are they duty bound to uphold these principles; namely:

Consultation: Citizens should be consulted regarding the level and quality of the public services they receive, and wherever possible, should be given a choice of the services that are offered. Crous (2004:577) agrees with the aforementioned statement by indicating that through communication, government ensures that it is not pursuing its own agenda, but

rather the general welfare of the broader population, by effecting the democratic principle of encouraging the public to participate in policy-making (Constitution of the Republic of South Africa (Act, No.108 of 1996) (section 195(1)(e))cf. One of the most basic reasons for the public service undertaking consultation is that consensus building should be present in almost all public endeavours and another outcome of participation is that it adds to the legitimacy of policy and prevents resistance to policies.

Service standards: Citizens should be informed of the level and quality of public services they will receive so that they are aware of what to expect from these standards.

Access: All citizens should have equal access to the services to which they are entitled. According to the results in Table 5.17 and Table 5.18 the managers and residents differs with regard to the aforementioned statement by indicating that respondents who are managers at the municipalities in this study are satisfied as the services are delivered effectively after the merging of the municipalities – the majority that the basic services offered by the municipality are the same for all the citizens of the town., meaning they agree with the statement, but the respondents who are residents in this study indicate that they experiences challenges with the basic services offered by the municipality as they are not the same for all the citizens of the town after the merging of the municipalities - the majority are in disagreement with the statement (refer to Chapter 5).

Crous (2004:579) supports the abovementioned statement by indicating that management of a municipality has to set targets for increasing access to services for existing, new and previously disadvantaged groups, giving effect to the constitutional principle of service being provided impartially, fairly, equitable and without bias (Constitution of the Republic of South Africa, Act, No.108 of 1996) (section 195(1)(d)).

Courtesy: Citizens should be treated with courtesy and consideration. The community of a municipal area must not allow insensitive treatment by any person from the municipality. Drorr in Crous (2004: 580) supports the aforementioned statement by pointing out that relating to, amongst others the constitutional principle of human dignity (Section 10 of the Constitution of 1996), the most important traits of the public employee should be total commitment or loyalty to the public good, strict avoidance of conflict of interests, and self-restraint. The public servant should maintain a balance between commitment to the public good and obedience to administrative and political superiors. Courtesy is related to ethical behaviour, as highlighted in the Constitution of the Republic of South Africa (Act, No. 108 of 1996) (section 195(1)(a)).

Information: Citizens should be given comprehensive and accurate information regarding the public services which they are entitled to receive. The community in a municipal area is entitled to full, accurate and up-to-date facts about services that they are entitled to. The aforementioned statement is supported by the results in Tables 5.17 and 5.18, indicating that the respondents (both management and residents) are in agreement with regard to the statement in Section C - Effective Service Delivery “I am well informed about what the municipality is doing to ensure basic service delivery” (refer to Chapter 5). Kaul in Crous (2004:581) emphasises the necessity for accurate and unbiased reporting, as this strengthens the climate of openness and public accountability, with the relationship between accountability and transparency also reaffirmed by the Constitution of the Republic of South Africa (Act, No.108 of 1996) (Section 195(1)(f and g)). Information should be provided in a manner that is most suited to the needs of the particular users of a service and at intervals most convenient and useful to these users.

Openness and transparency: Von Stapelberg (2006:77) indicates that citizens should be informed of the methods in which national and provincial departments are operated, how much they cost to operate and which person or groups take responsibility for these departments. Crous (2004:582) writes that being open and transparent implies letting customers know how an institution is achieving the promised standards of service delivery as service provider and how non-delivery is addressed.

Re-dress: If the expected standard of service is not delivered, citizens should be offered an apology, a full explanation should be given and a speedy and effective remedy applied. When complaints arise, citizens should receive a sympathetic and positive response to their query.

Value for money: Public services should be provided in a manner which is both economically and efficiently managed in order to present citizens with the best value for money transaction. The Constitution of the Republic of South Africa (Act, No.108 of 1996) (section 195(1)(b)) states that , by concentrating on improving effectiveness and efficiency where no additional resources are required could be useful, but it would be more useful to aim at achieving the same or improved quality with fewer resources.

Du Toit in Mkumbeni (2008:25) indicates that based on the abovementioned discussion on the eight Batho Pele principles, it is evident and essential to have guiding principles as these eight Batho Pele principles for public officials on how to conduct their work within a particular framework or environment in which they work. Rapea (2004:98) supports the statement by Du Toit in Mkumbeni by indicating that the driving force behind Batho Pele is to ensure that

public officials become service orientated, strive for excellence and commit to continuous service delivery improvement.

Mkumbeni (2008:25) writes that Batho Pele is a strategy to instil a culture of accountability and caring by public servants. He further indicates that underpinning that legitimate right of the public as recipients of public services is the fact that taxpayers' money is involved and thus the client has to receive value for money in return in terms of the quality of services rendered.

Mokhoabane (2006:12) supports the Batho Pele principles by indicating that, services rendered by municipalities must be sustainable and benefit the communities in that municipal area, so that there is value for their money as they are expected to pay for those services. He further indicates that for social and economic development to be achieved, it is important for local authorities, as the first line of service delivery, to be aware of the socio-economic factors prevailing in the communities they serve so that when councillors make policies they can take these factors into consideration. Failure to do so could result in developmental policies and projects that fail to benefit the wider community. In the next paragraph, developmental local government is discussed.

3.6 DEVELOPMENTAL LOCAL GOVERNMENT

Lee in Von Stapelberg (2006:51) indicates that the first and second democratic Local Government elections held in November 1995 and May/June 1996 and December 2000 respectively, were indeed a political watershed and the last chapter in the relatively new democracy of the South African state. The latter election was the final phase of the transition process and was based on the local government model enshrined in the 1996 Constitution. New municipal boundaries were drawn that included every part of the country and broke the old apartheid divisions.

The vision and policies for how Local Government should work is set out in the Government White Paper. All laws and procedures are written in terms of this policy.

Apart from the core objectives of local government, the White Paper on Local Government of 1998 (SA, 1998), states that municipalities must play a "developmental role". The Constitution states that government must take reasonable steps, within available resources, to ensure that all South Africans have access to adequate housing, health care, education, food, water and social security.

Mavhivha (2007:20) defines developmental Local Government as a Government committed to "work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives". Powell (2010:2) writes that developmental Local Government is intended to have a major impact on the daily lives of South Africans and should seek a new focus on improving the standard of living and quality of life of the people. Thus, in short, developmental Local Government means strong leadership and clear vision for Local Government. This requires municipal officials to discharge their responsibilities with prudence and in an efficient, transparent, and accountable manner thus promoting good governance. He further indicates that good governance entails the existence of efficient and accountable institutions and systems and entrenched rules that promote development and ensure that people are free to participate in, and be heard on, decisions and implementation thereof that directly affect their lives. For democracy to materialize at the municipal level, citizens have to be given some role in these processes. Responsibility leads to greater accountability and responsiveness, and as a result, the level of democracy improves.

The abovementioned definition of developmental Local Government is supported De Visser (2009:18-19) by pointing out that although the Constitution of the Republic of South Africa and Local Government legislation and regulations provide guidance on the operations of municipalities and the development of Integrated Development Plans (IDP's), greater emphasis needs to be placed on the inculcation of a culture of community participation and furthermore the development of appropriate and relevant mechanisms, processes and procedures. It should target especially those members and groups within communities that are most often marginalised or excluded, such as women, disabled people and very poor people.

The former minister of Provincial and Local Government, Sydney Mufamadi (2006) supports the above mentioned statements by indicating that public participation within all areas of government is a constitutional prerequisite. This is of particular importance since the former Local Government dispensation excluded many people from its processes and decision-making procedures. Without proper participation of all the role players in local communities, the new Local Government dispensation is stillborn from the outset. In general, participation leads to information, which in retrospect ensures support. The current deputy minister of Cooperative Governance and Traditional Affairs, Andries Nel agrees with the aforementioned statements by former minister Mufamadi, by indicating that communities should participate meaningful in Local Government; however citizens needed to be empowered to have a meaningful contribution in local governance structures (Baloyi, 2014).

Municipalities face great challenges in promoting human rights and meeting human needs, addressing past backlogs and problems caused by apartheid planning, and planning for a sustainable future. The aforementioned challenges can only be met by municipalities by working together with local citizens, communities and businesses, and adopting a developmental approach.

3.6.1 Characteristics of developmental local government

According to the White Paper on Local Government of 1997 (SA, 1997), developmental local government has four interrelated characteristics and are explained below:

3.6.1.1 Maximising social development and economic growth

Everything that a municipality does should be done to impact as much as possible on the social development of an area. In particular, municipalities must be serious about their responsibility to provide services that meet the basic needs of the poor in their communities in a cost-effective and affordable manner.

This could be achieved in two ways:

- Municipalities should provide some relief for the poor. Government policy is to provide a free basic amount of service for particularly water and electricity to households that otherwise do not have access to these services. They can also promote social development through arts and culture, the provision of recreational and community facilities, and the delivery of social welfare services.
- Municipalities have great influence over local economic development and therefore need to work in partnership with local business to improve job creation and investment. It is not the role of local government to create jobs but it can take active steps to improve the conditions in the area for the creation of employment opportunities. When the municipality provides new basic household infrastructure such as water and sewage, contracts should preferably be given to local small businesses that will employ local people. Other programmes that could be initiated to alleviate poverty and enhance job creation are for example, the provision of support services, such as training to small businesses or community development organisations.

3.6.1.2 Integrating and co-ordinating

In most local areas there are many different agencies that contribute towards the development of the area, such as national and provincial government departments,

parastatals [such as Eskom and Spoornet], trade unions, community groups and private sector organisations.

Developmental local government must provide leadership to all those who have a role to play in achieving local prosperity. One of the most important methods for achieving greater co-ordination and integration is integrated development planning.

3.6.1.3 Democratising development

Municipal Councils play a central role in promoting local democracy. In addition to representing community interests within the Council, councillors should make sure that citizens and community groups are involved in the design and delivery of municipal programmes. Ward committees and community consultation are important ways of achieving greater involvement.

Municipalities can also do a lot to support individual and community initiatives, and to direct them to benefit the area as a whole. The involvement of youth organisations in this regard is particularly important.

3.6.1.4 Leading and learning

Extremely rapid changes at the global, national and local levels are forcing local communities to rethink the way they are organised and governed. All over the world communities must find new ways to sustain their economies, build their societies, protect their environments, improve personal safety and eliminate poverty.

The leadership of a developmental municipality should stay on top of developments and change. They should be able to strategise, develop visions and policies and mobilise a range of resources to meet basic needs and achieve developmental goals in their area.

Mavhivha (2007:22-23) indicates that based on the abovementioned four interrelated characteristics of developmental local government, it is evident that a municipality is developmental, if it is able to deliver on the following outcomes, which will be discussed in the following section.

3.7 OUTCOMES OF A DEVELOPMENTAL LOCAL GOVERNMENT

Mavhivha (2007:22-23) indicates that there are four interrelated characteristics of developmental local government namely:

3.7.1 Provision of household infrastructure and services

The provision of household infrastructure and services includes services such as water, sanitation, local roads, storm water drainage, refuse collection and electricity. Not only are these services a constitutional right but they can help people to support their families, find jobs and develop their skills to start their own small businesses.

3.7.2 Creation of liveable, integrated cities, towns and rural areas

Apartheid planning has left deep scars on the way our cities, towns and rural areas look. Cities and towns are racially segregated, with the poor often living in townships kilometres away from the business and industrial areas. The spatial integration of our settlements is critical. It will make our areas economically more efficient since it will be easier and cheaper to provide services, reduce the costs of public transport for workers, and enable social development. Spatial integration is also central to nation building.

3.7.3 Local Economic Development

Local government should play an important role in promoting job creation and boosting the local economy. Mavhivha (2007:23) indicates that by providing good quality cost-effective services and by making the local area a pleasant place to live and work in the municipality will have made a good start to sustainable local economic development.

The same above mentioned author further indicates that it is important for municipalities to become developmental in nature, they have to change the way that they work. The following are some tools that municipalities must apply to assist them to become more developmental:

- **Integrated Development Planning (IDP) and budgeting**

Integrated Development Planning is a planning method to help municipalities develop a coherent, long-term plan for the co-ordination of all development and delivery in their area. Municipalities face immense challenges in developing sustainable settlements, which meet the needs and improve the quality of life of local communities.

In order to meet these challenges, they will need to understand the various dynamics within their area, develop a concrete vision for the area, and strategies for realising and financing that vision in partnership with other stakeholders.

- **Performance Management**

Performance management is a system that is used to make sure that all parts of the municipality work together to achieve the goals and targets that are set. The municipality must have clear goals and specific targets of what has to be done to make sure the goals are achieved.

Every department and staff member should be clear what they have to do and how their performance will contribute to achieving overall goals and targets. Performance of individuals, departments and the municipality as a whole should be monitored to make sure the targets are met. Performance management is of critical importance to ensure that plans are being implemented, that they are having the desired development impact, and that resources are being used efficiently.

- **Working together with local citizens and partners**

Building local democracy is a central role of Local Government, and municipalities should develop strategies and mechanisms to continuously involve citizens, business and community groups in processes such as planning and budgeting. One of the strengths of Integrated Development Planning is that it involves the community in development, delivery and democracy.

It is clear as stated above, that Local Government in South Africa is constitutionally and legislatively required to be developmental. To this effect, the objects of developmental Local Government are to promote social and economic development of citizens. With the current neglect of equity issues it can be said that local government planning is not entirely integrated as ought to be in the Integrated Development Plan (IDP). To move away from the basics, local government has to acknowledge that service provision is not an end in itself but a strategic enabler for socio-economic development, the only objects of Local Government as stated in the Constitution. Therefore, municipal planning through the IDP should integrate equity, social and economic aspects into service provision to give meaning to developmental local government.

Though service provision is a function of Local Government, there is a need to dispel the myth that service provision is the only core competence of the post 2000 system of Local Government. These services are meant to benefit individuals within households, therefore need to take into account the equity imperatives and lead to the improvement of citizen's lives measured by a change in their socio-economic standing.

Community development practitioners must be given a strong oversight role in the integrated planning process. Planning for service provision and infrastructure without taking into account equity imperatives and socio-economic outcomes, as is often the case due to lack of binding frameworks, not only result in a waste of money but do not immediately reverse the impact felt by those who have been socio-economically and spatially disadvantaged by apartheid planning. With the current approach to integrated planning that doesn't give equal weighing of social, economic and environmental aspects, others in the social development sector may label integrated development as being superficial.

The White Paper on Local Government of 1998 (SA,1998), states that developmental Local Government requires that municipalities become more strategic, visionary and ultimately influential in the way they operate. Municipalities have a crucial role as policymakers, as thinkers and innovators, and as institutions of local democracy. A developmental municipality should play a strategic policy-making and visionary role, and seek to mobilise a range of resources to meet basic needs and achieve developmental goals.

De Visser (2009:23-24) indicates that the progress made by South African municipalities towards realising the vision of developmental Local Government is remarkable and unprecedented. He further indicates that over the last 13 years, municipalities have embarked on the extension of infrastructure and development, whilst absorbing changes to their internal governance and management arrangements, financial management systems and intergovernmental responsibilities. The new Local Government system thus offers great potential for the realisation of a better life for all citizens, facilitated by a new generation of developmentally oriented municipalities. According to the Report on the State of Local Government in South Africa of 2009 by COGTA), although, local government in South Africa has contributed to the achievement of a number of significant social and economic development advances, since the ushering in of the new democratic municipal dispensation in December 2000, the majority of our people have increased access to a wide range of basic services such as access to electricity and water and more opportunities have been created for their participation in the economy.

Notwithstanding the valuable role that municipalities have played in our new democracy, key elements of the local government system are still showing signs of distress and challenges facing municipalities which will be discussed in the next section.

3.8 DEFINING THE NEW CHALLENGES FACING MUNICIPALITIES IN SOUTH AFRICA

According to the White Paper on Local Government of 1998 (SA, 1998), the new Local Government system had to build on some of the strengths and structures of the transitional system. Equally it needs to address its weaknesses, and build the capacity of municipalities to address the considerable challenges they face.

Deloitte (2012:4-5) indicates that municipalities, are still in distress and are facing many challenges and a comprehensive turnaround is needed. The same author indicate that many municipalities such as the Metsimaholo Local Municipality in the Free State Province, are unable to deliver basic services or grow their economies, there are serious leadership and governance challenges, including weak responsiveness and accountability to communities, insufficient municipal capacity due to lack of skills and lack of performance, corruption and fraud impacting on service delivery, political interference in administration and under-investment in people, particularly, technical, management and leadership skills. They further indicate that, in the new South African municipalities many other unique challenges such as managing viable and environmentally sustainable urban and rural systems have also been identified.

According to Ovens (2014;11), South African municipalities face these other additional challenges, huge service delivery backlogs, a breakdown in council communication to citizens, increasing violent service delivery protests, factionalism in parties and depleted municipal capacity.

In order to address the above mentioned challenges faced by municipalities and also to realise the dream of the ideal municipality which is functional, responsive, accountable, efficient, effective and people-centred. Powell (2010) suggests the following five key priorities:

- Recruit, retain and develop the best possible talent and skills, including the best possible leadership.
- Create environment of responsiveness, high performance and clear accountability to achieve mandate.
- Establish a people centred culture of service delivery and customer care – Batho Pele Principles

- Ensure proper planning, governance structures, people, systems, processes, infrastructure and oversight mechanisms are aligned to mandate as defined by Integrated Development Plan and applicable legislation.
- Ensure economic and financial viability and prosperity of the municipality.

Based on the abovementioned key priorities to address the challenges faced by municipalities sustainably in order to create the ideal municipality, it is clear that the implementation of new strategies and policies requires a strong municipal leadership and management, with the necessary support of the municipal council. A strong, visionary leadership is not negotiable, both politically and administratively. Deloitte (2012:17) agrees with the aforementioned statement by pointing out that there must be a clear transformation journey strategy and plan to ensure alignment and support of all key stakeholders. Political leadership and management need to sing from the same hymn book. De Visser (2009:13) agrees with the aforementioned statements by indicating that challenges faced by municipalities require robust intervention by the National and Provincial Governments to expedite Local Government transformation. Municipalities have a legal obligation to provide basic services to their communities in an adequate and timely fashion. The failure of municipalities to deliver basic services not only causes immense hardship to the residents of municipalities, but can have a detrimental impact on social and economic development.

3.9 SUMMARY OF THE CHAPTER

Chapter Three has paid attention to a variety of aspects regarding the history and current status of municipalities after the merging and service delivery that included, among other things, the transformation process of local government, challenges facing municipalities to deliver services and developmental local government.

The literature review has revealed that much has been accomplished in South Africa in the post-apartheid era by municipalities and credit should be given where it is due, although there is still a lot that needs to be done.

In the following chapter, Chapter Four, attention will be focused on the research design, methodology and data collection methods utilized in the empirical study.

CHAPTER FOUR

EMPIRICAL RESEARCH DESIGN

4.1 INTRODUCTION

Hoy (2010:15) indicates that research is inextricably related to theory; therefore, many of the misconceptions and ambiguities surrounding theory are reflected in the interpretation of the meaning and purpose of purpose. Based on the aforementioned statement on research she defines research as a systematic, empirical investigation to test theory and gain a general understanding of some phenomenon. Welman et al. (2010:2) on the other hand state that research is a process that involves obtaining scientific knowledge by means of various objective methods and procedures. The term objective mentioned in the aforementioned definition of research by Welman et al., indicates that these methods and procedures do not rely on personal feelings or opinions and that specific methods are used at each stage of the research process. The stages of the research process includes, the aim of the research, the research topic, research problem, literature review, data analysis and interpretation.

Cooper (2011) writes that research design constitutes the blue-print for collection, measurement and analysis of data. It aids the scientist in allocation of his limited resources by posing crucial choices: Is the blueprint to include experiments, interviews, observations, the analysis of records, simulation, or some combination of these? Are the method of data collection and research situation to be highly structured? Is an intensive study of a small sample more effective than a less intensive study of a large sample? Should the analysis be primarily qualitative or quantitative?

Furthermore, research design is a roadmap for researchers. It is step by step approach. Research design is prepared keeping in view some basic questions like “What would be scope of my study?” or “What data do I need to collect?” or something like “What methods will I use to collect the data and how will I justify them?”

The purpose of this chapter is to outline the research design of the empirical research regarding a managerial model for mergers in Local Government at municipalities in the Free State Province and a municipality in the Northern Cape Province (where the research will be conducted). The overall purpose of this chapter is to give a comprehensive explanation of the following:

- Choice of research design;
- The research methodology;
- Research design for this research;
- Statistical analysis;
- The validity of the data collection instrument;
- The population and sample;
- The data analysis;
- Ethical considerations, and
- The pilot study.

4.2 CHOICE OF RESEARCH DESIGN

Petzer (2010:49) refers to a research design as an approach to address a research question or problem. Whereas, Wagner et al. (2012:21), on the other hand refers to a research design as an architectural blueprint for the construction of a building which specifies the lay-out and the material required to for the project. In common, based on the aforementioned definitions can research design be conseptionalise as the plan and structure of investigation so conceived as to obtain answers to research questions (De Coning, 2009:87).

The following section focuses on the research methodology.

4.3 RESEARCH METHODOLOGY

De Coning (2009:83) indicates that research methodology refers to more than a simple set of methods, as it covers the rationale and the philosophical assumptions underlying a particular study. Furthermore, the term research methodology, also referred to as research methods, usually encompasses the procedures used to analyse and interpret the gathered data. These often use a range of sophisticated statistical analyses of the data to identify correlations or statistical significance in the results.

To respond to the question of the choice of research methodology, the researcher established what kind of data to be gathered to develop a managerial model for mergers in Local Government with reference to municipalities in the Free State and Northen Cape Provinces. Data can either be quantitative, meaning in the form of numbers, or it can be qualitative, meaning perceptions or opinions.

McGuigan and Harris (2012) are of the view that qualitative and quantitative research are the two main schools of research, and although they are often used in tandem, the advantages and disadvantages of each are hotly debated. Particularly in the social sciences, the merits of both qualitative and quantitative research are fought over, with intense views held on both sides of the argument. It is generally agreed upon, however, that there are some phases of research where one or the other is clearly more useful than the other and so few people completely dismiss either.

The same authors further write that quantitative research is probably the less contentious of the two schools, as it is more closely aligned with what is viewed as the classical scientific paradigm. Quantitative research involves gathering data that is absolute, such as numerical data, so that it can be examined in as unbiased a manner as possible. There are many principles that go along with quantitative research, which help promote its supposed neutrality. Quantitative research generally comes later in a research project, once the scope of the project is well understood.

The main idea behind quantitative research is to be able to separate things easily so that they can be counted and modelled statistically, to remove factors that may distract from the intent of the research. A researcher generally has a very clear idea what is being measured before they start measuring it, and their study is set up with controls and a very clear blueprint. Tools used are intended to minimize any bias, so ideally are machines that collect information, and less ideally would be carefully randomized surveys. The result of quantitative research is a collection of numbers, which can be subjected to statistical analysis to come to results.

Both qualitative and quantitative research is equally important in their respective fields. However, quantitative is more objective, numerical and statistical but qualitative research covers more about the social, the psychological and current affairs. As for the purpose of this research will quantitative research be use. More clarity on the meaning and nature of the quantitative research method will be discussed in the next section.

4.3.1 Quantitative research

Payne and Williams (2011:36) define quantitative research as a method concerned with numbers and anything that is quantifiable. Such method modules would include a graphical, mathematical and econometric representation of ideas and analysis, the manipulation, treatment and interpretation of statistical data, statistics, numeracy and quantitative skills,

including data analysis, interpretation and extrapolation, survey design and analysis, experimental design and mathematics.

On the other hand, Babbie (2010) is of the view that quantitative research deals in numbers, logic and the objective, focusing on logic, numbers, and unchanging static data and detailed, convergent reasoning rather than divergent reasoning. Babbie further indicates that in quantitative research, your goal is to determine the relationship between one thing (an independent variable) and another (a dependent or outcome variable) in a population. Quantitative research designs are either descriptive (subjects usually measured once) or experimental (subjects measured before and after a treatment). A descriptive study establishes only associations between variables.

Based on the abovementioned definitions of quantitative research by Payne and Williams and also by Babbie, to put it simply, quantitative research is concerned with numbers, statistics, and the relationships between events or numbers.

Wyse (2011) indicates that quantitative research is used to quantify the problem by way of generating numerical data or data that can be transformed into useable statistics. It is used to quantify attitudes, opinions, behaviours, and other defined variables – and generalize results from a larger sample population. Quantitative Research uses measurable data to formulate facts and uncover patterns in research. Quantitative data collection methods are much more structured than Qualitative data collection methods. Quantitative data collection methods include various forms of surveys – online surveys, paper surveys, mobile surveys and kiosk surveys, face-to-face interviews, telephone interviews, questionnaires, longitudinal studies, website interceptors, online polls, and systematic observations.

To shed more light on quantitative research, it is appropriate to pay attention to the characteristics of quantitative research methodology as discussed below.

4.3.1.1 *Characteristics of quantitative research*

Fischler (2012) writes that quantitative research is usually concerned with discovering, verifying or identifying causal relationships among concepts that derive from a priority theoretical scheme. Quantitative research places emphasis on collecting and analysing information in the form of numbers. It further emphasis on collecting scores that measure distinct attributes of individuals and organizations

Data are collected via established procedures such as questionnaires and/or interviews. These are designed to capture subject responses to predetermined questions with established response options. Statistical procedures of varying complexities are employed to

analyse this information. Once the researcher has measured the relevant variables, the scores (observations) on these variables (i.e. data) are usually transformed statistically to help the researcher describe the data most succinctly, and make inferences about the characteristics of populations on the basis of data of samples.

According to Babbie (2010), the following characteristics of the quantitative research can be added:

- The data is usually gathered using more structured research instruments.
- The results are based on larger sample sizes that are representative of the population.
- The research study can usually be replicated or repeated, given its high reliability.
- Researcher has a clearly defined research question to which objective answers are sought.
- All aspects of the study are carefully designed before data is collected.
- Data are in the form of numbers and statistics.
- Project can be used to generalize concepts more widely, predict future results, or investigate causal relationships.
- Researcher uses tools, such as questionnaires or equipment to collect numerical data.

The overarching aim of a quantitative research study is to classify features, count them, and construct statistical models in an attempt to explain what is observed.

The characteristics identified in the above mentioned paragraph include those that are most commonly found in quantitative research. Next to be discussed is the preferred research design utilized for this research.

4.4 RESEARCH DESIGN FOR THIS RESEARCH

After careful consideration of the various research approaches, it was decided to utilise quantitative research, which is exploratory in nature, as the primary data collection method for the purpose of this research. The literature study (Chapters 2 and 3) forms the secondary research and studied relevant literature such as articles, legislation and books. In order to get the desired outcome for this research was the research instrument that was used in the form of structured questionnaires. To cater for those respondents cannot write or read (example,

the disabled or the blind), the researcher and the two trained assistants explained, translated and completed the structured questionnaire, which are discussed below:

4.4.1 Structured Questionnaire

Babbie (2007:246) defines a structured questionnaire as a document containing questions and other types of items designed to solicit information appropriate for analysis. Structured questionnaires are used primarily in survey research but also in experiments, field research, and other modes of observation. These questionnaires are often used to make data collection more efficient and standardised. A structured questionnaire is simply a 'tool' for collecting and recording information about a particular issue of interest. It is mainly made up of a list of questions, but should also include clear instructions and space for answers or administrative details. These questionnaires should always have a definite purpose that is related to the objectives of the research, and it needs to be clear from the outset how the findings will be used. Respondents also need to be made aware of the purpose of the research wherever possible, and should be told how and when they will receive feedback on the findings.

Structured questionnaires have a number of advantages and disadvantages when compared with other evaluation tools. The key strengths and weaknesses of questionnaires are summarised below as advantages and disadvantages of questionnaires. In general, questionnaires are an effective mechanism for the efficient collection of certain kinds of information. They are not, however, a comprehensive means of evaluation and should be used to support and supplement other procedures.

4.4.1.1 *Advantages of structured questionnaires*

Since these questionnaires are written down on paper, and there is little personal interaction when they are answered. Leibrandt (2013:105–106) enumerates the advantages of questionnaires (which influenced the researcher to make use of a questionnaire) as follows:

- Questionnaires permit a wide range of responses at a minimum expense of time and money;
- They reach people who are difficult to contact;
- They can lend themselves well to the collection of data that can be obtained in no other way;
- They are useful when it is impossible to interview individuals personally;

- The wider coverage obtained by means of questionnaires increases the validity in the results by promoting the selection of a larger and more representative sample;
- Due to the impersonal nature of questionnaires, they may elicit more candid and objective replies and, therefore, more responses;
- Questionnaires permit well-considered and more thoughtful answers;
- They enhance progress in many areas of educational research, and bring to light much information that would otherwise be lost;
- They obviate the influence that the interviewer might have on the respondent;
- A well compiled questionnaire can be assessed without much loss of time;
- Questionnaires allow for uniformity, and ensure that answers are comparable.

Based on the above-mentioned advantages of questionnaires, is it clear that a questionnaire is a suitable method of investigation for testing the opinions of the respondents who have partake in this research.

4.4.1.2 *Disadvantages of structured questionnaires*

Leibbrandt (2013:105–106) further indicates that the use of a structured questionnaire as a research technique has several disadvantages which cannot be ignored, such as:

- It may be difficult to obtain a good response rate. Often there is no strong motivation for respondents to respond.
- They are complex instruments and, if badly designed, can be misleading.
- They are an unsuitable method of evaluation if probing is required – there is usually no real possibility for follow-up on answers.
- Quality of data is probably not as high as with alternative methods of data collection, such as personal interviewing.
- They can be misused – a mistake is to try to read too much into questionnaire results.
- It is difficult to determine who really completed the questionnaire.
- Questionnaires that do not probe deeply enough do not reveal a true picture of opinions and feelings.
- Participants may feel that their personal opinions are left out.

- The length of the questionnaire may lead to careless or inaccurate responses and may result in low return rates.

The researcher has endeavoured to combat the above-mentioned disadvantages of questionnaires. Although the questionnaire as a method of investigation has disadvantages; this research took care to combat the abovementioned disadvantages. Furthermore, the abovementioned disadvantages do not disqualify a questionnaire as an unreliable tool for data collection, and questionnaires remain one of the most widely used data collection instruments in research (Mogonediwa, 2008:60).

This study employed a quantitative research approach and utilised a structured questionnaire with closed questions as the preferred tool to address the research question and objectives in order to arrive at the results. This approach provided opportunities to gain insight into the discipline of strategy execution in a yet undocumented context.

The structured questionnaire was drafted from the concepts pertaining to service delivery and management models (as discussed in Chapters 2 and 3). The purpose of the questionnaire was to establish the municipality's ability to render basic services to its communities before the merging and after the merging in 2000 and also the effectiveness of management at the merged municipalities. Participants are willing to be honest as long as their anonymity is assured (Salkind, 2007:138). The questionnaire posed the questions (statements) on a five-point Likert Scale with a fifth "Don't Know" option. The participants had to consider the following options in responding to each statement:

- ☐ "Strongly Agree" (1);
- ☐ "Somewhat Agree" (2);
- ☐ "Somewhat Disagree" (3);
- ☐ "Strongly Disagree" (4) and
- ☐ "Don't Know" (5).

4.5 STATISTICAL ANALYSIS

The study employed the statistical software programme SPSS 20.0 (SPSS Inc., 2009) for Windows to analyse the data. A number of quantitative statistical techniques befitting the doctoral level of research are used to analyse the data. These techniques are:

- Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy;

- Bartlett's test of sphericity;
- Exploratory factor analysis (EFA);
- Cronbach Alpha's reliability coefficient; and
- Pearson's correlation coefficient.
- Anova and Two-way Anova

These abovementioned techniques were selected because they provide a statistical procedure to analyse the specific data (Ellis, 2014). The KMO measure examines the data collected to determine if the sample size is adequate to use for multivariate analysis. Next, Bartlett's test is used as statistical test because it tests if the data is suitable to be subjected to multivariate statistical analysis (such as factor analysis). If suitable, the primary analysis of determining underlying constructs (or factors) could be used, where after the reliability of the analysis needs to be determined (Cronbach Alpha is a proven technique to do so). Correlations between factors and other variables are identified by means of the Pearson Correlation coefficient.

These statistical techniques, their application settings and their interpretation in this study are discussed below.

4.5.1 Kaiser-Meyer-Olkin measure of sampling adequacy

Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy tests whether the partial correlations among variables are small. KMO is defined by Mediaspace (2012) as: "an index for comparing the magnitudes of the observed correlation coefficients to the magnitudes of the partial correlation coefficients". The KMO can be calculated for individual and multiple variables and represents the ratio of the squared correlation between variables to the partial correlation of variables. The KMO statistic varies between 0 and 1. A value of 0 indicates that the sum of partial correlation is large relative to the sum of correlations, indicating diffusion in the pattern of correlations. A value close to 1 indicates that patterns of correlation are relatively compact and so factor analysis should yield distinct and reliable factors. More specific interpretations of the KMO are (Field, 2007:640):

- For values smaller than 0.5, the factor analysis is likely to be inappropriate;
- A KMO value of 0.6 should be present before factor analysis is considered;
- Values between 0.5 and 0.7 are mediocre;

- Values between 0.7 and 0.8 are good;
- Values between 0.8 and 0.9 are excellent; and
- Values between 0.9 and 1 are superb.

The larger the KMO value, the more reliable the factor analysis for this particular sample size. Positive outcomes on these tests validate the use of factor analysis as a statistical tool (Ellis, 2014). Large values for the KMO measure indicate that a factor analysis of the variables is a good idea. The inverse is also true as the KMO also supplies vital information when not to use factor analysis. The KMO is employed in this study primarily to ensure that the data are suitable for multivariate statistical analyses, because factor analysis is the main statistical analysis tool in this research.

4.5.2 Bartlett's test of Sphericity

Sphericity is a more general condition of compound symmetry. This holds true when both the variables across conditions are equal and the covariances between pairs of conditions are equal. Another indicator of the strength of the relationship among variables is Bartlett's test of sphericity. This test examines whether a variance-covariance matrix is proportional to the identity matrix. Thus, in essence, the Bartlett test of sphericity is an indicator of the strength of the relationship among variables and an indicator of the suitability of the data towards a multivariate statistical technique such as factor analysis (UCLA, 2010). It is, therefore, employed as a test statistic that is used as gatekeeper for further analysis.

Mediaspace (2007) is of the view that the Bartlett test examines the hypothesis that the variables are uncorrelated in the population. Thus, the population correlation matrix is an identity matrix; each variable correlates perfectly with itself ($r = 1$) but has no correlation with the other variables ($r = 0$). Bartlett's test of sphericity is used to test the null hypothesis that the variables in the population correlation matrix are uncorrelated. The observed significance level is .0000. It is small enough to reject the hypothesis. It is concluded that the strength of the relationship among variables is strong. It is a good idea to proceed with a factor analysis because the data should yield a p-value smaller than 0.0001. This indicates that the correlation between the variables is sufficient for factor analysis (Ellis, 2014). In this study, as suggested by Field (2007:652), the significance of the Bartlett's test of sphericity is its associated probability less than 0.05. This means that values of 0.05 and below are regarded to be significant and that it thus concludes that the strength of the relationship among variables is strong. As such, it shows that the data are suitable to be subjected to multivariate

statistical analysis such as a factor analysis. This is because Bartlett's test is a good measure to test if the data are suitable to proceed towards a factor analysis (Ellis, 2014). This study sets the Bartlett's test of sphericity value to be a minimum of 0.005 (as suggested by the UCLA (2010) and the Statistical Consultation Services of the North West University (Ellis, 2014)).

4.5.3 Exploratory factor analysis (EFA)

Costello and Osborne (2005: 5) indicate that exploratory factor analysis (EFA) is an important tool for organisational researchers. It can be useful for refining measures, evaluating construct validity, and in some cases testing hypotheses. Factor analysis is a technique for identifying groups and clusters of variables). This technique has three main uses; namely to understand the structure of a set of variables, to construct a questionnaire to measure an underlying variable and to reduce a data set to a more manageable size while retaining as much of the original information as possible. The underlying dimensions are known as factors and or latent variables. Factor analysis achieves the parsimony by explaining the maximum amount of common variance in a correlation matrix using the smallest number of explanatory concepts (Zikmund, 2008:134).

Grafarend (2008) writes that the exploratory factor analysis is a statistical approach used to examine the internal reliability of a measure. It is also used to investigate the theoretical constructs, or factors, that might be represented by a set of items. The exploratory factor analysis has three basic decision points, namely the:

- Number of factors;
- Extraction method; and the
- Method of rotation.

Field (2007:749) indicates that in exploratory factor analysis, the Normalised Varimax rotation is a suitable rotational method for exploratory analysis in the extraction of the factors, because this method of rotation attempts to maximise the dispersion of factor loadings within the factors. The factor loading (which is a regression coefficient of a variable in the linear model) determines the relative importance or weight of a criterion in relation to a specific factor where it loads and can be regarded similar to the Pearson correlation coefficient between a factor and a criterion (Field, 2007:622 and 731). A minimum of 0.40 was set for this study and also in accordance to statistical guidelines for exploratory research (Field, 2007:621- 622).

4.5.4 Cronbach Alpha's reliability coefficient

Due to this study utilizing a questionnaire and in order to validate this it is useful to test the reliability thereof. The aforementioned statement is supported by Tavakol and Dennick (2011:53) by indicating that medical educators attempt to create reliable and valid tests and questionnaires in order to enhance the accuracy of their assessment and evaluations. Validity and reliability are two fundamental elements in the evaluation of a measurement instrument.

Bisschoff and Kade (2010:4) are of the view that reliability is commonly defined as: "*the consistency of a set of measurements or measuring instrument often used to describe a test*". This means that the scale should consistently reflect the construct it is measuring. Reliability has to do with the quality of measurement and it is further concerned with the ability of an instrument to measure consistently. An instrument, such as a questionnaire, that produces different scores every time it is used under the same conditions, has low reliability according to Field (2007:668-669). The question, however, is how to determine the reliability of research data.

According to Tavakol and Dennick (2011:53), one of the most popular reliability statistics is Cronbach's alpha as published by the mathematician Cronbach in 1951. Cronbach's alpha determines the internal consistency or average correlation of items in a survey instrument to gauge its reliability (Wuensch, 2009:9). Furthermore, internal consistency describes the extent to which all the items in a test measure the same concept or construct and hence it is connected to the inter-relatedness of the items within the test. Internal consistency should be determined before a test can be employed for research or examination purposes to ensure validity. In addition, reliability estimates show the amount of measurement error in a test.

The Cronbach alpha coefficients, as defined above (0.70), were used to assess the reliability and internal stability of the data used in this study. There are different reports about the acceptable values of Alpha, ranging from 0.70 to 0.96. A low value of alpha could be due to a low number of questions, poor interrelatedness between items or a set of heterogeneous constructs. For example if a low alpha is due to poor correlation between items, then some of the items should be revised or discarded. The easiest method to identify the unwanted items is to compute the correlation of each test item separately in relation to the total score test. Items with low correlations (approaching zero) should be omitted from. If an alpha coefficient is too high, it may suggest that some items are redundant as they could be testing the same question, but in a different guise. However, care should be taken to ensure that this is really

the case before an item is omitted. A minimum alpha value of 0.70 has been recommended. Alpha is an important concept in the evaluation of questionnaires.

4.5.5 Pearson correlation coefficient

Ellis (2014) indicates that the Pearson correlation coefficient can be defined as a statistical measure of the strength of a linear relationship between paired data. It is regarded to be a simple correlational analysis which shows the various relationships between the different variables by means of a correlation matrix). These correlation coefficients are statistical measures of the co-variation, or association between two variables. The correlation coefficient varies from -1 to 1 and the value near -1 or 1 means that a highly negative correlation or highly positive correlation, respectively, is in existence between two variables (Xiong et al., 2003:4).

The Pearson correlation plays an integral role in the analysis of relationships (correlations) between variables, and also to determine if these relationships are positive or negative. It has a wide variety of applications in business research and is widely applied. The cut-off correlation for this study was determined to be an absolute Pearson correlation coefficient of 0.30, signifying a medium relationship or correlation between variables (Zikmund, 2008:551).

4.5.6 One Way Anova and Two-way Anova

Privitera (2012:231) argues that, whereas one-way analysis of variance (ANOVA) tests measure significant effects of one factor only, two-way analysis of variance (ANOVA) tests (also called two-factor analysis of variance) measure the effects of two factors simultaneously. For example, an experiment might be defined by two parameters, such as treatment and time point. One-way ANOVA tests would be able to assess only the treatment effect or the time effect. A two-way ANOVA on the other hand would not only be able to assess both time and treatment in the same test, but also whether there is an interaction between the parameters. A two-way test generates three p-values, one for each parameter independently, and one measuring the interaction between the two parameters.

Nolan and Heinzen (2012:361) define a two-way analysis of variance (ANOVA) as a hypothesis test that includes two nominal independent variables, regardless of their numbers of levels and a scale dependent variable. The same authors further points out that a two-way ANOVA allows comparisons of levels from two independent variables plus the joint effects of those variables.

Both the One Way ANOVA and Two-way ANOVA have been used for the purpose of this research.

4.5.7 Structural equation modelling (SEM)

According to Lei and Wu (2007:33), structural equation modelling (SEM) has gained popularity across many disciplines in the past two decades due perhaps to its generality and flexibility. They further indicate that as a statistical modelling tool, its development and expansion are rapid and ongoing. With advances in estimation techniques, basic models, such as measurement models, path models, and their integration into a general covariance structure SEM analysis framework have been expanded to include, but are by no means limited to, the modelling of mean structures, interaction or nonlinear relations, and multilevel problems.

Anglim (2007) defines structural equation modelling (SEM) as a series of statistical methods that allow complex relationships between one or more independent variables and one or more dependent variables. Kline (2005:114) on the other hand indicates that SEM involves the evaluation of two models: a measurement model and a path model. Based on the aforementioned definitions it is evident that there are many ways to describe SEM, it is most commonly thought of as a hybrid between some form of analysis of variance (ANOVA) or regression and some form of factor analysis. In general, it can be remarked that SEM allows one to perform some type of multilevel regression/ANOVA on factors. One should therefore be quite familiar with univariate and multivariate regression/ANOVA as well as the basics of factor analysis to implement SEM for your data.

Kline (2005:117) argues that SEM is a largely confirmatory, rather than exploratory, technique. That is, a researcher are more likely to use SEM to determine whether a certain model is valid., rather than using SEM to "find" a suitable model--although SEM analyses often involve a certain exploratory element. As in this study, three different management models had been looked into as to determine its validity (refer to Chapter 2)

Furthermore, SEM can conceptually be used to answer any research question involving the indirect or direct observation of one or more independent variables or one or more dependent variables (Lei & Wu (2007:37). However, the primary goal of SEM is to determine and validate a proposed causal process and/or model. Therefore, SEM is a confirmatory technique. Like any other test or model, we have a sample and want to say something about the population that comprises the sample. We have a covariance matrix to serve as our dataset, which is based on the sample of collected measurements. The empirical question of

SEM is therefore whether the proposed model produces a population covariance matrix that is consistent with the sample covariance matrix. Because one must specify a priori a model that will undergo validation testing, there are many questions SEM can answer. For example, SEM can tell you the amount of variance in the dependent variables (DVs) – both manifest and latent DVs. It can also tell you the reliability of each measured variables. And, as previously mentioned, SEM allows you to examine mediation and moderation, which can include indirect effects. SEM can also tell you about group differences. You can fit separate structural equation models for different groups and compare results. In addition, you can include both random and fixed effects in your models and thus include hierarchical modelling techniques in your analyses.

Based on the abovementioned discussion on structural equation modelling (SEM) it is clear that SEM is a versatile statistical modelling tool. Its estimation techniques, modelling capacities, and breadth of applications are expanding rapidly.

4.5.8 Effect Sizes

Schuele and Justice (2006), indicate that before effect size can be discussed, it is important to recall two points about statistical significance. Statistical analysis indicates whether a non-zero difference between groups is likely to be a random occurrence or if it is likely to be found again and again if the study is repeated; thus, statistical significance is based on estimates of probabilities. They indicate that the first point concerns interpretation of p-values, the most common metric by which statistical significance is determined. Most often, a finding of statistical significance is one in which a particular test value (for example an ANOVA) corresponds to a probability estimate (the p-value) of less than .05; the chance that this finding is spurious is less than 5%. The p-value concerns only probability, not importance of findings. Sometimes we find researchers using the phrase highly significant when a p of .01 or .001 is reported; these words serve to confuse, more than enlighten, the reader.

The second point concerns the influence of sample size on a p-value (or the likelihood of achieving statistical significance). A study with a large number of participants, for example, a few hundred, may report a statistically significant group difference for a seemingly small numerical difference in the dependent variable. The association between sample size and likelihood of achieving statistical significance is also an important consideration for studies with a small number of participants (e.g., low incidence disabilities). With a small sample size, statistical comparisons may show there to be no statistically significant difference between two groups, even when the means of the two groups seem quite different based on informal inspection of the data.

Sullivan and Richard (2012) point out that these issues concerning statistical significance highlight the importance of considering the meaningfulness and relevance of research findings using other metrics, particularly estimates of effect sizes. Effect-size estimates are metrics designed specifically to characterize results in more functional and meaningful ways by discussing the magnitude of an effect in addition to estimates of probability. There are a number of different effect sizes indices. All of them address the magnitude of the difference between groups or the relationship between variables. For the former, differences are typically interpreted based on standard deviation units (for example, one group's scores are 0.5 standard deviation units greater than those of the other group); for the latter, differences are typically interpreted in terms of percent of variance accounted for (e.g., variable X accounts for 20% of the variance in variable Y). Thus, effect size informs the reader of the practical importance of the research findings.

According to Schuele and Justice (2006), effect size can be defined as a standardised, scale-free measure of the relative size of the effect of an intervention. It is particularly useful for quantifying effects measured on unfamiliar or arbitrary scales and for comparing the relative sizes of effects from different studies. They further indicate that Interpretation of effect-size generally depends on the assumptions that 'control' and 'experimental' group values are normally distributed and have the same standard deviations. Effect sizes can be interpreted in terms of the percentiles or ranks at which two distributions overlap, in terms of the likelihood of identifying the source of a value, or with reference to known effects or outcomes. Using an effect size together with a confidence interval conveys the same information as a test of statistical significance, but with the emphasis on the significance of the effect, rather than emphasis on the sample size (Ellis, 2014).

Based on the abovementioned discussion on effect sizes it is evident that it can be referred to as a simple way of quantifying the difference between two groups that has many advantages over the use of tests of statistical significance alone.

4.6 VALIDITY OF THE DATA COLLECTION INSTRUMENTS

Cherry (2012) indicates that validity is described as the degree to which a research study measures what it intends to measure. Kimberlin and Winterstein (2008) supports the aforementioned definition of Cherry by indicating that validity is often defined as the extent to which an instrument measures what it purports to measure. Validity requires that an instrument is reliable, but an instrument can be reliable without being valid. For example, a scale that is incorrectly calibrated may yield exactly the same, albeit inaccurate, weight

values. A multiple-choice test intended to evaluate the counseling skills of pharmacy students may yield reliable scores, but it may actually evaluate drug knowledge rather than the ability to communicate effectively with patients in making a recommendation. Cherry (2012) writes that there are two main types of validity, namely internal and external validity.

Internal validity refers to the validity of the measurement and test itself, whereas external validity refers to the ability to generalise the findings to the target population. Both are very important in analysing the appropriateness, meaningfulness and usefulness of a research study. Ritchie and Lewis (2008) indicate that Validity answered the question did you measure what you intended to measure and it is the best available approximation to the truth of a given proposition, inference of conclusion. Strauss and Corbin, in Mokhoabane (2006: 81) agree with the aforementioned definitions on Validity by indicating that validity is employed to guarantee that information includes everything it should and that it does not include anything that should not be included. They further indicate that validity is the way of discovering a truth and precise picture of what is claimed to be described and is dependent on the purpose in which measurement takes place. Validity in its broadest sense refers to the degree to which the research conclusions are sound. To evaluate the validity of the research, one should think about one's anticipated findings and conclusions and ask oneself: "How could I be wrong?" There are many different areas of research where validity may be threatened. Although all these types of validity are important in research, their relative emphasis may vary, depending on the nature of the research questions.

De Vos et al. (2011:153) define external validity as the extent to which results can be generalised to the whole population. A high degree of external validity means thus that the experimental findings can be generalised to events outside the experiment, that is the findings should not only be true in similar experiments, but also in real life, (Maree & Pietersen 2007:151). On the other hand, Cherry (2012) indicates that the external validity is the extent to which generalising from the data and context of the research study to the broader populations and settings is possible. According to McMillan and Schumacher in Kgothule (2004:130), there are factors that influence external validity negatively or threats. These authors divided these threats into threats of population (viz. selection of subjects, characteristics of subjects and subject-treatment interaction), and ecological threats (viz. description of variables, multiple-treatment inference, setting-treatment interference, time of measurement-treatment interaction, pre-test – post-test sensitisation and the novelty or disruption effect).

4.7 THE RELIABILITY OF THE DATA COLLECTION INSTRUMENTS

Wagner et al. (2012:80) define reliability as the extent to which the test scores are accurate, consistent and stable, over different forms of the same instrument or occasions of data collecting". Struwig and Stead (2011:130) supports the aforementioned definition by Wagner et al., by indicating that a test score's validity is dependent on the score's reliability since if the reliability is inadequate, the validity will also be poor. It is therefore important to determine score's reliability before you examine its validity. In common terms, the reliability of a test is the extent to which subsequent administrations would give similar results.

Cherry (2012) indicates that there might be errors in a set of collected data; therefore reliability is utilized with the aim of achieving a more precise reflection of the truth. Clear and relevant questions were formulated for the questionnaire and interviews with the purpose of attaining reliable data that is free from measurement mistakes, which leads to the process of population and sampling.

Struwig and Stead (2011:130) argue that you cannot have a valid instrument if it is not reliable. However, you can have a reliable instrument that is not valid. Think of shooting arrows at a target. Reliability is getting the arrows to land in about the same place each time you shoot. You can do this without hitting the bull's-eye. Validity is getting the arrow to land in the bull's-eye. Many arrows landing in the bull's-eye means you have both reliability and validity.

Struwig and Stead further argue that reliability can depend on various factors (the observers/raters, the tools, the methods, the context, the sample) and can be estimated in a variety of ways, including:

- Inter-observer reliability. To what degree are measures taken by different raters/observers consistent? Consider pre-testing if different raters/observers are giving consistent results on the same phenomenon.
- Test-retest reliability. Is a measure consistent from one time to another? Consider administering the same test to the same (or similar) sample on different occasions. But be aware of the effects of the time gap.
- Parallel forms reliability. Are previous tests and tools constructed in the same way from the same content domain giving similar results? Consider splitting a large set of questions into parallel forms and measure the correlation of the results.

- Internal consistency reliability. Do different measures on a similar issue yield results that are consistent? Consider testing a sampling of all records for inconsistent measures.

When constructing reliable data collection instruments:

- Ensure that questions and the methodology are clear
- Use explicit definitions of terms
- Use already tested and proven questioning methods.

Based on the abovementioned aspects with regard to validity and reliability, it is clear that validity and reliability go hand in hand and have a strong relationship in research practice. Reliability is obtained with consistency over time; however, it is only valid if you are measuring what you intend to measure.

4.8 THE POPULATION AND SAMPLE

4.8.1 The Population

According to Sekaran and Bougie (2010:262 & 266) the population refers to the entire group of people, events, or things of interest that the researcher wishes to investigate. Bless and Higson-Smith (2004) support the aforementioned definition of Sekaran and Bougie by indicating that a population is the complete set of events, people or things to which research findings are to be applied. The population that interests the researcher is not the same as the everyday notion of the population of people in a certain country or city. A population is the sum of all the cases that meet the study's definition of the unit of analysis.

The population of this study comprised of all the residents of the Metsimaholo Local Municipality who reside in Sasolburg, Deneysville and Oranjeville and the residents of the Matjhabeng local municipality who reside in Welkom, Odendaalsrus, Allanridge, Virginia, Hennenman and Ventersburg, both municipalities are in the Free State Province, Fezile Dabi district and Lejweleputswa district respectively. Furthermore, the population of this study comprised of all the management teams of the three selected municipalities, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality in the Free State Province and the Gamagara Local Municipality in the Northern Cape Province. All the residents who pay their rates and taxes, municipal bills, and buy prepaid electricity at

vending machines are the participants and the management teams of the three selected municipalities in this study.

4.8.2 The Sample

According to Sekaran and Bougie (2010:263) a sample is a subgroup or subset of the population and comprises of members selected from it. Furthermore, can a sample be defined as a subset of the population considered for actual inclusion in the study, or it can be viewed as a subset of measurements drawn from the target population, De Vos et al. (2011:225). By studying the sample the researcher should be able to draw conclusions that will represent the population. When doing research, it is often impractical to survey every member of a particular population because the sheer number of people is simply too large. In order to make inferences about characteristics of a population, researchers can make use of a random sample. The appropriate sample size is influenced by your purpose in conducting the research. If your sample size is too small, you could miss important insights. But if it's too large, you could waste valuable time and resources, such as unnecessary budget. Robson in Xoyane (2012:68) agrees with aforementioned statements by Sekaran and Bougie by pointing out that the use of sampling allows for more adequate scientific work by making the time of scientific workers count. Instead of spending their time on analysing a large mass of material from one point of view, they can use that time to make a more intensive analysis from many points of views. Furthermore, researchers also save time and money by employing scientific sampling techniques to gather data from the target population.

In quantitative research, as it is the research method that will be use for this study, it is important to select a sample that will best represent the characteristics of the population (Wagner et al., 2012:87).

All the residents who pay their rates and taxes, municipal bills and buy prepaid electricity at vending machines in the Metsimaholo -, Matjhabeng – and Gamagara municipal areas and the management teams of Metsimaholo local -, Matjhabeng local - and Gamagara Local Municipality formed the sample. The total number of residents and management members who took part in this study was eight hundred and seventy five.

Residents who pay their rates and taxes, municipal bills and buy prepaid electricity at vending machines and the management of the three selected municipalities are relevant for this study as they are the ones who are directly affected, either positively or negatively, by issues of service delivery. They are the ones who pay for services to be delivered to them

and receive information from the municipality on issues of service delivery and other issues related to the municipalities.

According to Market Intelli-Sense (2012), it is essential to use the correct sample size to accurately represent the population. Choosing a sample size that is too small may not give an accurate representation of the population distribution. Too large a sample size is wasteful and sometimes impossible to complete.

4.9 PILOT STUDY

Stachowiak (2008) indicates that a pilot study is a smaller version of a larger study that is conducted to prepare for that study. De Vos et al. (2011:237) agree with the definition of Stachowiak by pointing out that a pilot study is a procedure for testing and validating an instrument by administering it to a small group of participants from the intended test population. The participants who participate in the pilot study should not participate in the main inquiry, as in the case of this study the researcher has used members of a local church at Thaba Nchu in the Free State Province, a township which is not part of the municipal areas where the research was conducted. A pilot study can involve pre-testing a research tool, like a new data collection method. It can also be used to test an idea or hypothesis. Pilot studies can also be used in clinical trials, in order to test different doses, routes of administration, dosing schedules and possible barriers to adherence before a large-scale multicenter drug study is launched.

Pilot studies are used as feasibility studies, to ensure that the ideas or methods behind a research idea are sound, as well as to “work out the kinks” in a study protocol before launching a larger study.

A sample of 50 members of a local church at Thaba Nchu (a township which is not part of the municipal areas where the research was conducted) from the target population were identified. The researcher distributed 50 questionnaires to them after the church service to complete. They were asked to give their honest opinion with regard to the questionnaire. The questionnaires were not explained to them and no assistance was given to them during the time they completed the questionnaires. All of them completed the questionnaires and all of them were given back to the researcher.

A pilot study is imperative in any study since it enables the researcher to identify and rectify problems prior to the survey or research being conducted. It provides an indication of the response rate that can be expected. Attention was paid to the critique given by the respondents. Suggestions and critique were written on the back of the questionnaires and

this enabled the researcher to design a better questionnaire. Certain questions were changed and others were improved – some of the questions were not clear and others were ambiguous. The language use on the questionnaire was also addressed and the questionnaire, which was only in English, was made available in Afrikaans and Sesotho.

4.10 ETHICAL CONSIDERATIONS

According to Clarke in Maja (2006:113), as dictated by the principles of ethics, participants have the right to know what will happen in the study that will be conducted. They also have the right to decline participation in the study should they feel uncomfortable, they have the right to anonymity. In this study anonymity, was the case.

Furthermore, Van Stuyvesant Meijien (2007:96) is of the view that researchers need to have a firm understanding of what is considered right and wrong when researching. Researchers are in a privileged position where they gain information from respondents, and are expected to perform their duties and use the information in an ethical manner.

Struwig and Stead (2011:66-70) identified ethical considerations that researchers have to observe, particularly where human participants are involved. These include:

- Participants need to know that their privacy and sensitivity will be protected and what is going to happen with their information after the interview and completion of the questionnaire.
- Participants should volunteer to take part in the study and should not be forced.
- Researchers should anticipate possible risks to participants and should counteract them.
- Participants should be told that they are at liberty to withdraw from participating in the study, should they find it unpleasant. Hence is it the responsibility of the researcher and assistants to ensure that the aforementioned does not happen.
- As the researcher used two assistants for this study, the researcher has to ensure that the assistants also apply these ethical considerations.
- The researcher remains accountable for the ethical quality of the study and should therefore take great care and when in doubt, ask advice.

Based on the abovementioned identified ethical considerations that researchers have to observe, particularly where human participants are involved it is evident that confidentiality and trustworthiness be maintained. Kgothule (2004:134) support the statements made on

ethics by indicating that confidentiality involves a clear understanding between the researcher and the participant concerning the use to be made of the data provided. Confidential information implies that the identity of the individual will remain anonymous. It also assumes that the researcher cannot identify the individuals. It is generally agreed that reports on behaviour of persons in public office performing the role of their job can be disclosed, but their personal lives should be protected.

Above all, the researcher should have personal integrity. The reader of a research report should be able to believe that what the researcher says happened, really happened, otherwise it is all for nothing. Falsifying data to make findings agree with research question is unprofessional, unethical and unforgivable De Vos et al. (2011:115 -121). It should, therefore, be stressed that confidentiality, trustworthiness and personal integrity prevail.

4.11 SUMMARY OF THE CHAPTER

The main focus of this chapter was on the design procedures that the researcher followed in conducting this study. The next chapter will focus on the reporting of the findings of the empirical study among people who pay municipal bills at the municipal pay points and buy electricity at the electricity vending machines and the management teams of the three selected municipalities - by means of interviews and questionnaires to obtain a clear picture of the situation of management and service delivery at these municipalities, namely Metsimaholo local municipality, Matjhabeng local municipality and Gamagara local municipality.

CHAPTER FIVE

PRESENTATION, ANALYSIS AND INTERPRETATION OF THE RESULTS

5.1 INTRODUCTION

In the preceding chapter, attention was given to the research design and methodology. In this chapter the responses given by the respondents to the questions put in the questionnaire will be presented, collated, analysed and interpreted.

The purpose of this chapter is therefore to present the empirical findings of this research and analyse and interpret the findings in relation to the theoretical perspectives (refer to Chapter 2 regarding existing theory on managerial models and Statutory and Regulatory Framework for municipalities, and Chapter 3 regarding history and current status of municipalities after the merging process and service delivery) that will enable the researcher to make recommendations and develop a managerial model for merged municipalities in the forthcoming chapters of this study.

A total of 898 (99.8%) of the questionnaires were received back that were distributed to the residents of the two poor performing municipalities, namely the Metsimaholo Local Municipality (250 questionnaires) and the Matjhabeng Local Municipality (250 questionnaires) and the residents of the good performing municipality, namely the Gamagara Local Municipality (250 questionnaires). Furthermore, a total of 150 questionnaires were distributed to the management of the good performing municipality (50 questionnaires) and the two poor performing municipalities (100 questionnaires). Out of the 900 questionnaires that were given to the respondents for voluntary completion, 898 were returned, which is far higher than the minimum sample size of 300 recommended by Tabachnick and Fidell (2007:61) required for factor analysis. The high and satisfactory response rate implies that valuable deductions can be made from the data.

During the design stage various draft questionnaires were developed in an effort to address the problem statement and main objectives of this research study. The design and development of the final questionnaire was achieved in collaboration with the North-West University's (Potchefstroom Campus) Statistical Consultation Services using the Statistical

Package for the Social Sciences (SPSS). A number of quantitative statistical techniques befitting the doctoral level of research (and their decision criteria as discussed above) are used to analyse the data. These techniques are:

- Kaiser-Meyer-Olkin (KMO) measure of sampling adequacy;
- Bartlett's test of sphericity;
- Exploratory factor analysis (EFA);
- Cronbach Alpha's reliability coefficient; and
- One Way Anova's and Two-way Anova
- Pearson's correlation coefficient

These abovementioned techniques were selected because they provide a statistical procedure to analyse the data and are discussed in Chapter 4.

Wagner et al. (2012:80), indicate that reliability pertains to the accuracy and consistency of measures. The same instrument must be able to produce the same data at a later stage under similar conditions, for example, by means of a test-retest. Seaman (2005:12) points out that reliability is the extent to which the collected scores are generalized to different measuring occasions, measurement, tests forms and measurement/test administrators. In this study the internal consistency reliability of the factors were explored.

In order to determine the reliability and the internal consistency of the factors, *Cronbach's Alpha Coefficients* were calculated for each factor.

The frequency analysis for each enabler was calculated and reported on per statement as a percentage (%) and covered “*Strongly Agree*” (1); “*Somewhat Agree*” (2); “*Somewhat Disagree*” (3); “*Strongly Disagree*” (4); and “*Don't Know*” (5).

The descriptive statistics were calculated and reported per statement as:

- number of missing answers;
- mean; and
- standard deviation.

The “*Don't Know*” (5) answers were not used in the calculation of the statements' means and standard deviations, because very few respondents completed the “Don't Know (5) answer on the questionnaire and due to that it will have no practical or statistical significance (Ellis, 2014). The benchmark answer (ideal) is marked (filled with colour) in the frequencies and

descriptive statistics tables. The response scale ranged from 1 to 5 and the centre point is 2.5.

Results of “*Strongly Agree*” (1) and “*Somewhat Agree*” (2) are below the center point and results of “*Somewhat Disagree*” (3) and “*Strongly Disagree*” (4) are above the centre point.

A statement with a mean larger than 2.5, (or smaller than 2.5, in the case of a reversed statement), is an indication that respondents tended to disagree with the statement.

For the purpose of this study, statements with mean values above the centre point (2.5) or below the centre point in the case of reversed statements.

In this chapter the frequency analysis (percentages) and descriptive statistics (mean and standard deviation) are reported and discussed per statement as part of the results interpretation.

5.2 BIOGRAPHICAL INFORMATION OF THE RESPONDENTS

The demographic profile of the respondents relates to information of the respondents in terms of gender, population group, age, home language, educational qualification, monthly income, and nature of residence. This information was used to determine if results were, in any way influenced by the respondents’ biographic information or not. The data is displayed in the next tables below.

5.2.1 Gender

In question one of both questionnaires for residents and management, a respondent had to indicate his/her gender. According to the data in Table 5.1 below, there are more female respondents (53.5%) than male respondents (46.5%) of residents who completed the questionnaires. Two (0.2%) respondents who are residents did not indicate whether they are male or female when they were completing the questionnaire. There were more male respondents (56.7%) than female respondents (43.3 %) of management who participated in this study.

Table 5.1: Gender

	RESIDENTS		MANAGEMENT	
Gender	Frequency	Percentage (%)	Frequency	Percentage (%)
Male	418	46.5	85	56.7
Female	480	53.5	65	43.3
Missing	2	0.2	0	0
Total	900	100	150	100

5.2.2 Population group

This question was designed in such a way that the respondent must indicate which population group he/she is. From Table 5.2 below, the results indicate that the respondents who are residents in the three selected municipal areas, that the majority are Blacks (63.2%), followed by Coloureds (18.7%), Whites (16.4%) and Asians (1.1%). Based on the results in Table 5.2 below, the respondents who took part in this study in the three municipal areas, Africans are in the majority and Asians are in the minority. 156 (17.3%) respondents who are residents did not indicate their population group when they were completing the questionnaire.

Furthermore, the Table indicates that the respondents who are managers in the three municipal areas, that the majority are Blacks (45.3%), followed by Whites (30.7%, Coloureds (23.3%) and Asians (0.7%). It is clear that of all the respondents who are managers who took part in this study in the three municipal areas, Blacks are in the majority who are in managerial positions and Asians are in the minority.

Table 5.2: Population group

	RESIDENTS		MANAGEMENT	
Population group	Frequency	Percentage (%)	Frequency	Percentage (%)
Asian	8	1.1	1	0.7
White	123	16.4	46	30.7
Coloured	140	18.7	35	23.3
Black	473	63.2	68	45.3
Missing	156	17.3	0	0
Total	900	100	150	100

5.2.3 Age group

The respondents were requested to indicate their age group. A breakdown of the respondents by age in this study is represented in table 5.3 below. The results indicate that the majority of respondents who are residents with 29.7% in this study are between 30 - 39 years old and the minority (0.8%) indicated that they are older than 70 years. Table 5.3, further indicates that the majority of respondents who are in management with 39.3% in this study are between 40 – 49 years and the minority (2.0%) are between 18 – 29 years. Furthermore, 156 (17.3%) respondents who are residents did not indicate their age group when they were completing the questionnaire.

Table 5.3: Age group

	RESIDENTS		MANAGEMENT	
Age group	Frequency	Percentage (%)	Frequency	Percentage (%)
18 – 29	157	21.0	3	2.0
30 – 39	222	29.7	31	20.7
40 – 49	206	27.5	59	39.3
50 - 59	127	17.0	50	33.3
60 – 69	30	4.0	7	4.7
Older than 70	6	0.8	0	0
Missing	156	17.3	0	0
Total	900	100	150	100

5.2.4 Home language

Table 5.4 below, indicates that out of all the respondents who are residents in this study, majority (32.9%) speak Afrikaans at home, followed by Sesotho (31.3%), Setswana (13.0%), Xhosa (10.2%), English (5.4%), Zulu (5.1%) and the minority (2.0%) indicated that they speak other languages than the languages which were listed on the questionnaire. Respondents who are managers at the municipalities in this study indicated that the majority (55.7%) speak Afrikaans, followed by Sesotho (26.8%) and the minority (2.0%) indicated that they speak Zulu. Furthermore, 162 (18.0%) respondents who are residents did not indicate their home language when they were completing the questionnaire.

Table 5.4: Home language

	RESIDENTS		MANAGEMENT	
Home language	Frequency	Percentage (%)	Frequency	Percentage (%)
English	40	5.4	4	2.7
Zulu	38	5.1	3	2.0
Xhosa	75	10.2	5	3.4
Setswana	96	13.0	14	9.4
Sesotho	231	31.3	40	26.8
Afrikaans	243	32.9	83	55.7
Other	15	2.0	0	0
Missing	162	18.0	0	0
Total	900	100	150	100

5.2.5 Highest educational qualification

Respondents were asked to indicate their highest educational qualification and information on that is reflected in Table 5.5 below. It is evident that almost one-third of the respondents who are residents in this study have acquired a Post matric qualification (30.9%), followed by 33.7% who indicated that they have Matric. Respondents who are managers at the municipality indicated by 75% that they have Post matric and 19.6% indicated that they have Matric. 162 (18.0%) respondents who are residents did not indicate their highest educational qualification when they were completing the questionnaire.

Table 5.5: Highest educational qualification

Highest educational qualification	RESIDENTS		MANAGEMENT	
	Frequency	Percentage (%)	Frequency	Percentage (%)
Grade 1-7	51	6.9	1	0.7
Grade 8-11	153	20.7	4	2.7
Matric	249	33.7	29	19.6
Post matric	228	30.9	111	75.0
Other	57	7.7	3	2.0
Missing	162	18.0	0	0
Total	900	100	150	100

5.2.6 Gross monthly income

Respondents were asked to indicate their gross monthly income and information on that is reflected in Table 5.6, below. The majority of the respondents who are residents in this study receive a gross monthly income of more than R8001 received (27.2%), followed by 12.6% who receive a gross monthly income of between R3 001 – R5000. More than 30% of the respondents who are residents receive a gross monthly income of less than R1500 per month. Respondents who are in managerial positions in this study receive a gross monthly income of more than R8001 (81.9%) and less than 5% of the respondents who are managerial position receive a gross monthly income of less than R7500 per month. 161 (17.9%) respondents who are residents did not indicate their gross monthly income when they were completing the questionnaire and 1 (0.7%) respondents who are managers did not indicate their gross monthly income when they were completing the questionnaire.

Table 5.6: Gross monthly income

	RESIDENTS		MANAGEMENT	
Gross monthly income	Frequency	Percentage (%)	Frequency	Percentage (%)
R0-R720	167	22.6	0	0
R721-R1500	90	12.2	0	0
R1501- R3000	75	10.1	2	1.3
R3001-R5000	93	12.6	1	0.7
R5001-R7501	67	9.1	2	1.3
R7501-R8000	46	6.2	22	14.8
More than R8001	201	27.2	122	81.9
Missing	161	17.9	1	0.7
Total	900	100	150	100

5.2.7 Residing in municipality

Respondents were further asked to indicate in which municipality they are residing. According to the Table 5.7 below, respondents who are residents in this study, the majority (33.3%) indicated that they are residing in the Metsimaholo Local municipality, followed by 33.0% who indicated that they are residing in the Matjhabeng Local Municipality, 32.5% indicated that they are residing in the Gamagara Local Municipality and 0.9% of the residents indicated that they are residing in other municipalities than the three selected municipalities. Whereas, respondents who are managers at the three municipalities, indicated that the majority (33.6%) respectively, that they are residing in the Metsimaholo Local Municipality and the Matjhabeng Local Municipality and by 32.9%, indicated that they are residing in the Gamagara Local Municipality. 155 (17.2%) respondents who are residents did not indicate in which municipality are they residing when they were completing the questionnaire and 1 (0.7%) respondents who are managers did also not indicate in which municipality they are residing when they were completing the questionnaire.

Table 5.7: Residing in municipality

Staying in municipality	RESIDENTS		MANAGEMENT	
	Frequency	Percentage (%)	Frequency	Percentage (%)
Metsimaholo local municipality	248	33.2	50	33.6
Matjhabeng local municipality	247	33.0	50	33.6
Gamagara local municipality	243	32.5	49	32.9
Other	7	0.9	0	0
Missing	155	17.2	1	0.7
Total	900	100	149	100

5.2.8 Residing or working in the municipal area

Respondents were asked to indicate whether they are residing in the municipal area or working for the municipality or both and the information on that is reflected in Table 5.8 below. Respondents who are residents in this study, the majority (93.3%) indicated that they are residing in the municipal area, followed by 3.6% who are residing and working for the municipality and the minority by 3.1%, indicated that they are only working for the municipality and not residents in the municipal area. Respondents who are managers in the municipality, the majority (80.3%) indicated that they are residing and working for the municipality, followed by 19.7%, who indicated that they are only working for the municipality and not residing in the municipal area. 158 (17.6%) respondents who are residents did not indicate whether they are residing in the municipal area or working for the municipality or both when they were completing the questionnaire and 3 (2.0%) respondents who are managers did also not indicate whether they are residing in the municipal area or working for the municipality or both when they were completing the questionnaire.

Table 5.8: Residing in the municipal area and working for the municipality

Are You...	RESIDENTS		MANAGEMENT	
	Frequency	Percentage (%)	Frequency	Percentage (%)
residing in the municipal area	692	93.3	0	0
working for the municipality	23	3.1	29	19.7
Both	27	3.6	118	80.3
Missing	158	17.6	3	2.0
Total	900	100	150	100

5.2.9 How long are you staying in the municipal area?

The respondents were requested to indicate how long they are staying in the municipal area. According to Table 5.9 below, the majority of respondents who are residents in the municipal area (30.7%) stay for 1 – 10 years, followed by 27.5% staying for 11 – 20 years and the minority by 5.5% stay for less than a year. Whereas, the majority of respondents who are managers at the municipality (35.3%) stay for 1 – 10 years, followed by 34.0% staying for 11 – 20 years and the minority of 2.0% who stay for less than a year. 152 (16.9%) respondents who are residents did not indicate their number of years staying in the municipal area when they were completing the questionnaire.

Table 5.9: Number of years staying in municipal area

Number of years	RESIDENTS		MANAGEMENT	
	Frequency	Percentage (%)	Frequency	Percentage (%)
Less than 1 year	41	5.5	3	2.0
1 – 10 years	230	30.7	53	35.3
11 – 20 years	206	27.5	51	34.0
21 – 30 years	143	19.1	29	19.3
More than 31 years	128	17.1	14	9.3
Missing	152	16.9	0	0
Total	900	100	150	100

5.2.10 Level of management at the municipality

Respondents had to indicate the level of management they were when this research was done. Table 5.10 below, shows that the majority of respondents by 49.3% are lower management, followed by 42.7% are middle management and 8.0% are top management. These aforementioned percentages reflects a normal practice at a municipality as the top management are usually very few people as they are dealing with strategic matters and middle and lower management will be many people as they are dealing with operational matters.

Table 5.10: Level of management

Level of management	MANAGEMENT	
	Frequency	Percentage (%)
Top management (Municipal manager, Executive Director, Director)	12	8.0
Middle management (Manager, Assistant Managers, Divisional Heads)	64	42.7
Lower management (Supervisor, Superintendent, Team leader)	74	49.3
Total	150	100

5.2.11 Number of years as a manager at the municipality

Respondents were asked to indicate for how long they have been a manager at the municipality. According to Table 5.11 below, more than 70% of managers indicated that they have less than 10 years as a manager at the municipality. Less than 5% indicated that they have more than 20 years as a manager at the municipality. 5 (3.3%) respondents who are managers did not indicate for how long they have been a manager at the municipality when they were completing the questionnaire.

Table 5.11: Number of years as a manager at the municipality

Number of years	MANAGEMENT	
	Frequency	Percentage (%)
Less than 1 year	16	11.0
1 – 10 years	91	62.8
11 – 20 years	32	22.1
21 – 30 years	6	4.1
More than 31 years	0	0
Missing	5	3.3
Total	150	100

5.3 HISTORY OF THE MUNICIPALITY

5.3.1 Frequencies and descriptive statistics

The frequency and descriptive statistical results of “**Section B - History of the Municipality**” are reported in Table 5.12 on page 129 for management and Table 5.13 on page 130 for residents:

Table: 5.12: The frequency and descriptive statistical results of “Section B - History of the Municipality - Management

Statement or question	MANAGEMENT - SECTION B - HISTORY OF THE MUNICIPALITY					
	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
b12- I was satisfied with the delivery of basic services such as electricity and water before the merging of the municipality	14.0%	15.3%	3.3%	62.7%	3.2028	1.17221
b13- The basic services offered by the municipality were available where I need it before the merging of the municipality.	12.0%	14.7%	6.0%	59.3%	3.2246	1.13355
b14 - The basic services provided by the municipality were affordable before the merging of the municipality.	12.0%	16.0%	10.7%	53.3%	3.1449	1.12406
b15- The basic services offered by the municipality were the same for all the citizens of the town before the merging of the municipality.	7.3%	10.7%	16.0%	59.3%	3.3643	.96865
b16- I was satisfied with the amount of money I had to pay for the basic services provided to me by the municipality before the merging.	11.4%	9.4%	16.8%	51.0%	3.2121	1.07739
b17- Basic service delivery was better before the merging of the municipality	13.3%	9.3%	16.7%	49.3%	3.1504	1.11801

Table: 5.13: The frequency and descriptive statistical results of “Section B - History of the Municipality - Residents

Statement or question	RESIDENTS – SECTION B – HISTORY OF THE MUNICIPALITY					
	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
b12 - I was satisfied with the delivery of basic services such as electricity and water before the merging of the municipality.	26.1%	20.7%	15.5%	32.3%	2.5704	1.21732
b13 - The basic services offered by the municipality were available where I need it before the merging of the municipality.	24.2%	19.9%	18.5%	30.2%	2.5904	1.18999
b14 - The basic services provided by the municipality were affordable before the merging of the municipality.	25.5%	18.9%	16.2%	31.2%	2.5779	1.21713
b15 - The basic services offered by the municipality were the same for all the citizens of the town before the merging of the municipality.	14.8%	15.3%	17.6%	39.2%	2.9351	1.14253
b16 - I was satisfied with the amount of money I had to pay for the basic services provided to me by the municipality before the merging.	21.7%	18.6%	17.6%	33.4%	2.6858	1.19358
b17 - Basic service delivery was better before the merging of the municipality	24.1%	19.8%	14.4%	30.1%	2.5701	1.21365

The benchmark in terms of responses for every statement is marked (filled in green) in the tables above (for residents in the municipal area and managers at the municipality). In this section the response benchmark for all the statements is four (4) “Strongly Disagree” (refer to Chapter 3, sections 3.3.1 and 3.3.2) .

The results in Table 5.12 on page 129, confirm that respondents who are managers at the municipalities who participated in this study experienced challenges with issues of service delivery before the merging of the municipalities – the majority of the statements calculated a mean above 3.0. The mean of this Section B (History of the Municipality) in combination calculated at 3.36, is an indication that the statements contained in this section of the questionnaire are viewed by the respondents who are managers at the municipality as negative, indicating that respondents tended to disagree with the statements contained in this section.

According to Table 5.13 on page 130, the respondents who are residents who participated in this study also indicate that they experiences challenges with issues of service delivery before the merging of the municipalities - the majority of the statements calculated a mean above 2.5. The mean of this Section B (History of the Municipality) in combination calculated above 2.5, is an indication that the statements contained in this section of the questionnaire are viewed by the respondents who are residents also as negative, indicating that respondents tended to disagree with the statements contained in this section The aforementioned statements for both (managers and residents) supports the literature (Chapter 3, under section 3.3), where it highlights the history of municipalities before the merging in 2000. It highlights issues such as, that during the apartheid regime, South Africa consisted of racially based local authorities responsible for a limited number of municipal services and Local Governments were subordinate creatures of statute, comprising a multiplicity of fragmented institutions, racially segregated, which, as a result, provided massively unequal services to different communities. Furthermore, local government was the sphere of government that was the clearest example of racial segregation and unequal access to services, due to the separate municipalities meant for the different racial groups in the country.

Further results of Section B – History of the Municipality, will be discussed as part of the factor analysis.

5.3.2 Exploratory factor analysis (EFA)

A principal axis factor analysis with Oblimin rotation were performed and only one factor for Section B – History of the municipality in the questionnaire, was extracted explaining 75.3% of the variance.

An exploratory factor analysis was conducted on the six statements of Section B (History of the Municipality), in order to explore the factorial structure for the respondents who are residents in the municipal area and for the respondents who are managers at the municipality combined. One factor was extracted, explaining 75.3% of the variance and all factor loadings were larger than 0.63.

In Table 5.14 below, the communalities for statements b12 – b17 in Section B – History of the Municipality, which loaded only one Factor, are all above 0.5 except for statements b15 loading .407.

Table 5.14: Communalities for statements in Section B – History of the Municipality

SECTION B – HISTORY OF THE MUNICIPALITY	
Statement or question	Communalities
b12 - was satisfied with the delivery of basic services such as electricity and water before the merging of the municipality.	.761
b13 - The basic services offered by the municipality were available where I need it before the merging of the municipality	.829
b14 - The basic services provided by the municipality were affordable before the merging of the municipality.	.819
b15 - The basic services offered by the municipality were the same for all the citizens of the town before the merging of the municipality.	.407
b16 - I was satisfied with the amount of money I had to pay for the basic services provided to me by the municipality before the merging.	.746
b17 - Basic service delivery was better before the merging of the municipality.	.694

The results of the Kaiser-Meyer-Olkin Measure of Sampling Adequacy, P-Value of Bartlett's Test of sphericity and the Determinant of Correlation Matrix are reported in the Table 5.15 on page 133:

Table 5.15: KMO, Bartlett's Test and Determinant of Correlation Matrix

KMO, Bartlett's Test and Determinant of Correlation Matrix	Value
Kaiser-Meyer-Olkin Measure of Sampling Adequacy (KMO)	.909
P-Value of Bartlett's Test of Sphericity	< 0.001
Determinant of Correlation Matrix	.005

The KMO Measure of Sampling Adequacy measured .909 (superb according to Field, 2009: 647) which suggests that the sample size is adequate for factor analysis. The P-value of Bartlett's Test of Sphericity returned a value smaller than 0.05, indicating that correlations between statements were sufficiently large for factor analysis.

The reliability coefficients of the one identified factor appears in the Table 5.16 below:

Table 5.16: Reliability statistics for Factor B – History of the Municipality

FACTOR	CRONBACH ALPHA
B – History of the Municipality	.95

Cronbach Alpha coefficients (for History of the municipality – Section B in the questionnaire) was calculated, so as to estimate the reliability among the constructs. This factor has returned satisfactory reliable coefficients of .95 (see Table 5.16), which indicates that this factor is reliable.

5.4 EFFECTIVE SERVICE DELIVERY

5.4.1 Frequencies and descriptive statistics

The frequency and descriptive statistical results of “**Section C -Effective Service Delivery**” are reported in Table 5.17 for management and Table 5.18 for residents and the information is reflected in Table 5.17 on pages 134-135 and Table 5.18 on pages 137-138:

Table 5.17: The frequency and descriptive statistical results of “Section C -Effective Service Delivery - Management

MANAGEMENT – SECTION C – EFFECTIVE SERVICE DELIVERY						
Statement or question	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
c18 - Basic service delivery such as access to electricity and water is better after the merging of the municipality.	40.7%	22.0%	18.7%	16.7%	2.1733	1.19139
c19 - The basic services offered by the municipality are available where I need it.	43.3%	22.0%	18.7%	15.3%	2.0800	1.13823
c20 - The basic services provided by the municipality are affordable.	34.7%	30.7%	19.3%	14.7%	2.1600	1.08114
c21 - The basic service delivery of the municipality is done right, at the right place, and the right time.	35.3%	26.0%	22.0%	16.0%	2.2067	1.11305
c22 - The basic services offered by the municipality gives me what I need.	31.3%	34.0%	14.7%	19.3%	2.2400	1.11536
c23 - The basic services offered by the municipality are the same for all the citizens of the town.	34.7%	25.3%	20.0%	19.3%	2.2600	1.14944
c24 - I am satisfied with the availability of basic services I receive from the municipality.	41.3%	25.3%	14.7%	17.3%	2.1200	1.16964
c25 - I am satisfied with the amount of money I have to pay for the basic services provided to be by the municipality.	36.7%	25.3%	16.7%	20.0%	2.2400	1.18537
c26 - I am satisfied that the municipality is doing enough to ensure basic service delivery now.	36.2%	24.8%	18.1%	20.1%	2.2416	1.16625

MANAGEMENT – SECTION C – EFFECTIVE SERVICE DELIVERY

Statement or question	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
c27 - I am satisfied that the municipality is doing enough to ensure basic service delivery in the future	35.3%	22.0%	20.0%	22.0%	2.3067	1.18688
c28 - I am well informed about the fair distribution of services by the municipality to all the citizens of the city	34.7%	26.0%	12.7%	26.0%	2.3200	1.21688
c29 - I am well informed about what the municipality is doing to ensure basic service delivery.	34.7%	26.0%	10.7%	28.0%	2.3400	1.23609
c30 - I am treated with respect as a customer at the municipality.	21.5%	36.9%	18.1%	22.8%	2.4430	1.08667
c31 - The employees of the municipality are very helpful when I visit the municipal office.	20.1%	34.2%	16.1%	28.9%	2.5570	1.12935

The benchmark in terms of responses for every statement is marked (filled in blue) in the table above (for managers at the municipality). In this section the response benchmark for all the statements is one (1) “Strongly Agree” (refer to chapter 2, section 2.3 and 2.4; chapter 3, section 3.3.3).

According to Table 5.17, the results indicates that respondents who are managers at the municipalities in this study are satisfied as the services are delivered effectively after the merging of the municipalities – the majority of the statements calculated a mean below 2.5, meaning they agree with the statements in Section C – Effective Service Delivery. The mean of this Section C (Effective service delivery) in combination calculated at 2.26, is an indication that the statements contained in this section of the questionnaire are viewed by the respondents who are managers at the municipality as positive, indicating that respondents tended to agree with the statements contained in this section. The aforementioned statement is justifiable as all the respondents are all managers who manage these municipalities and they are the ones who have to ensure that effective service delivery takes place.

Table 5.18: The frequency and descriptive statistical results of “Section C -Effective Service Delivery - Residents

Statement or question	RESIDENTS – SECTION C – EFFECTIVE SERVICE DELIVERY					
	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
c18 - Basic service delivery such as access to electricity and water is better after the merging of the municipality.	27.0%	19.9%	20.3%	28.1%	2.6358	1.27207
c19 - The basic services offered by the municipality are available where I need it.	23.1%	25.5%	21.0%	28.8%	2.6038	1.17278
c20 - The basic services provided by the municipality are affordable.	23.2%	20.1%	23.7%	30.3%	2.6930	1.20333
c21 - The basic service delivery of the municipality is done right, at the right place, and the right time.	20.7%	17.6%	21.7%	36.7%	2.8415	1.21638
c22 - The basic services offered by the municipality gives me what I need.	20.7%	21.4%	21.8%	33.1%	2.7662	1.20135
c23 - The basic services offered by the municipality are the same for all the citizens of the town.	22.9%	14.8%	22.5%	31.7%	2.8740	1.30091
c24 - I am satisfied with the availability of basic services I receive from the municipality.	23.8%	20.5%	21.4%	31.2%	2.6925	1.22558

RESIDENTS – SECTION C – EFFECTIVE SERVICE DELIVERY						
Statement or question	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
c25 - I am satisfied with the amount of money I have to pay for the basic services provided to be by the municipality.	21.5%	17.7%	22.7%	35.0%	2.8084	1.21632
c26 - I am satisfied that the municipality is doing enough to ensure basic service delivery now.	23.3%	18.7%	19.4%	36.0%	2.7621	1.23699
c27 - I am satisfied that the municipality is doing enough to ensure basic service delivery in the future	22.7%	19.5%	20.1%	32.3%	2.7826	1.26298
c28 - I am well informed about the fair distribution of services by the municipality to all the citizens of the city	21.6%	18.1%	20.1%	34.1%	2.8502	1.26831
c29 - I am well informed about what the municipality is doing to ensure basic service delivery.	21.2%	19.3%	20.4%	32.5%	2.8389	1.26718
c30 - I am treated with respect as a customer at the municipality.	29.7%	21.6%	20.6%	24.2%	2.5100	1.25056
c31 - The employees of the municipality are very helpful when I visit the municipal office.	25.4%	24.7%	16.2%	29.3%	2.6257	1.26279

The benchmark in terms of responses for every statement is marked (filled in blue) in the table above (for residents at the municipality). In this section the response benchmark for all the statements is one (1) “Strongly Agree”.

According to the other above mentioned Table 5.18, the respondents who are residents in this study indicate that they experiences challenges with effective service delivery after the merging of the municipalities - the majority of the statements calculated a mean above 2.5. The mean of this Section C (Effective service delivery) in combination calculated at 2.73, is an indication that the statements contained in this section of the questionnaire are viewed by the respondents who are residents also as negative, indicating that respondents tended to disagree with the statements contained in this section. The afore mentioned different statement by residents are supported by the literature (Chapter 3, under point 3.4), where it highlights that post-apartheid South Africa faces a major challenge in ensuring that municipalities provide optimal and professional services to citizens of heterogeneous cultures. Furthermore, many municipalities, however, are unable to deliver the basic services such as, water supply, sewage collection and disposal, refuse removal and electricity supply to residents. This may be due to a lack of finances, capacity, or skills to provide a good service at an affordable price.

5.4.2 Exploratory factor analysis (EFA)

A principal axis factor analysis with Oblimin rotation were performed and one factor for Section C – Effective service delivery in the questionnaire was extracted explaining 68.7% of the variance.

In Table 5.19 on the next page, the communalities for statements c18 – c31 in Section C – Effective Service Delivery, which loaded only one Factor, are all above 0.5 except for statements c30 loading .451 and c31 loading .436.

Table 5.19: Communalities for statements in Section C – Effective Service Delivery

SECTION C – EFFECTIVE SERVICE DELIVERY	
Statement or question	Communalities
c18 - Basic service delivery such as access to electricity and water is better after the merging of the municipality.	.574
c19 - The basic services offered by the municipality are available where I need it.	.648
c20 - The basic services provided by the municipality are affordable.	.694
c21 - The basic service delivery of the municipality is done right, at the right place, and the right time.	.745
c22 - The basic services offered by the municipality gives me what I need.	.747
c23 - The basic services offered by the municipality are the same for all the citizens of the town.	.661
c24 - I am satisfied with the availability of basic services I receive from the municipality.	.765
c25 - I am satisfied with the amount of money I have to pay for the basic services provided to be by the municipality.	.703
c26 - I am satisfied that the municipality is doing enough to ensure basic service delivery now.	.768
c27 - I am satisfied that the municipality is doing enough to ensure basic service delivery in the future	.709
c28 - I am well informed about the fair distribution of services by the municipality to all the citizens of the city	.715
c29 - I am well informed about what the municipality is doing to ensure basic service delivery.	.675
c30 - I am treated with respect as a customer at the municipality.	.451
c31 - The employees of the municipality are very helpful when I visit the municipal office.	.436

The results of the Kaiser-Meyer-Olkin Measure of Sampling Adequacy, P-Value of Bartlett's Test of sphericity and the Determinant of Correlation Matrix are reported in the table 5.20 below:

Table 5.20: KMO, Bartlett's Test and Determinant of Correlation Matrix

KMO, BARTLETT'S TEST AND DETERMINANT OF CORRELATION MATRIX	VALUE
Kaiser-Meyer-Olkin Measure of Sampling Adequacy (KMO)	.960
P-Value of Bartlett's Test of Sphericity	< 0.001
Determinant of Correlation Matrix	9.167E-007

The KMO Measure of Sampling Adequacy measured .960 (superb according to Field, 2009: 647) which suggests that the sample size is adequate for factor analysis. The P-value of Bartlett's Test of sphericity returned a value smaller than 0.05, indicating that correlations between statements were sufficiently large for factor analysis.

The reliability coefficients of the one identified factor appears in the Table 5.21 below:

Table 5.21: Reliability statistics for Factor C – Effective Service Delivery

FACTOR	CRONBACH ALPHA
C - Effective Service Delivery	.93

Cronbach Alpha coefficients (for effective service delivery – Section C in the questionnaire) were calculated, so as to estimate the reliability among the constructs. Statements c18 – c31 loaded one factor. These statements are related to effective service delivery at municipalities after the merging. The Cronbach's Alpha Coefficient of this factor with all the items included yielded a value of 0.93 which shows very good reliability.

5.5 MANAGERIAL MODEL

5.5.1 Frequencies and descriptive statistics

In Table 5.22 on pages 143-145, the frequency and descriptive statistical results of “**Section D - Managerial Model**” are reported

Table 5.22: The frequency and descriptive statistical results of “Section D - Managerial Model

Statement or question	MANAGEMENT – SECTION D – MANAGERIAL MODEL					
	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
d32 - I have the necessary education to perform my job well.	76.7%	17.3%	3.3%	2.7%	1.3200	.6688
d33 - I am satisfied with the infrastructure (computer, desk, chairs) available to me in the performance of my duties.	66.0%	23.3%	4.7%	6.0%	1.5066	.8414
d34 - The skills I have are useful in my current job.	66.7%	30.7%	2.7%	0	1.3600	.5345
d35 - The experience I have is useful in my current job.	68.7%	26.7%	4.0%	0.7%	1.3666	.5955
d36 - There is a monitoring and evaluation tool available at the municipality to measure performance.	50.0%	28.4%	11.5%	9.5%	1.8027	.9837
d37 - The monitoring and evaluation tool available at the municipality to measure performance is implemented.	43.0%	33.6%	10.7%	12.8%	1.9329	1.0245
d38 - It is the duty of a manager to develop his/her subordinates.	52.0%	30.0%	11.3%	6.7%	1.7266	.9115
d39 - My manager visibly challenge any incidents of discrimination and racism.	43.6%	35.6%	10.7%	9.4%	1.8581	.9548
d40 - My manager visibly challenge any incidents of favouritism and nepotism.	45.6%	28.9%	11.4%	12.8%	1.9115	1.0464

Statement or question	MANAGEMENT – SECTION D – MANAGERIAL MODEL					
	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
d41- I am satisfied that what the municipality is doing to develop its own employees is useful	38.0%	30.7%	16.0%	14.7%	2.0738	1.0660
d42 - The municipality keeps residents well informed about what basic services are offered.	31.5%	32.9%	13.4%	20.8%	2.2381	1.1185
d43 - The municipality keeps residents well informed about what they are paying for the services they use	54.7%	24.7%	9.3%	10.0%	1.7432	.9974
d44 - The municipality is run professionally	63.3%	14.7%	10.0%	10.7%	1.6757	1.0381
d45 - There is political interference in the administration of the municipality.	77.2%	15.4%	0.7%	5.4%	1.3333	.7525
d46 - The establishment of non-racial municipalities eliminated the divisions of the past.	68.7%	22.0%	3.3%	5.3%	1.4496	.8006
d47 - Since the merging of the municipality there is progress made in terms of service delivery.	71.1%	16.8%	4.7%	6.0%	1.4490	.8455
d48 - My manager is comparing the set goals against the actual performance when evaluating my performance.	54.7%	27.3%	9.3%	6.0%	1.6575	.8901
d49 - My manager is monitoring my performance.	47.3%	26.7%	15.3%	8.0%	1.8356	.9757
d50 - My manager is evaluating my performance.	38.3%	34.2%	12.8%	11.4%	1.9722	1.0031

MANAGEMENT – SECTION D – MANAGERIAL MODEL						
Statement or question	Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Mean	Standard Deviation
d51 - The strategies that are in place are useful in the performance of my duties.	34.9%	35.6%	14.8%	14.1%	2.0810	1.0335
d52 - The policies that are in place are useful in the performance of my duties.	36.7%	28.7%	17.3%	16.7%	2.1409	1.0968
d53 - The procedures that are in place are useful in the performance of my duties.	32.0%	32.7%	20.7%	14.0%	2.1678	1.0359
d54 - The policies that are in place ensure my professional service delivery to customers.	30.7%	35.3%	18.7%	14.7%	2.1745	1.0315
d55 - The strategies that are in place ensure my professional service delivery to customers.	32.0%	32.7%	18.7%	15.3%	2.1757	1.0544
d56 - The procedures that are in place ensure my professional service delivery to customers.	28.2%	36.9%	15.4%	18.8%	2.2500	1.0682

The benchmark in terms of responses for every statement is marked (filled in yellow) in the table 5.22 above (for managers at the municipality). In this section the response benchmark for all the statements is one (1) “Strongly Agree” (refer to chapter 2, section 2.4).

The results in the above mentioned table 5.22 confirm that managers at municipalities who participated in this study are not experiencing challenges when it comes to issues of management – the majority of the statements calculated a mean below 2.5. This supports the literature (refer to Chapter 2) indicating that for municipalities to function properly and to provide efficient and effective service delivery to the communities, they have to recruit and select competent and skilled employees. Furthermore, in order to ensure effective use of resources the municipality will improve its information gathering system to ensure that it has correct information of the needs and priorities of the residents and that those needs are quantified. The results also confirm the statement made by the Premier of North West, Ms Thandi Modise in 2012, indicating that municipalities had to employ qualified and skilled staff to overcome the service delivery problems (refer to Chapter 1). Local government transformation in South Africa has exerted considerable pressure on municipalities to manage their financial resources effectively, economically and efficiently in order to meet their developmental mandate. Therefore, municipalities need to improve sound financial management requirements as envisaged in the statutory framework by appointing qualified and capable officials, including chief financial officers and internal auditors, with right and appropriate skills and experience. Importantly, municipal officials who manage must account for results, not only for budget spending or poor service delivery and as more resources are transferred to local government there is a need to strengthen the institutions that enforce accountability of public resources (refer to Chapter 1).

The detail results of “**Section D – Managerial Model**”, will be discussed as part of the factor analysis below.

5.5.2 Exploratory factor analysis (EFA)

According to Pietersen and Maree (2007:219) a factor analysis was used to identify the structure and factors, and through this process the structural validity of the research was also determined. The same authors further indicates that the purpose of a factor analysis is to determine which statements (items) belong together due to the fact that it measures the same factor.

The results of the Kaiser-Meyer-Olkin Measure of Sampling Adequacy, P-Value of Bartlett's Test of sphericity and the Determinant of Correlation Matrix are reported in the table 5.23 below:

Table 5.23: KMO, Bartlett's Test and Determinant of Correlation Matrix

KMO, BARTLETT'S TEST AND DETERMINANT OF CORRELATION MATRIX	VALUE
Kaiser-Meyer-Olkin Measure of Sampling Adequacy (KMO)	.856
P-Value of Bartlett's Test of Sphericity	< 0.001
Determinant of Correlation Matrix	6.015E-011

The KMO Measure of Sampling Adequacy measured 0.856 is excellent, as values between 0.8 and 0.9 are excellent according to Field (2009:647) and suggests that the sample size is adequate for factor analysis (refer to Chapter 4). The P-value of Bartlett's Test of sphericity returned a value smaller than 0.05, indicating that correlations between statements were sufficiently large for factor analysis.

A factor analysis was conducted on the 25 statements of **"Section D – Managerial Model"** as to explore the factorial structure.

After exploring various multifactor solutions, the factor analysis identified four factors and these factors were extracted, namely performance monitoring and evaluation, professionalism, development, personal development and competency in order to explain Section D – managerial model. These four identified factors explained 70% of the variances.

Table 5.24: Pattern Matrix

SECTION D – MANAGERIAL MODEL					
Statement or question	Factor One: Performance monitoring and evaluation	Factor Two: Professionalism	Factor Three: Development	Factor Four: Personal development and competency	Communalities
d53 - The procedures that are in place are useful in the performance of my duties.	.940				.852
d54 - The policies that are in place ensure my professional service delivery to customers.	.909				.869
d52 - The policies that are in place are useful in the performance of my duties.	.885				.783
d51 - The strategies that are in place are useful in the performance of my duties.	.849				.735
d56 - The procedures that are in place ensure my professional service delivery to customers.	.818				.748
d55 - The strategies that are in place ensure my professional service delivery to customers.	.794				.739
d50 - My manager is evaluating my performance	.659				.714

SECTION D – MANAGERIAL MODEL					
Statement or question	Factor One: Performance monitoring and evaluation	Factor Two: Professionalism	Factor Three: Development	Factor Four: Personal development and competency	Communalities
d49 - My manager is monitoring my performance	.575				.682
d44 - The municipality is run professionally		.830			.725
d46 - The establishment of non-racial municipalities eliminated the divisions of the past.		.808			.719
d47 - Since the merging of the municipality there is progress made in terms of service delivery.		.793			.626
d45 - There is political interference in the administration of the municipality.		.739			.534
d48 - My manager is comparing the set goals against the actual performance when evaluating my performance.		.615			.599
d33 - I am satisfied with the infrastructure (computer, desk, chairs) available to me in the performance of my duties.		.531			.563
d43 - The municipality keeps residents well informed about what they are paying for the services they use		.491			.342

SECTION D – MANAGERIAL MODEL					
Statement or question	Factor One: Performance monitoring and evaluation	Factor Two: Professionalism	Factor Three: Development	Factor Four: Personal development and competency	Communalities
d36 - There is a monitoring and evaluation tool available at the municipality to measure performance.		.457			.560
d40 - My manager visibly challenge any incidents of favouritism and nepotism.			.868		.734
d41 - I am satisfied that what the municipality is doing to develop its own employees is useful			.816		.755
d39 - My manager visibly challenge any incidents of discrimination and racism.			.777		.693
d42 - The municipality keeps residents well informed about what basic services are offered.			.704		.684
d38 - It is the duty of a manager to develop his/her subordinates			.677		.487
d37 - The monitoring and evaluation tool available at the municipality to measure performance is implemented			.459		.638
d35 - The experience I have is useful in my current job.				.777	.580

SECTION D – MANAGERIAL MODEL					
Statement or question	Factor One: Performance monitoring and evaluation	Factor Two: Professionalism	Factor Three: Development	Factor Four: Personal development and competency	Communalities
d34 - The skills I have are useful in my current job.				.699	.511
d32 - I have the necessary education to perform my job well.				.535	.300
Cronbach's Alpha	.96	.88	.89	.70	
Factor Mean	2.14	1.62	1.99	1.35	
Factor Standard Deviation	.94516	.72619	.84488	.47665	

As Oblimin rotation was performed in this study, will the variance explanation for each factor not be given. The four identified factors in Table 5.24 on page 148, are discussed below:

5.5.2.1 *Factor D-One: Performance monitoring and evaluation*

Statements d49, d50, d51, d52, d53, d54, d55 and d56 loaded on factor one (1). These statements are related to the “**Performance Monitoring and Evaluation**” factor. Statements d53 and d54 have factor loadings of above 0.9, whilst statements d51, d52 and d56 have factor loadings of above 0.8. Statement d55 has a factor loading of above 0.7 and d50 loaded above 0.6. Statement d49 have a factor loading of above 0.5, which is satisfactorily on this factor.

The communalities for statements in Factor One are all above 0.7 except for statements d49 (.682), which is close to 0.7 and can therefore still be deemed acceptable. The Cronbach’s Alpha Coefficient of this factor with all the items included yielded a value of 0.96 which shows very good reliability.

The factor mean is calculated at 2.14 which is an indication that the respondents who are managers at the municipalities for this study tended to agree with the statements in the factor. According to the item-level results in table it seems that respondents tended to agree that managers are monitoring performance (mean of 1.92); managers are evaluating performance (mean of 2.07); the strategies that are in place are useful in the performance of duties (mean of 2.10); the policies that are in place are useful in the performance of duties (mean of 2.16); the procedures that are in place are useful in the performance of duties (mean of 2.18); the policies that are in place ensure professional service delivery to customers (mean of 2.19); the strategies that are in place ensure professional service delivery to customers (mean of 2.21) and the procedures that are in place ensure professional service delivery to customers (mean of 2.26).

The abovementioned discussion indicates that the respondents who are managers at the municipalities in this study tended to agree with the statements in Factor D-One: Performance monitoring and evaluation and they are supported by Mmapulana (2010: 8) stating that performance management is very critical in both private and public sector as one cannot measure performance without using different measurement systems, such as ratings, performance outcomes and customer satisfaction with regard to the rendered service.

Furthermore, according to the Local Government Municipal Systems (Act, No.32 of 2000), performance management is an iterative process of setting targets, monitoring performance against those targets, and taking steps to improve performance. Performance management can help municipalities to work more effectively towards meeting development challenges,

because it allows them to assess the impact of the various strategies they are pursuing. Performance monitoring and evaluation can also enhance accountability, because it allows municipal councillors and staff, and local communities, to monitor whether they are receiving value for money spent on various services such as water, electricity and refuse removal (refer to Chapter 2 and Chapter 6).

5.5.2.2 Factor D-Two: Professionalism

Statements d33, d36, d43, d44, d45, d46, d47 and d48 loaded on factor one (1). These statements are related to the “**Professionalism**” factor. Statements d44 and d46 have factor loadings of above 0.8, whilst statements d45 and d47 have factor loadings of above 0.7. Statement d48 has a factor loading of above 0.6 and d33 loaded above 0.5. Statements d36 and d43 have a factor loading of above 0.4, which is satisfactory on this factor.

The communalities for statements in Factor Two are all above 0.5 except for statements d43 (.342). The Cronbach's Alpha Coefficient of this factor with all the items included yielded a value of 0.88 which shows good reliability.

The respondents who are managers at municipalities in this study tended to agree that as managers, they are professional in executing their duties with a factor mean of 1.62.

According to the item-level results in table it seems that respondents tended to agree that they are satisfied with the infrastructure such as chairs and desks available in order to perform their duties (mean of 1.51); there is a monitoring and evaluation tool available at the municipality to measure performance (mean of 1.82); the municipality keeps residents well informed about what basic services are offered (mean of 1.79). Furthermore, respondents tended to agree that the municipality is run professionally (mean of 1.72); there is political interference in the administration of the municipality (mean of 1.38); the establishment of non-racial municipalities eliminated the divisions of the past (mean of 1.47); since the merging of the municipality there is progress made in terms of service delivery (mean of 1.50) and managers are comparing the set goals against the actual performance when evaluating my performance (mean of 1.75).

Based on the abovementioned discussion, the respondents who are managers at municipalities in this study tended to agree that as managers, they are professional in executing their duties and it is supported by Powell (2010) indicating that this requires municipal officials to discharge their responsibilities with prudence and in an efficient, transparent, and accountable manner thus promoting good governance. Furthermore, the Municipal Finance Management (Act, No.56 of 2003, Section 78 (1)(b)), requires municipalities to “take reasonable steps to ensure that the resources of the municipality are

used effectively, efficiently and economically”. Effective use of resources requires that the municipality use its resources to supply real needs of the people residing in the municipal area (refer to Chapter 2 and Chapter 6).

5.5.2.3 *Factor D-Three: Development*

Statements d40, d41, d39, d42, d38 and d37 loaded on factor three (3). These statements are related to the “**Development**” factor. Statements d40 and d41 have factor loadings of above 0.8, whilst statements d39 and d42 have factor loadings of above 0.7. Statement d38 has a factor loading of above 0.6 and d37 loaded above 0.4, which is satisfactorily on this factor.

The communalities for statements in Factor Three are all above 0.6 except for statements d38 (.487). The Cronbach’s Alpha Coefficient of this factor with all the items included yielded a value of 0.89 which shows good reliability.

The factor mean is calculated at 1.99 which is an indication that the respondents who are managers at the municipalities for this study tended to agree with the statements in the factor. According to the item-level results in table it seems that respondents tended to agree that managers are visibly challenge any incidents of favouritism and nepotism (mean of 1.95); they are satisfied with what the municipality is doing to develop its own employees (mean of 2.09); managers visibly challenge any incidents of discrimination and racism (mean of 1.88); the municipality keeps residents well informed about what basic services are offered (mean of 2.27); it is the duty of a manager to develop his/her subordinates (mean of 1.73) and the monitoring and evaluation tool available at the municipality to measure performance is implemented (mean of 1.93).

The “Development” factor shows a good reliability with a Cronbach’s Alpha Coefficient of 0.89.

The factor mean is calculated at 1.99 which is an indication that the respondents who are managers at the municipalities for this study tended to agree with the statements in Factor D-Three: Development. Makhalemele (2008: 63) agrees with the afore mentioned statement by pointing out that municipal employees must have the experience, skills and be qualified and also be capacitated to be conversant with the acts and policies in the local government sphere Municipal Systems Amendment (Act of 2000, Section 82, Schedule 3 (2). Mmapulana (2010: 8) also points out that due to the growing community expectations such as fixing of potholes, supply of electricity and water, refuse removal to be rendered by the municipality, it is therefore important for the managers to continue to develop new ways to meet the public demands that they are serving. The managers at municipalities must seek ways to improve

their capabilities, approaches and results and transform their departments into high-performance institutions (refer to Chapter 2).

5.5.2.4 *Factor D-Four: Personal development and competency*

Statements d32, d34 and d35 loaded on Factor four (4). These statements are related to the **“Personal development and competency”** factor. Statements d35 has a factor loading of above 0.7, whilst statement d34 has a factor loading of above 0.6. Statement d32 has a factor loading of above 0.5 which is satisfactorily on this factor.

The communalities for statements in Factor Four are all above 0.5 except for statements d32 (.300). The Cronbach's Alpha Coefficient of this factor with all the items included yielded a value of 0.70 which shows sufficient reliability.

The factor mean is calculated at 1.35 which is an indication that the respondents who are managers at the municipalities for this study tended to agree with the statements in Factor D-Four: Personal development and competency.

According to Table 5.24 above, the results indicates that the respondents who are managers at the municipalities tended to agree that they are having the experience that is useful for the job they are doing (mean of 1.36); the skills they are having are useful for the job they are doing (mean of 1.36) and they have the necessary education to perform their jobs well (mean of 1.32).

The abovementioned discussion indicating that the respondents who are managers at the municipalities for this study tended to agree with the statements in Factor D-Four: Personal development and competency is supported by Rule in Makhalemele (2008: 63) pointing out that in order for municipalities to function properly and to provide efficient and effective service delivery to the communities, they have to recruit and select competent and skilled employees. Such employees must have the experience, skills and be qualified and also be capacitated to be conversant with the acts and policies in the local government sphere Municipal Systems Amendment (Act of 2000, Section 82, Schedule 3 (2)). Furthermore, Oberholzer (2012:3) also points out that municipalities must recruit, retain and develop the best available talent and skills, especially the best possible leadership in order turnaround the situations at municipalities (refer to Chapter 2).

5.5.3 Factor Correlation Matrix

The Pearson correlations between the extracted factors for **“Section D – Managerial Model”** are reported in Table 5.25 on the next page.

Table 5.25: The Pearson correlations between the extracted factors for “Section D – Managerial Model

FACTORS: SECTION D – MANAGERIAL MODEL		1	2	3	4
D1	Performance monitoring and evaluation	1.000	.342	.472	.101
D2	Professionalism	.342	1.000	.275	.199
D3	Development	.472	.275	1.000	.250
D4	Personal development and competency	.101	.199	.250	1.000

All the factors within “**Section D – Managerial Model**” had medium to large correlations.

5.6 COMPARISONS WITH BIOGRAPHICAL INFORMATION AND EFFECT SIZES

The researcher documented the impact of the biographical information on the respondents’ (management and residents) responses. The biographical data variables were examined to determine their influence on the respondents’ perceptions regarding Section B – History of the Municipality, Section C – Effective Service Delivery and Section D – Managerial Model. Although there are eleven variables in Section A (Biographical Information) for management and nine variables in Section A (Biographical Information) for residents, for the purpose of this research the researcher will only focus on seven variables (six applicable for both management and residents; and one variable (Number of years as manager) applicable for only management), namely:

- Gender
- Population
- Home language
- Highest educational qualification
- Gross monthly income
- In which municipality are you residing

- Number of years as manager

The remaining other biographical information which were not used do not have much of an impact on the study, given the nature of this study (Ellis, 2014).

The researcher will focus on the biographical information of the three selected municipalities, namely the Metsimaholo Local Municipality, the Matjhabeng Local Municipality in the Free State Provinve and the Gamagara Local Municipality in the Northern Cape Province, by using the Two-way Anova and also the One-way Anova.

In order to determine whether there were any statistically significant differences between the responses grouped using questions in Section A (the following variables were considered: Gender, Population group, Home language, Highest educational qualification, Gross monthly income, in which municipality are you residing and Number of years as manager) and extracted factors in Section B (as some of the questions are related) from the questionnaires, the responses were compared for each of the aforementioned questions in Section A and questions in Section B (also referred to as Factor B), Section C (also referred to as Factor C) and Section D (also referred to as Factor D consisting of Factor D1 – D4).

5.6.1 Comparisons of Factor B – History of the Municipality with Groups (Managers and Residents) and Municipalities

In Table 5.26 and Figure 5.1, focus will be given to results of the Two-way ANOVA - managers and residents in the three selected municipalities with regard to Factor B - History of the Municipality and the data in Table 5.26 is graphically displayed in Figure 5.1 below.

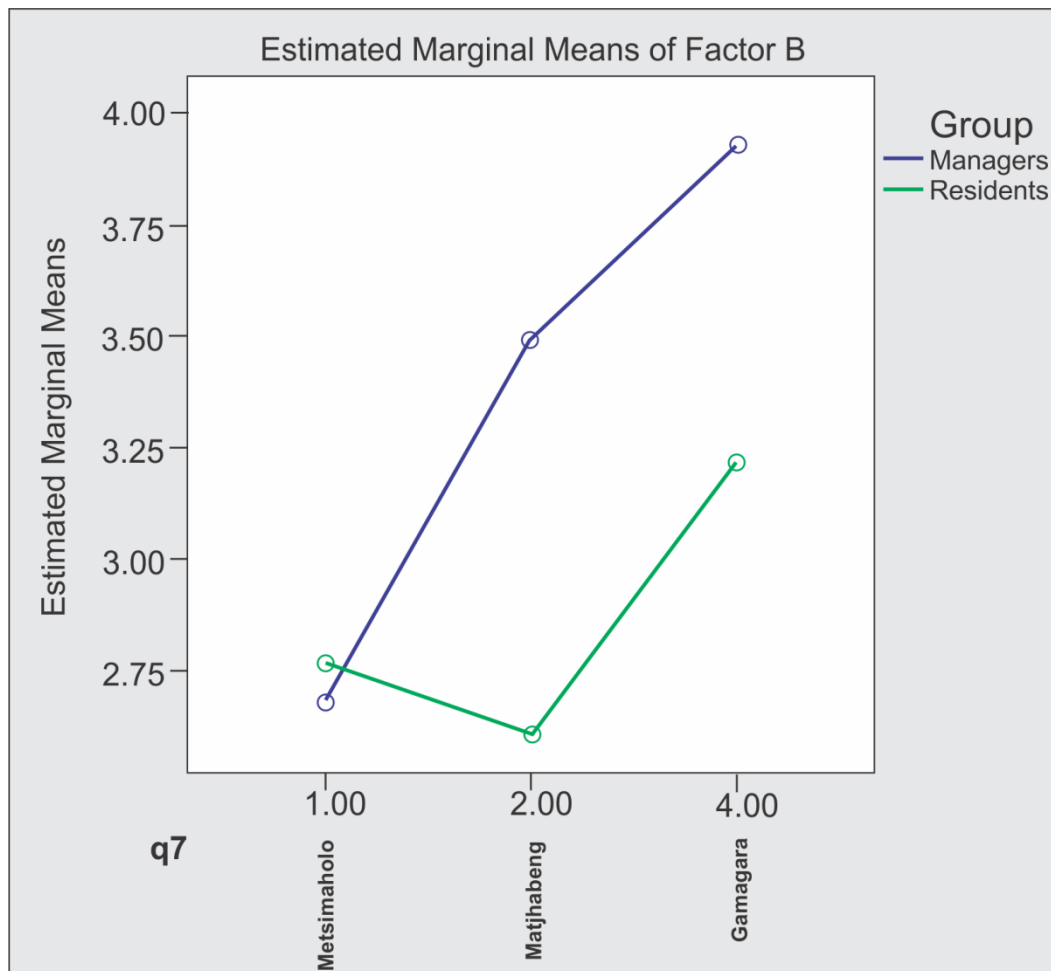


Figure 5.1: Managers and residents estimated marginal means with regard to the history of the municipality in the three different municipalities

Table 5.26: Results of Two-way ANOVA - Managers and Residents in the different municipalities

	MEANS OF MUNICIPALITIES						EFFECT SIZE					
	Metsimaholo municipality		Matjhabeng municipality		Gamagara municipality		P-value Group	P-value Interaction	MSE	Metsimaholo municipality	Matjhabeng municipality	Gamagara municipality
	Managers	Managers	Managers	Residents	Managers	Residents				Managers vs Residents	Managers vs Residents	Managers vs Residents
Factor B – History of the municipality	2.68	2.77	3.49	2.60	3.93	3.22	<0.001	<0,001	1.160	0.08	0.83	0.66

The results presented in Figure 5.1 and Table 5.26 seems that the respondents who are managers at the Metsimaholo Local Municipality in this study with a mean of 2.68 and the respondents who are residents at the Metsimaholo Local Municipality with a mean of 2.77 do not differ practically significant with regard to the statements in “Factor B –History of the municipality” ($d=0.08$, small).

The results also indicate that the respondents who are managers at the Matjhabeng Local Municipality in this study with a mean of 3.49 and the respondents who are residents at the Matjhabeng Local Municipality with a mean of 2.60 differ with regard to the statements in “Factor B –History of the municipality” ($d=0.83$, large), whereas residents tend to agree more with regard to the statements in Factor B –History of the municipality than managers.

Furthermore, the above mentioned results indicate that the respondents who are managers at the Gamagara Local Municipality in this study with a mean of 3.93 and the respondents who are residents at the Matjhabeng Local Municipality with a mean of 3.22 differ with regard to the statements in “Factor B –History of the municipality” ($d=0.66$, medium), whereas residents tend to agree more with regard to the statements in Factor B –History of the municipality than managers.

5.6.2 Comparisons of Factor C – Effective Service Delivery with Groups (Managers and Residents) and Municipalities

In Table 5.27 below, focus will be given to results of the Two-way ANOVA - managers and residents in the three selected municipalities with regard to Factor C – Effective Service Delivery and the data in Table 5.27 is graphically displayed in Figure 5.2 below.

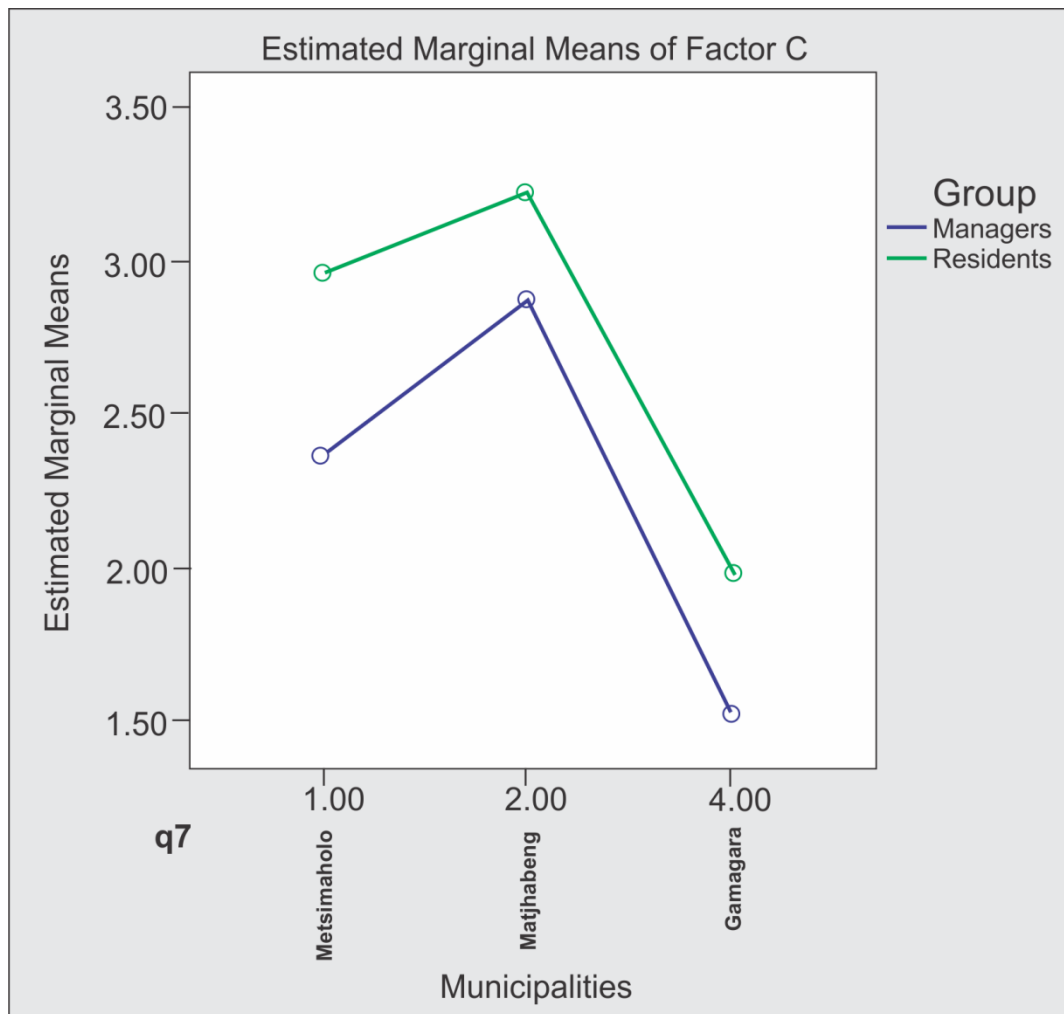


Figure 5.2: Managers and residents estimated marginal means with regard to effective service delivery in the three different municipalities

Table 5.27: Results of Two Way ANOVA - Managers and Residents in the different municipalities

	MEANS OF MUNICIPALITIES				EFFECT SIZE				EFFECT SIZE	
	Metsimaholo Municipality	Matjhabeng Municipality	Gamagara municipality	P-value – municipalities	Managers vs Residents	P-value - Group	P-value Interaction	MSE	Gamagara municipality vs Metsimaholo municipality	Gamagara municipality vs Matjhabeng municipality
Factor C – Effective Service Delivery	2.87	3.17	1.91	<0.001	0.64	<0.001	0.442	.735	1.12	1.47

The results presented in Figure 5.2 and Table 5.27 seems that there is no significant interaction effect but there is a significant main effect. Managers and residents differ with regard to the statements in Section C –Effective Service Delivery with a medium effect ($d=0.64$) where managers tend to agree more than residents with regard to the statements in Factor C – Effective Service Delivery.

In the above mentioned Table 5.27, the Effect Size with regard to Factor C –Effective Service Delivery, it is clear that the difference between the Gamagara Local Municipality vs the Metsimaholo Local Municipality is large with 1.12 and that the difference between the Gamagara Local Municipality vs Matjhabeng Local Municipality is also large with 1.47 and it is considered as practically significant. According to Table 5.23, managers and residents of the good performing municipality namely, the Gamagara Local Municipality agreed more than the managers and residents of the two poor performing municipalities, namely the Metsimaholo Local Municipality and the Matjhabeng Local Municipality with regard to the statements in Factor C – Effective Service Delivery.

5.7 COMPARISON OF FACTOR B – HISTORY OF THE MUNICIPALITY AND FACTOR C – EFFECTIVE SERVICE DELIVERY WITHIN GROUPS FOR BIOGRAPHICAL INFORMATION

5.7.1 Gender

There was no statistical and practical significant interactions effect between Gender and Municipalities with regard to the statements loaded in Factor B – History of the Municipality and with regard to the statements in Factor C – Effective Service Delivery for both managers and residents.

5.7.2 Population group

In Table 5.28 on page 165, focus will be given to results of the means of managers with regard to population group in the three municipalities for Factor B – History of the Municipality and the data in Table 5.28 is graphically displayed in Figure 5.3 on the next page.

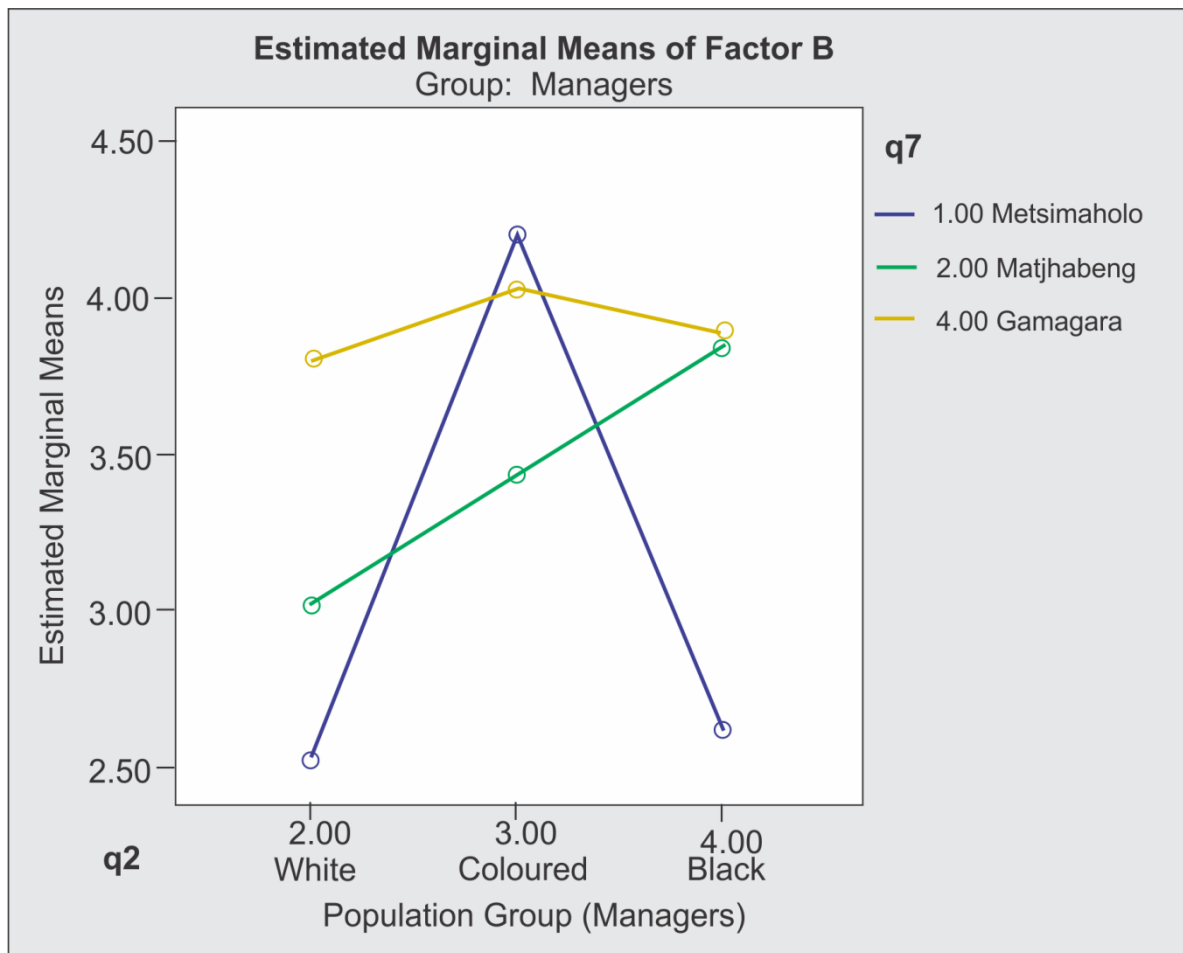


Figure 5.3: Managers estimated marginal means with regard to Population Group in the three different municipalities for Factor B – History of the Municipality

Table 5.28: Population group

(For Managers)

	MEANS OF MUNICIPALITIES										EFFECT SIZES									
	Metsimaholo municipality			Matjhabeng municipality			Gamagara municipality			P-value Interaction	MSE	Metsimaholo municipality			Matjhabeng municipality			Gamagara municipality		
	White	Coloured	African/Black	White	Coloured	African/Black	White	Coloured	African/Black			White vs Coloured	White vs Black	Coloured vs Black	White vs Coloured	White vs Black	Coloured vs Black	White vs Coloured	White vs Black	Coloured vs Black
Factor B – History of the Municipality	2.53	4.21	2.62	3.02	3.44	3.84	3.81	4.03	3.89	.006	.742	1.95	0.10	1.85	0.49	0.95	0.46	0.26	0.09	0.16

The results presented in Figure 5.3 on page 164 and Table 5.28 on page 165, indicate that the managers who are Coloureds at the Metsimaholo Local Municipality in this study with a mean of 4.21 tend to disagree with a larger margin than the managers who are Whites and Blacks with means of 2.51 and 2.62 respectively, at the Metsimaholo Local Municipality with regard to the statements loaded in Factor B – History of the Municipality.

The results also clearly show that the managers who are Whites at the Matjhabeng Local Municipality in this study with a mean of 3.02 tend to disagree with a lesser extent than the managers who are Coloureds and Blacks with means of 3.44 and 3.84 respectively at the Matjhabeng Local Municipality with regard to the statements loaded in Factor B– History of the Municipality; the managers who are Coloureds at the Matjhabeng Local Municipality in this study with a mean of 3.44 (disagree) with the statements loaded in Factor B– History of the Municipality.

There is no statistical and practical significant interactions effect between Population Group and Municipalities with regard to the statements loaded Factor C – Effective Service Delivery for both managers and residents.

5.7.3 Home language

There was no statistical and practical significant interactions effect between Homelanguage and municipalities with regard to the statements loaded in Factor B – History of the Municipality and with regard to the statements loaded in Factor C – Effective Service Delivery for both managers and residents.

5.7.4 Highest educational qualification

There was no statistical and practical significant interactions effect between Highest educational qualification and municipalities with regard to the statements loaded in Factor B – History of the Municipality for managers.

Although a statistical significant interaction effect ($p = 0.002$) for statements loaded in Factor C – Effective Service Delivery was found, it was as a result of the small numbers of managers with highest educational qualifications of Grade 1 – 7 and Grade 8 – 11. This has rendered comparisons by these groups not meaningful for managers.

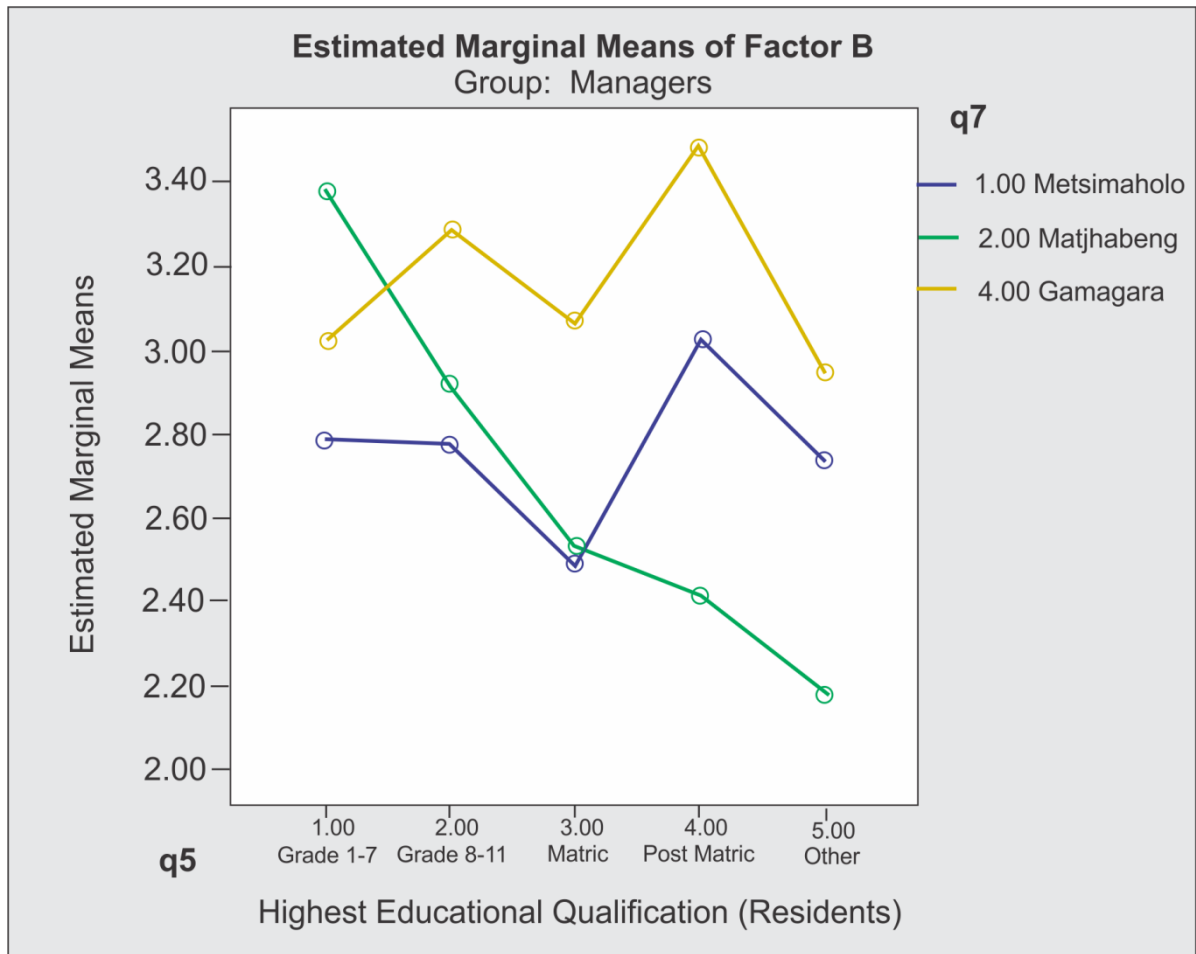


Figure 5.4: Residents estimated marginal means with regard to highest educational qualification in the three different municipalities for Factor B – History of the Municipality

Table 5.29: Highest educational qualification

(For Residents)

FACTOR B – History of the Municipality	MEANS OF MUNICIPALITIES													EFFECT SIZES						EFFECT SIZES						EFFECT SIZES							
	Metsimaholo municipality				Matjhabeng municipality				Gamagara municipality							Metsimaholo municipality						Matjhabeng municipality						Gamagara municipality					
2.79	Gr1-7	Gr8-11	Matric	Post Matric	Gr 1 - 7	Gr 8 - 11	Matric	Post Matric	Gr 1- 7	Gr8 - 11	Matric	Post Matric	P-value	P-value Interaction	MSE	Gr1-7 vs Gr8-11	Gr1-7 vs Matric	Gr1-7 vs Post matric	Gr8-11 vs Matric	Gr8 -11 vs Post Matric	Matric vs Post Matric	Gr1-7 vs Gr8-11	Gr1-7 vs Matric	Gr1-7 vs Post matric	Gr8-11 vs Matric	Gr8 -11 vs Post Matric	Matric vs Post Matric	Gr1-7 vs Gr8-11	Gr1-7 vs Matric	Gr1-7 vs Post matric	Gr8-11 vs Matric	Gr8 -11 vs Post Matric	Matric vs Post Matric
2.78																																	
2.49																																	
3.03																																	
3.38																																	
2.92																																	
2.53																																	
2.42																																	
3.03																																	
3.29																																	
3.08																																	
3.49																																	
<0.001																																	
.013																																	
1.181																																	
0.01																																	
0.28																																	
0.22																																	
0.27																																	
0.23																																	
0.50																																	
0.42																																	
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0.88																																	
0.36																																	
0.46																																	
0.10																																	
0.24																																	
0.05																																	
0.42																																	
0.19																																	
0.18																																	
0.38																																	

The results presented in Figure 5.4 on page 167 and Table 5.29 on page 168, indicate that there was a statistical significant interaction effect. The residents at the Metsimaholo Local Municipality in this study did not differ practically significant with the statements in Factor B – History of the Municipality, except for the residents who have Matric and Post Matric ($d=0,5$), where residents who have Post Matric tend to disagree more than residents who have Matric.

The results also indicate that the residents who have Matric or Post matric tend to agree more than those respondents who have only Grade 1 – Grade 11 with regard to the statements in Factor B – History of the Municipality ($d = 0.78, 0.88, 0.46$) at the Matjhabeng Local Municipality.

According Figure 5.4 and Table 5.29 it is clear that there is no practical significance in Highest Educational Qualification difference at the Gamagara Local Municipality as the relationships between Gr1-7 vs Gr 8-11, Gr8-11 vs Matric and Matric vs Post matric is small ($d \geq 0.5$).

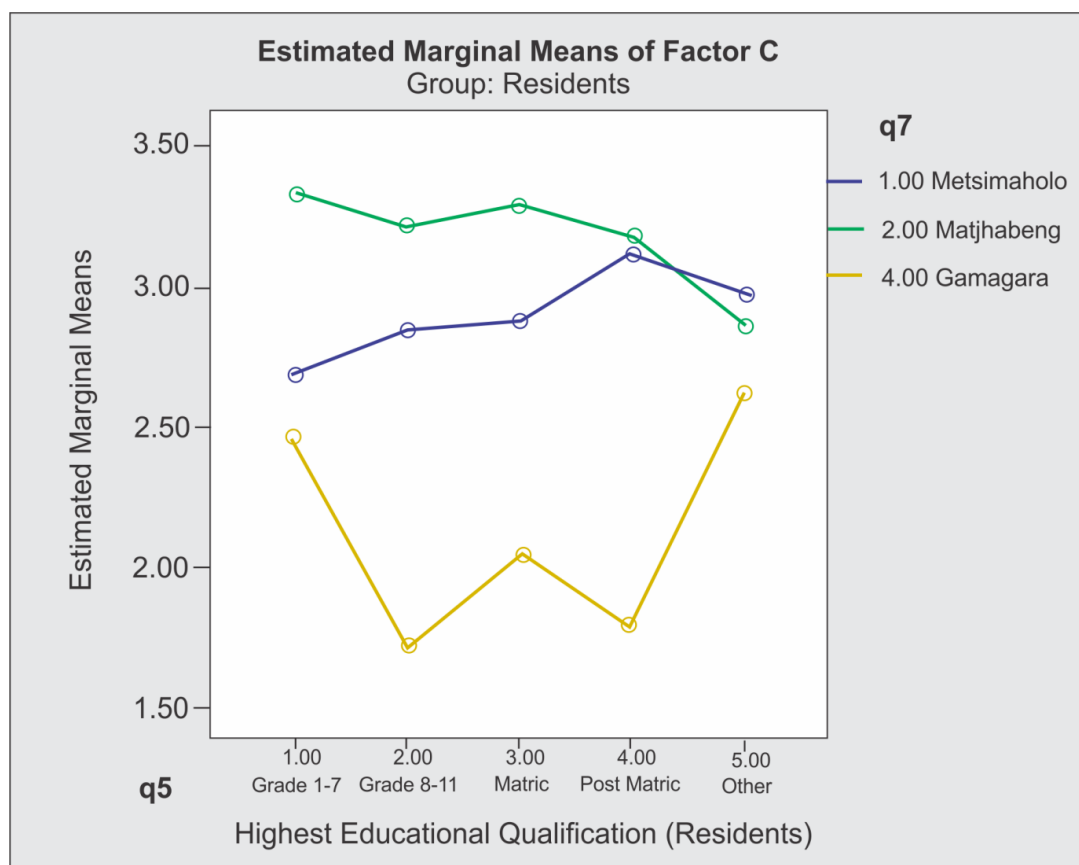


Figure 5.5: Residents estimated marginal means with regard to highest educational qualification in the three different municipalities for Factor C – Effective Service Delivery

(For Residents)

170

The results presented in Figure 5.5 on page 169 and Table 5.30 on page 170 indicate that there is a statistical significant interaction effect. The residents who have Post matric at the Metsimaholo Local Municipality in this study with a mean of 3.12 tend to disagree with a larger extent than the residents who have Gr1 -7, with regard to the statements in Factor C – Effective Service Delivery ($d = 0.51$).

The results also indicate that the residents (Gr 1 – 7, Gr 8 – 11, Matric and Post matric) at the Matjhabeng Local Municipality do not differ practically significant with regard to the statements loaded in Factor C – Effective Service Delivery.

Furthermore, the results also indicate that the residents at the Gamagara Local Municipality who have (Gr 1 – 7) tend to disagree more practically significant from all other respondents who have indicated that they have other highest educational qualifications ($d = 0.86, 0.49, 0.79$).

5.7.5 Monthly gross income

There was no statistical and practical significant interactions effect between Monthly gross income and Municipalities with regard to the statements loaded in Factor B – History of the Municipality and with regard to the statements loaded in Factor C – Effective Service Delivery for both managers and residents.

5.8 COMPARISONS OF FACTORS D1 – D4 WITH MUNICIPALITIES

In the following Tables 5.31 – 5.34 on the next pages, focus will be on the comparisons of Factor D1 - Performance monitoring and evaluation, Factor D2 – Professionalism, Factor D3 – Development and Factor D4 - Personal development and competency with the three selected municipalities, namely the Metsimaholo Local Municipality, the Matjhabeng Local Municipality, and the Gamagara Local Municipality and are discussed as follows:

5.8.1 Comparisons of Factor D1 - Performance monitoring and evaluation with Municipalities

The results in Table 5.31 below, indicates that the respondents in the three municipalities, namely the Metsimaholo Local Municipality, the Matjhabeng Local Municipality and the Gamagara Local Municipality did not differ practically significantly.

Table 5.31: Results of One Way ANOVA for municipalities for D1 - Performance Monitoring and Evaluation

	MEANS OF MUNICIPALITIES			P-value	MSE	EFFECT SIZES		
	Metsimaholo municipality	Matjhabeng municipality	Gamagara municipality			Metsimaholo municipality vs Matjhabeng municipality	Matjhabeng municipality vs Gamagara municipality	Gamagara Municipality vs Metsimaholo municipality
Factor D1 - Performance monitoring and evaluation	2.24	2.19	1.99	0.372	.898	0.06	0.27	0.21

5.8.2 Comparisons of Factor D2 – Professionalism with Municipalities

The results in Table 5.32 on the next page, indicates that the respondents who are managers at the Gamagara Local Municipality and the Matjhabeng Local Municipality in this study with means of 1.44 and 1.28 respectively, tend to agree with a larger margin than the respondents who are managers at the Metsimaholo Local Municipality with a mean of 2.14 with regard to the statements loaded in Factor D2 – Professionalism (d = 1.38 and 1.12 respectively).

Table 5.32 Results of One Way ANOVA for municipalities for Factor D2 – Professionalism

	MEANS OF MUNICIPALITIES			P-value	MSE	EFFECT SIZES		
	Metsimaholo municipality	Matjhabeng municipality	Gamagara municipality			Metsimaholo municipality vs Matjhabeng municipality	Matjhabeng municipality vs Gamagara municipality	Gamagara Municipality vs Metsimaholo municipality
Factor D2 - Professionalism	2.14	1.28	1.44	<0.001	.393	1.38	1.12	0.26

5.8.3 Comparisons of Factor D3 – Development with Municipalities

The Table 5.33 below, clearly shows that the respondents who are managers at the Gamagara Local Municipality in this study with a mean of 1.65 tend to agree with a larger margin than the respondents who are managers at the Metsimaholo Local Municipality and the Matjhabeng Local Municipality with means of 2.19 and 2.09 respectively, with regard to the statements loaded in Factor D3 – Development ($d = 0.66$ and 0.54 respectively).

Table 5.33: Results of One Way ANOVA for municipalities for Factor D3 – Development

	MEANS OF MUNICIPALITIES			P-value	MSE	EFFECT SIZES		
	Metsimaholo municipality	Matjhabeng municipality	Gamagara municipality			Metsimaholo municipality vs Matjhabeng municipality	Matjhabeng municipality vs Gamagara municipality	Gamagara Municipality vs Metsimaholo municipality
Factor D3 – Development	2.19	2.09	1.65	0.003	.672	0.13	0.66	0.54

5.8.4 Comparisons of Factor D4 - Personal development and competency with Municipalities

The results in Table 5.34 below, clearly indicates that there is no statistical or practical difference in agreement by the respondents who are managers at the three municipalities, namely the Metsimaholo Local Municipality, the Matjhabeng Local Municipality, and the Gamagara Local Municipality in this study with regard to the statements loaded in Factor D4 – Personal development and competency.

Table 5.34: Results of One Way ANOVA for municipalities for Factor D4 – Personal development and competency

	MEANS OF MUNICIPALITIES			P-value	MSE	EFFECT SIZES		
	Metsimaholo municipality	Matjhabeng municipality	Gamagara municipality			Metsimaholo municipality vs Matjhabeng municipality	Matjhabeng municipality vs Gamagara Municipality	Gamagara Municipality vs Metsimaholo municipality
Factor D4 - Personal development and competency.	1.39	1.32	1.35	0.823	.231	0.12	0.07	0.06

5.9 COMPARISONS OF FACTORS D1 – D4 WITH MUNICIPALITIES FOR BIOGRAPHICAL DATA

The researcher documented the comparisons of Factor D1 - Performance monitoring and evaluation, Factor D2 – Professionalism, Factor D3 – Development and Factor D4 - Personal development and competency with the three selected municipalities, namely the Metsimaholo Local Municipality, the Matjhabeng Local Municipality, and the Gamagara Local Municipality for biographical data and are discussed below:

5.9.1 Gender

There was no statistical and practical significant interactions effect between Gender and Municipalities with regard to the statements loaded in in Factor D1 – Performance monitoring and evaluation, Factor D2 – Professionalism and Factor D3 – Development for the respondents who are managers.

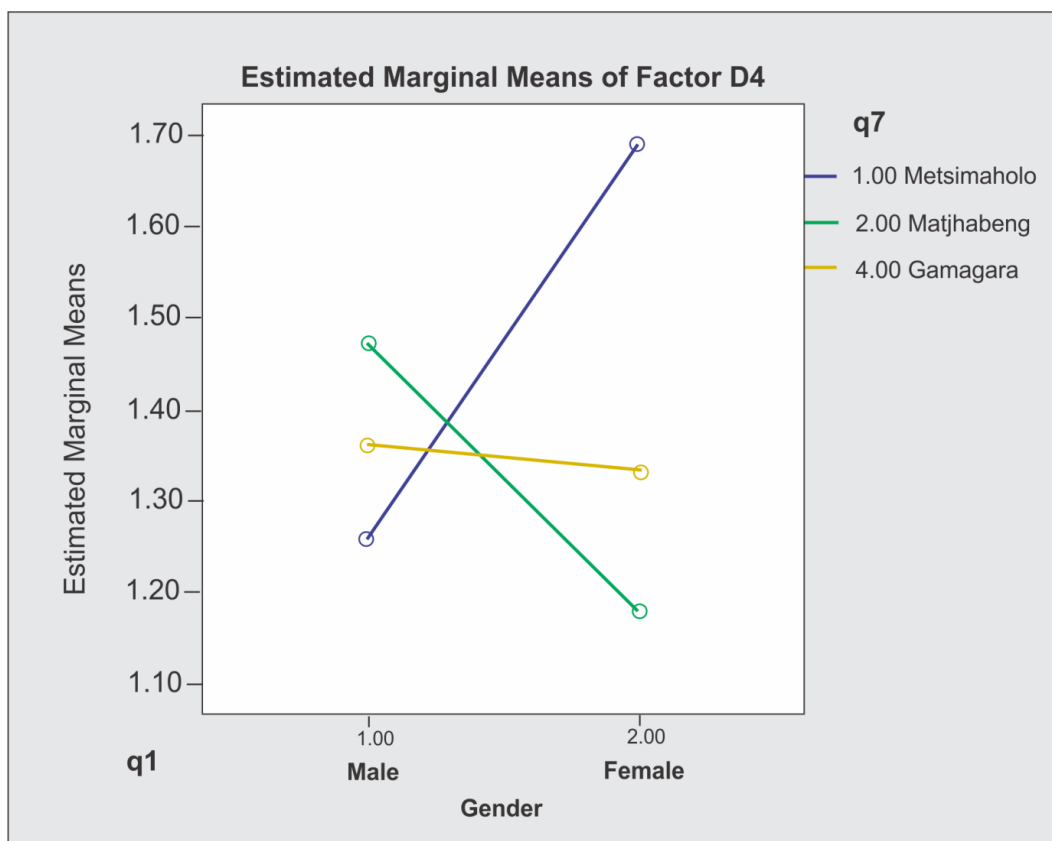


Figure 5.6: Gender's estimated marginal means with regard to personal development and competency in the three different municipalities for Factor D4 - Personal Development and Competency

Table 5.35: Gender

	MEANS OF MUNICIPALITY						EFFECT SIZE					
	Metsimaholo municipality		Matjhabeng municipality		Gamagara municipality		P-value	P-value Interaction	MSE	Metsimaholo municipality	Matjhabeng municipality	Gamagara municipality
	Male	Female	Male	Female	Male	Female				Male vs Female	Male vs Female	Male vs Female
Factor D4 - Personal development and competency	1.26	1.69	1.47	1.18	1.36	1.33	.276	.001	.215	0.93	0.63	0.06

The results in Figure 5.6 on page 175 and Table 5.35 above, indicate that there is a statistical significant interaction effect. Respondents who are managers (male) at the Metsimaholo Local Municipality in this study with a mean of 1.26 tends to agree with a larger extent than managers who are females with a mean of 1.69, with regard to the statements loaded in Factor D4 – Personal Development and Competency.

Respondents who are managers (female) at the Matjhabeng Local Municipality in this study with a mean of 1.18 tends to agree with a larger extent than the managers who are females with a mean of 1.47, with regard to the statements loaded in Factor D4 – Personal development and competency.

Furthermore, the results presented in Figure 5.6 and Table 5.31 indicates that there is no difference between the respondents who are managers (both male and female) at the Gamagara Local Municipality in this study with means 1.36 and 1.33 respectively, with regard to the statements loaded in Factor D4 – Personal development and competency.

5.9.2 Population group

There was no statistical and practical significant interactions effect between Population group and Municipalities with regard to the statements loaded in in Factor D1 – Performance monitoring and evaluation, Factor D2 – Professionalism and Factor D4 – Personal development and competency for the respondents who are managers.

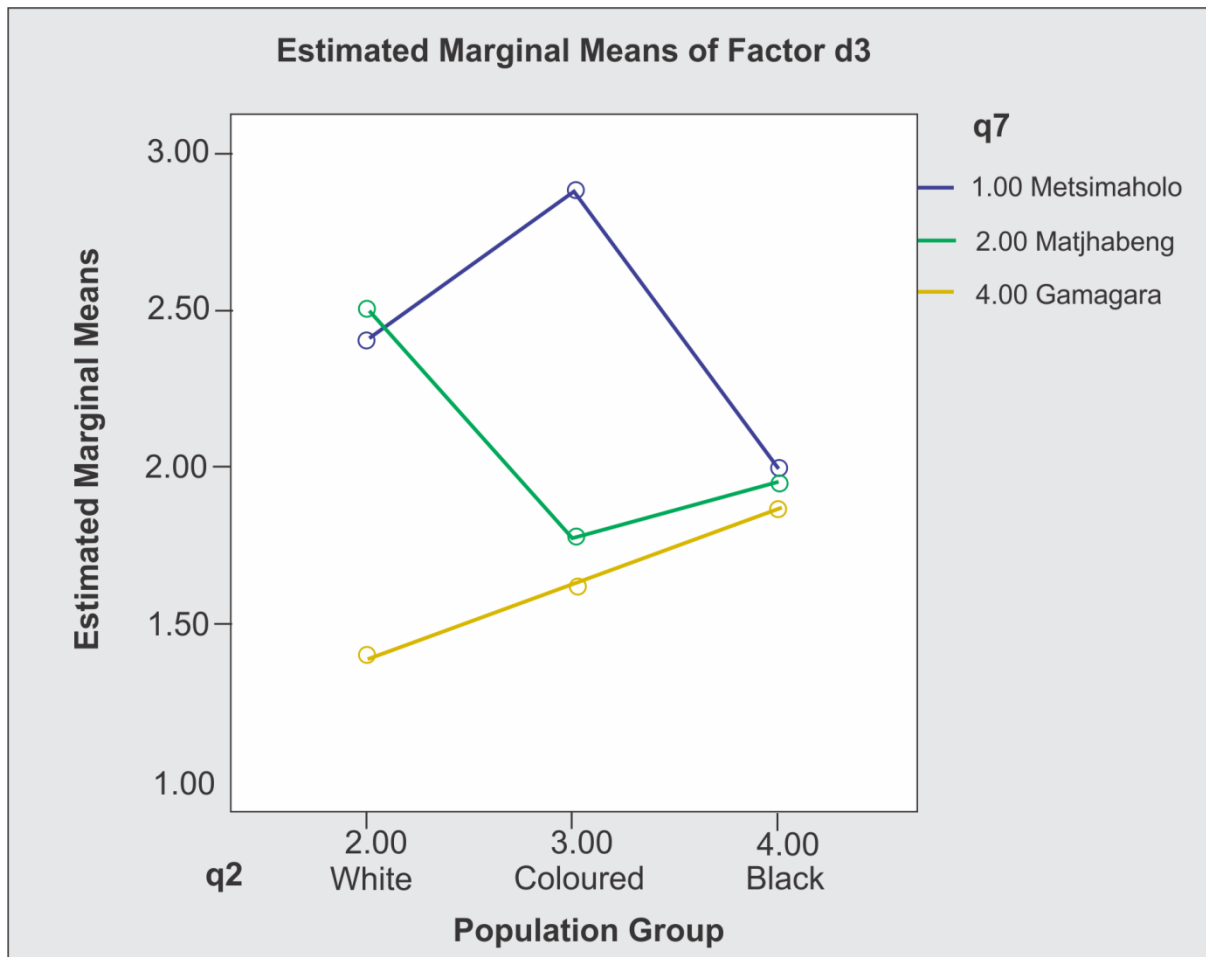


Figure 5.7: Population group's estimated marginal means with regard to Population group in the three different municipalities for Factor D3 – Development

Table 5.36: Population group

	MEANS OF MUNICIPALITIES												EFFECT SIZES								
	Metsimaholo municipality			Matjhabeng municipality			Gamagara municipality						Metsimaholo municipality			Matjhabeng municipality			Gamagara municipality		
	White	Coloured	Black	White	Coloured	Black	White	Coloured	Black	P-value	P-value Interaction	MSE	White vs Coloured	White vs Black	Coloured vs Black	White vs Coloured	White vs Black	Coloured vs Black	White vs Coloured	White vs Black	Coloured vs Black
Factor D3 Development	2.41	2.88	1.99	2.50	1.77	1.96	1.39	1.62	1.87	<0.001	.014	.626	0.59	0.53	1.12	0.92	0.68	0.24	0.29	0.61	0.32

The results in Figure 5.7 on page 177 and Table 5.36 above, clearly show that there is a statistical significant interaction effect.

The managers who are Blacks at the Metsimaholo Local Municipality in this study with a mean of 1.99 tends to agree to a larger extent than managers who are Whites and Coloureds with regard to the statements in Factor D3 – Development ($d = 0.53$ and 1.12 respectively). Coloureds also tend to disagree more than Whites with regard to the statements in Factor D3 – Development with $d = 0.59$.

The abovementioned results indicate that the managers who are Whites at the Matjhabeng Local Municipality in this study tend to disagree more than Blacks and Coloureds ($d = 0.68$ and 0.92 respectively) with regard to the statements in Factor D3 – Development.

Furthermore, the results presented in Figure 5.7 and Table 5.36 indicate that the managers who are Whites at the Gamagara Local Municipality in this study with a mean of 1.39 tends to agree to a larger extend than managers who are Blacks with regard to the statements in Factor D3 – Development ($d = 0.61$).

5.9.3 Home language

There is no statistical and practical significant interactions effect between Home language and Municipalities with regard to the statements loaded in in Factor D1 – Performance monitoring and evaluation, Factor D2 – Professionalism, Factor 3 - Development and Factor D4 – Personal development and competency for the respondents who are managers.

5.9.4 Highest educational qualification

There was no statistical and practical significant interactions effect between Highest educational qualification and municipalities with regard to the statements loaded in Factor D1 – Performance monitoring and evaluation, Factor D2 – Professionalism, Factor D3 - Development and Factor D4 – Personal development and competency for managers.

5.9.5 Monthly gross income

There is no statistical and practical significant interactions effect between Monthly gross income and municipalities with regard to the statements loaded in in Factor D1 – Performance monitoring and evaluation, Factor D2 – Professionalism, Factor D3 - Development and Factor D4 – Personal development and competency for the respondents who are managers.

5.9.6 Number of years as manager

There is no statistical and practical significant interactions effect between Number of years as manager and municipalities with regard to the statements loaded in in Factor D1 – Performance monitoring and evaluation, Factor D2 – Professionalism, Factor 3 - Development and Factor D4 – Personal development and competency for the respondents who are managers.

5.10 THE MAJOR EMPIRICAL FINDINGS OF THE RESEARCH

- The male respondents recorded a 56.7% majority than female respondents who recorded a 43.3 % of management who participated in this study. This is an indication that females are still under-represented in management at municipalities, irrespective of the level of management (top-, middle- or lower management). Furthermore, it is evident that for the respondents who are managers in the three municipal areas, that the majority are Blacks with 45.3%, followed by Whites with 30.7%, Coloureds with 23.3%, and Asian with 0.7%. It is evident that of all the respondents who are managers who took part in this study in the three municipal areas, Africans are in the majority who are occupying managerial positions and Asians are in the minority.
- More than 60% of the respondents who are residents in these three municipal areas where this research were conducted indicated that they have Matric and others Post Matric and more than 75% of the respondents who are managers in these three municipal areas indicated that they have Post-Matric and 19.6% that they have matric.
- Based on the mean for both the managers and residents of the three municipalities, namely the Metsimaholo Local Municipality, the Matjhabeng Local Municipality (two poor performing municipalities) and the Gamagara Local Municipality, the good performing municipality, they are in disagreement with regard to the statements loaded in Factor B – History of the municipality. Both the managers and residents of the three municipalities indicate that before the merging of these municipalities, the delivery of basic services was dissatisfactory and it was poor.
- Based on the mean for both the managers and residents of the three municipalities, namely the Metsimaholo Local Municipality, the Matjhabeng Local Municipality (two poor performing municipalities) and the Gamagara Local Municipality, the good performing municipality, they are in disagreement with regard to the statements loaded in Factor C – Effective Service Delivery. The managers and residents of the two poor performing municipalities with a mean of 2.87 (almost 3.00) indicated that after the merging of municipalities, the delivery of basic services are dissatisfactory and it is also poor, just as before the merging of the municipalities. The managers and residents of the good performing municipality, the Gamagara Local Municipality with a mean of 1.53 indicated that after the merging of municipalities, the delivery of basic services are satisfactory and it is good.

- Coloureds who participated in this research, differs more than Whites and Blacks with regard to that statements loaded in Factor B – History of the municipality and they agree more to the statements loaded in Factor B – History of the municipality.
- The relationships between Male vs Female is small, meaning there is no practical significance in the relationships for Gender with regard to the statements in Factor D1 - Performance monitoring and evaluation, Factor D2 - Professionalism, Factor D3 - Development and Factor D4 - Personal development and competency, as $d \leq 0.5$.
- The relationships between Populations group in Factor D1 - Performance monitoring and evaluation, Factor D3 - Development and Factor D4 – Personal development and competency is small, meaning there is no practical significance in the relationships for Population group with regard to the statements in Factor D1 – Performance monitoring and evaluation, Factor D3 - Development and Factor D4 – Personal development and competency, as $d \leq 0.5$, except for Factor D2 – Professionalism. Coloureds agree more than Whites and Blacks with regard to the statements loaded in Factor D2 – Professionalism.
- The relationships between Highest educational qualification in Factor D2 – Professionalism, Factor D3 - Development and Factor D4 - Personal development and competency varies between medium and large ($d \geq 0.5$ and ≥ 0.8), meaning there is practical significance in the relationships for Highest educational qualification with regard to the statements in Factor D2 – Professionalism, Factor D3 - Development and Factor D4 - Personal development and competency. Post Matric respondents who participated in this study agree more than those respondents who have Matric and Grade 8 with regard to statements in Factor D2 – Professionalism, Factor D3 - Development and Factor D4- Personal development and competency . There is no practical significance in the relationships between Highest educational qualification in Factor D1 - Performance monitoring and evaluation as $d \leq 0.5$, indicating that d is small.
- There is a practical significance in the relationship between R7501-R8000 vs more than R8000 is large with 0.99, indicating that respondents who indicating that they are getting between R7501-R8000 and more agree with regard to the statements loaded in Factor D4 - Personal development and competency. The only relationship between R7501-R8000 vs more than R8000 which is large with 0.99 can be compared, as there is a practical significance in the relationship between R7501-R8000 vs more than R8000 with regard to the statements in Factor D4 - Personal development and competency as $d \geq 0.8$. With regard the statements in Factor D1 – Performance

monitoring and evaluation, Factor D2 – Professionalism and Factor D3 – Development; there is no practical significance in the relationship between Monthly gross income as $d \leq 0.5$, indicating that d is small.

5.11 SUMMARY OF THE CHAPTER

The results obtained through the data collection and quantitative research process were analysed, interpret and discussed in this chapter. The reliability and validity of the questionnaire was determined by conducting a factor analysis and the Cronbach's Alpha Coefficients were calculated. In essence, the data revealed that factors such as performance management and evaluation, professionalism, development, personal development and competency is a cause of concern and that it impacts negatively on the delivery of basic services, such as water and electricity, and removal of refuse at merged municipalities. Hence, the researcher is of the opinion that serious intervention with regard to the development of a managerial model for merged municipalities is needed in order to change and improve the situation at this municipality.

In the next chapter, conclusive remarks are made based on the empirical research and recommendations made on the developed managerial model for merged municipalities, in order to accelerate and better service delivery.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

In this chapter the focus is firstly, on the primary conclusions and recommendations of the study in terms of the research problem and study objectives, secondly, conclusions regarding the research methodology used for this study are presented and finally the developed managerial model for merged municipalities in order to render effective and efficient service delivery is presented.

6.2 THE RESEARCH PROBLEM AND OBJECTIVES FOR THIS STUDY

The literature sources such as the Constitution of the Republic of South Africa, White Paper on Local Government, journals; textbooks; magazines and newspapers that were used for this study, confirmed that although some progress has been made with regard to the delivery of basic services such as electricity and water, there is still a pressing need amongst all communities in South Africa (including these communities of the three selected municipalities) for improved and better service delivery (refer to Chapter 3). There is also increasing frustration and anger by the communities at the inability of the management of municipalities to do what is expected of them, due to lack of skills, expertise and relevant qualifications in order to execute their duties (also refer to Chapter 3).

The research problem: “municipalities are in distress and are unable to deliver effective and efficient basic services such as refuse removal and fixing of potholes to its communities. This has created a great deal of dissatisfaction and unhappiness for the communities, hence South Africa is experiencing waves of violent protests for poor service delivery. Many municipalities such as the Metsimaholo Local Municipality and the Matjhabeng Local Municipality are unable to deliver services to the residents and reasons for the poor service delivery can be as a result of deficiency in the municipality’s capacity or attributed to a lack of proper management skills, experience and relevant qualifications. The aforementioned statement is supported by a report by the Parliamentary Monitoring Committee on

Cooperative Governance and Traditional Affairs of 12 February 2013 indicating that after an investigation on corruption at the Matjhabeng Local Municipality that has led to the municipality suffered loss and damage through incompetence in supply chain management, inadequate management of contracts, non-compliance with the local government framework and weak project management. Oberholzer (2012:2) also agree with the statement by pointing out that cadre deployment without adequate skills, relevant qualifications and the relevant experience have shattered the confidence of the majority of our people in our local government system (refer to Chapter 3).

Furthermore, a significant number of municipalities such as the Nala Local Municipality and the Matjhabeng Local Municipality in the Free State Province do not have the managerial, administrative, financial and institutional capacity to meet the rising needs of local people with regard to service delivery (refer to Chapter 3).

The abovementioned research problem will be answered and dealt with when the findings and conclusions relevant to each research objective are discussed below.

6.2.1 The research methodology used for this study

The research methods and statistical analysis used in the study were appropriate as the results yielded were valid and reliable. The conclusions to follow substantiate the effectiveness of the research methodology used for this research.

The consultation of sound and relevant literature sources such as the Constitution of the Republic of South Africa of 1996, indicating that a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community, and participate in national and provincial development programmes and also the White Paper on Local Government of March 1998, Section A, 2.3 indicating that in many cases the lack of performance systems at municipalities contribute to inefficiency in service delivery. The consultation of these literature resources ensured a broad and balanced review of sources of literature (refer to Chapter 2 and Chapter 3). Furthermore, it provided a theoretical framework for the empirical study to determine what prevents municipalities to deliver effective and efficient basic services such as water and electricity to its communities.

- The literature review provided clear guidelines for the development of the structured questionnaire and also for the conducting of the face-to-face interviews for those respondents who can't read or write. It is also concluded that the theory is critical in the construction of a structured questionnaire as the same questions in the structured

questionnaire were explained, translated and completed for those respondents who can't read or write.

- The statistical analysis validated the identified enablers. The factor analysis confirmed the enablers and its measuring statements and identified factors within the enablers. In all cases the reliability (Cronbach's Alpha), suitability for multivariate analysis (Bartlett's Test of Sphericity) and sample adequacy (KMO) was calculated and confirmed that the questionnaire compiled from the literature provided a valid data collection instrument (the detail were discussed in Chapter 5).
- The target population, the sample and the collection of the data for this research was also effective as the results that were achieved, enabled advance statistical analysis (refer to Chapter 4). The KMO analysis statistically confirmed the sample as adequate. It is thus concluded that the data collection method used in this study was successful.
- The utilization of a statistical package for the social sciences (IBM SPSS Statistics 20) as used to analyse the statistical accuracy of the empirical results. The empirical design used in this study is recommended as it tests for data reliability, sample adequacy, validity and suitability for advanced analysis and explores underlying dimensions embedded in the data set (refer to Chapter 5).

6.2.2 Research objectives used for this study

The research objectives of this study were divided into a primary objective and secondary objectives.

6.2.2.1 The following was the primary objective of the study:

The primary objective of this study was to develop a managerial model for mergers in local government with reference to two selected municipalities in the Free State Province and the one selected municipality in the Northern Cape Province. This objective was attained through the responses by the respondents who are managers and residents at the three selected municipalities in this study to the questionnaire based on issues related to the history of the municipality, effective service delivery and management such as Performance monitoring and evaluation, Professionalism, Development and Personal development and competency (refer to Chapter 5).

6.2.2.2 *The following were the secondary objectives of the study:*

- **to determine how the concepts, amalgamation/merger and service delivery is defined within the context of local government/municipalities and discuss the possible underlying reasons why municipalities find it difficult to provide basic services to local communities.** This objective was attained through the literature review and empirical research that was used for this study. The literature study covered the history and current status of municipalities after the merging process and service delivery. This made it possible to identify the possible underlying reasons why municipalities find it difficult to provide basic services to local communities through the literature sources and the empirical data from the respondents who participated in this study with regard to management and service delivery issues. The literature and empirical research successfully identified the managerial skills (Factor D1 - Performance monitoring and evaluation, Factor D2 - Professionalism, Factor D3 - Development and Factor D4 - Personal development and competency) that can be used in order to deliver efficient and effective services at merged municipalities (refer to Chapter 3 and Chapter 5).
- **to describe the current statutory and regulatory framework relevant for efficient and effective service delivery in municipalities.** As a result of the literature review that was used for this study this objective was also attained. The literature study covered the descriptions of the current statutory and regulatory framework relevant for efficient and effective service delivery in municipalities. This made it possible to successfully identify the current statutory and regulatory framework relevant for efficient and effective service delivery in municipalities (refer to Chapter 2).
- **to establish what existing managerial models, that describes and explain various aspects of management, used by the good performing municipality, can be used to address problems of poor service delivery in the two selected poor performing municipalities.** The literature review and empirical research that was used for this study enabled the attainment of this objective. Three selected prominent, service-orientated management models namely Higgins (2005) 8-S model, Deming's Fourteen Points for Management and the Service-Profit-Chain were identified and studied and from these three models key commonalities were identified such as, excellence in service delivery, driven by the organisational purpose, customer satisfaction, systems and processes be put in place and be implemented, management commitment and excellent leadership, customer and employee satisfaction as it drives loyalty by the

customer and excellent performance by the employee (refer to Chapter 2). The rationale of exploring a wide array of managerial models was to ensure content validity. It can thus be concluded that an examination of previously tested managerial models can lead to successful identification of management aspects in order to develop the desired managerial model. Furthermore, this methodology leads to statistically evaluation to determine content validity (as discussed in Chapter 5).

- **to discuss the history and current status of the three selected municipalities after the merging process and establish the perceptions of the respondents after merging of the municipalities with regard to the levels of satisfaction with services delivered amongst the residents thereof.** This objective was also attained through the literature review and empirical research that was used for this study. The literature study covered the current status of municipalities after the merging process and service delivery. This made it possible to formulate questions for the questionnaire, related to the delivery of services after the merging of municipalities and the five-point Likert Scale were used for respondents to indicate their level of satisfaction with regard to service delivery at the municipality. The literature and empirical research successfully identified the level of satisfaction of the respondents with regard to the efficient and effective delivery of services at their municipalities (refer to Chapter 3 and Chapter 5).
- **to conduct an empirical study to determine the validity and reliability of the measuring instrument that was used for this study.** As a result of the literature review and empirical research that was used for this study this objective was also attained. The sample and measuring instrument (the structured questionnaire) used for this study were highly effective in capturing the data pertaining to the four Sections of the questionnaire namely, Section A – Biographical Information, Section B – History of the Municipality, Section C – Effective Service Delivery and Section D - Managerial Model (only applicable for managers). The formulation of the questions in the questionnaire was done in reference to other related research studies from relevant literature sources and personal experience as the researcher is the head of communications at a municipality. It can be concluded that the questionnaire used for this study were appropriately constructed and designed according to the literature study. It is recommended that the direct method of questionnaire distribution and the immediate collection after completion thereof be utilised for a study of this type as the

response rate and turnaround time proves to be excellent (refer to Chapter 4 and Chapter 5).

6.3 THE DEVELOPED MANAGERIAL MODEL (STRUCTURAL EQUATION MODEL) FOR MERGED MUNICIPALITIES

The primary objective of this study was to develop a managerial model for merged municipalities with reference to two poor performing municipalities in the Free State Province and a good performing municipality in the Northern Cape Province. From the questionnaire that was distributed to the managers, there was a Section D, that dealt with issues of management and the questions were only applicable to be completed by managers and not residents. Out of Section D, four factors were identified as Factor D1- Performance monitoring and evaluation, Factor D2 - Professionalism, Factor D3 - Development and Factor D4 - Personal development and competency.

The abovementioned four factors identified have a direct impact on the efficient and effective delivery of services at municipalities (Ellis, 2014). The aforementioned statement by Ellis is supported by Powell (2010) by indicating that municipal officials requires to discharge their responsibilities with prudence and in an efficient, transparent, and accountable manner thus promoting good governance. Furthermore Mmapulana (2010: 8) is of the view that the managers at the municipalities must seek ways to improve their capabilities, approaches and results and transform their departments into high-performance institutions. Furthermore, Oberholzer (2012:3) also points out that municipalities must recruit, retain and develop the best available talent and skills, especially the best possible leadership in order turnaround the situations at municipalities (refer to Chapter 2 and Chapter 5).

Two of the four factors identified, Factor D1 - Performance monitoring and evaluation and Factor D2 - Professionalism are supported by Mmapulana (2010: 8) indicating that performance management is very critical in both private and public sector as performance cannot be measured without using different measurement systems, such as ratings, performance outcomes and customer satisfaction (Factor D2 – Professionalism) with regard to the rendered service or sold product. The first statement in this paragraph is further supported by Ajam (2012:6-10) indicating that human resource management in municipalities is often weak. Characterised by many vacancies for key positions like performance and monitoring officers/managers and ineffective performance management systems as in the case at the Metsimaholo Local Municipality with a vacancy rate of 61% (Annual Report 2012/13) (refer to Chapter 2).

Furthermore, Factor D3- Development of the four factors identified is supported by the Municipal Finance Management (Act, No.56 of 2003, Section 78 (1)(b)), indicating that municipalities require to “take reasonable steps to ensure that the resources of the municipality are used effectively, efficiently and economically”. Effective use of resources requires that the municipality use its resources to supply real services for the people residing in the municipal area. In order to ensure effective use of resources the municipality will improve its information gathering system to ensure that it has correct information of the needs and priorities of the residents and that those needs are quantified (refer to Chapter 2).

Factor D4 – Personal development and competency of the four factors identified is supported by Makhalemele (2008: 63) by arguing that in order for municipalities to function properly and to provide efficient and effective service delivery to the communities, they have to recruit and select competent and skilled employees. Such employees must have the experience, skills and be qualified and also be capacitated to be conversant with the acts and policies in the local government sphere Municipal Systems Amendment (Act of 2000, Section 82, Schedule 3 (2)). Furthermore, Lotich (2010) indicates that motivated employees value structure, development and a plan for growth. An effective performance management system can help an employee reach their full potential and this is positive for both the employee and manager. A good manager takes pride in watching an employee grow and develop professionally (refer to Chapter 2). If a good performance management system is done well, it can be a positive way to identify developmental opportunities and can be an important part of a succession planning process. All employees are on a development journey and it is the organisation's responsibility to be preparing them for increased responsibility. Chapter Ten of the Constitution of the Republic of South Africa, Section 195 (1), states that public administration/institution must be governed by the democratic values and principles indicating that good human-resource management and career-development practices, to maximise human potential, must be cultivated (refer to Chapter 2).

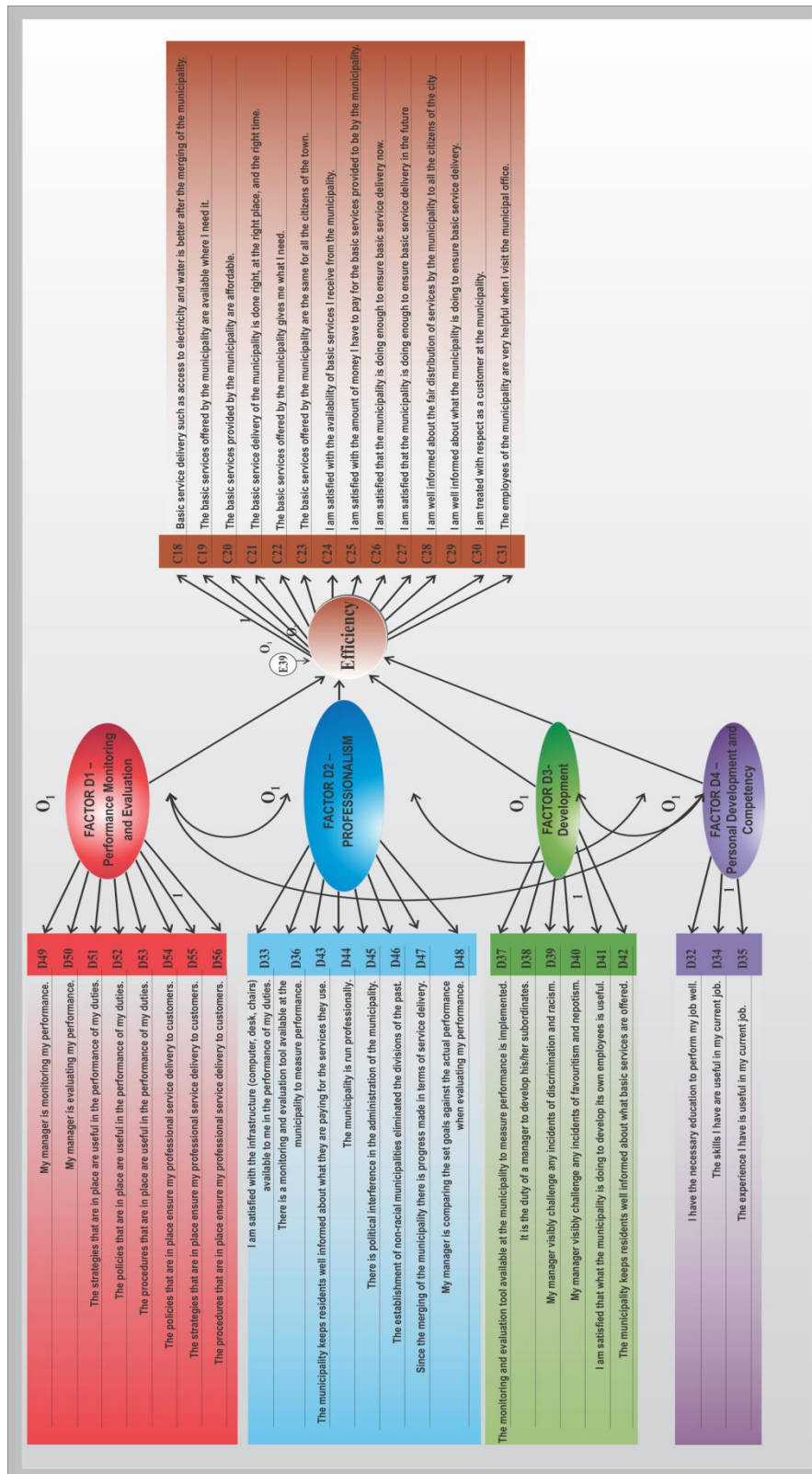


Figure 6.1: Managerial model for merged municipalities (Structural equation model)

Source: Own compilation

Based on the abovementioned Figure 6.1 (the developed managerial model for merged municipalities (Structural equation model), the four identified factors from Section D – Managerial Model in the questionnaire, namely Factor D1 - Performance monitoring and evaluation, Factor D2 - Professionalism, Factor D3 - Development and Factor D4 - Personal development and competency will form the important pillars of the developed managerial model for merged municipalities or Structural Equation Model (SEM), in order to deliver effective and efficient services.

The first identified factor, Factor D1 - Performance monitoring and evaluation is very essential for the effective and efficient delivery of services for merged municipalities to its communities. According to Table 6.1 below, it is clear that Factor D1 - Performance monitoring and evaluation with a P-value of ≤ 0.01 (P-value ≤ 0.05) indicates that there is a statistical significant regression weight.). The results as reported in Figure 6.1 above and Table 6.1 below, are supported by Mmapulana (2010:8) indicating that performance management is very critical in both private and public sector as performance cannot be measured without using different measurement systems, such as ratings, performance outcomes and customer satisfaction with regard to the rendered service by the municipality. Ajam (2012:6) also agrees with the importance of Factor D1 – Performance monitoring and evaluation for effective and efficient service delivery by pointing out that it is important to have properly structured performance management system to be able to meet the expected goals as set by the management and other role-players, but she indicates that municipalities are still characterised by ineffective performance management systems and that results in poor performance monitoring and evaluation (refer to Chapter 2).

The results further indicates that the respondents who are managers at the municipalities in this study tended to agree with the statement in Factor D1 - Performance monitoring and evaluation and is supported by the Local Government Municipal Systems (Act, No. 32 of 2000) indicating that performance management is an iterative process of setting targets, monitoring performance against those targets, and taking steps to improve performance. Performance management can help municipalities to work more effectively towards meeting development challenges, because it allows them to assess the impact of the various strategies they are pursuing. Performance monitoring and evaluation can also enhance accountability, because it allows municipal councillors and staff, and local communities, to monitor whether they are receiving value for money spent on various services such as water, electricity and refuse removal. According to the Local Government Municipal Systems (Act, No. 32 of 2000), performance management is an iterative process of setting targets, monitoring performance against those targets, and taking steps to improve performance.

Performance management can help municipalities to work more effectively towards meeting development challenges, because it allows them to assess the impact of the various strategies they are pursuing (refer to Chapter 2 and Chapter 5).

The second identified factor, Factor D2 – Professionalism is also key for the effective and efficient delivery of services at merged municipalities. Although the P-value is 0.888 ($P\text{-value} \geq 0.05$), the regression weight in the SEM is statistically significant of which Factor D2 – Professionalism is part of (Ellis, 2014). The results as indicated in Figure 6.1 above and Table 6.1 below, are supported by Rapea (2004:98) by pointing out that the driving force behind the eight Batho pele principles, is to ensure that public officials become service orientated, strive for excellence and commit to continuous service delivery improvement (refer to Chapter 3).

Furthermore, the respondents who are managers at municipalities in this study tended to agree with the statements in Factor D2 – Professionalism, indicating that as managers, they are professional in executing their duties. This aforementioned statement is confirmed by Powell (2010) indicating that municipal officials requires to discharge their responsibilities with prudence and in an efficient, transparent, and accountable manner thus promoting good governance (refer to Chapter 2).

The third identified factor, Factor D3 – Development is also important for the effective and efficient delivery of services at merged municipalities. According to Table 6.1 below, it is clear that Factor D3 - Development with a P-value of .018 ($P\text{-value} \leq 0.05$) indicates that there is a statistical significant regression weight. The results as reported in Figure 6.1 and Table 6.1 are supported by Makhalemele (2008:63) by pointing out that municipal employees must have the experience, skills and be qualified and also be capacitated to be conversant with the acts and policies in the local government sphere Municipal Systems Amendment (Act of 2000, Section 82, Schedule 3 (2)).

Furthermore, the respondents who are managers at the municipalities for this study tended to agree with the statements in Factor D3 - Development and it is supported by Mmapulana (2010:8) writing that the managers at municipalities must seek ways to improve their capabilities, approaches and results and transform their departments into high-performance institutions. Staude et al. (2009:8) also adds by indicating that managers must ensure that their groups understand their goals and how the achievement of these goals is related to the success of their organizations. Because managers achieve organizational goals by enabling people to do their jobs effectively and efficiently – not by performing all the tasks themselves – managers must find ways to keep employees motivated (refer to Chapter 2).

The fourth identified factor for effective and efficient service delivery at merged municipalities, is Factor D4 - Personal development and competency. In Table 6.1 below, although the P-value is 0.338 ($P\text{-value} \geq 0.05$), the regression weight in the SEM is statistically significant of which Factor D2 – Professionalism is part of (Ellis, 2014). The results as indicated in Figure 6.1 above and Table 6.1 below, are supported by Leibrandt (2013: 45) agreeing by pointing out that the effort, sacrifices, time and money invested by companies in the development of human capital should be supported by the top management of companies. He further indicates that commitment to actively participate in the education of employees is necessary to establish the resources for a viable human capital development (refer to Chapter 2 and Chapter 5).

Furthermore, the respondents who are managers at the municipalities tended to agree with regard to the statements in Factor D4 – Personal development and competency and is confirmed by Makhalemele (2008:5) indicating that people who are recruited and appointed by municipalities to serve them and their communities have to be people with proper qualifications, training, potential and credibility. Cohen et al. (2008:83) also support the statements by the managers and Makhalemele by pointing out that public managers must take existing incompetent staff members as a given and at the same time they must be careful to nurture excellence and avoid ruining good staff members. Without credibility, the visions, missions, goals and objectives of municipalities will fade and relationships between such municipalities and communities will wither. The statement also confirm the statement made by the Premier of North West Province, Ms Thandi Modise in 2012, indicating that municipalities had to employ qualified and skilled staff to overcome the service delivery problems (refer to Chapter 1 and Chapter 5).

Based on the abovementioned discussion, it is evident that Performance monitoring and evaluation, Professionalism, Development and Personal development and competency are important pillars of the developed Structural Equation Model (SEM) or managerial model for merged municipalities in order to deliver effective and efficient services.

Table 6.1: Standardized regression weights

	Estimate	Standard Error (S.E)	Critical Ratio (C.R)	P-Value
Factor D1 - Performance monitoring and evaluation	.316	.094	3.373	≤0.01
Factor D2 - Professionalism	-.012	.133	-.140	.888
Factor D3 – Development	.233	.099	2.374	.018
Factor D4 – Personal development and competency	.082	.175	.958	.338

The Table 6.2 below, clearly shows that there is a correlation between Factor D4 - Personal development and competency – vs Factor D3- Development as the P-value = .021. The Table also shows a correlation between Factor D2 - Professionalism vs Factor D3 – Development as the P-value ≤0.01. Furthermore, does the Table indicate that there is a correlation between Factor D1 - Performance monitoring and evaluation vs Factor D3 - Development as the P-value ≤0.01 and there is also an indication of a correlation between Factor D1- Performance monitoring and evaluation vs Factor D2 - Professionalism as the P-value ≤0.01.

According to the abovementioned discussion on the correlation between the factors in Table 6.2 below, it clearly shows that it is statistically significant as the P-values ≤ 0.05, but except for Factor D4 - Personal development and competency vs Factor D2 - Professionalism (P-value 0.076) and Factor D4 - Personal development and competency vs Factor D1 - Performance monitoring and evaluation (P-value 0.085)

It is evident that based on the abovementioned discussion on the correlation between these four factors, it is clear that the four Factors, namely Factor D1 - Performance monitoring and evaluation, Factor D2 – Professionalism, Factor D3 – Development and Factor D4 - Personal development and competency are all key in the efficient and effective delivery of services at merged municipalities (refer to Chapter 5).

Table 6.2: Correlations

	ESTIMATE	STANDARD ERROR (S.E.)	CRITICAL RATIO (C.R.)	P-VALUE
Factor D4- Personal development and competency vs Factor D3 - Development	.234	.042	2.307	.021
Factor D4 - Personal development and competency vs Factor D2 - Professionalism	.179	.027	1.774	.076
Factor D4 - Personal development and competency vs Factor D1 - Performance monitoring and evaluation	.167	.040	1.721	.085
Factor D2 - Professionalism vs Factor D3 - Development	.387	.056	3.760	≤0.01
Factor D1 - Performance monitoring and evaluation vs Factor D3 - Development	.582	.089	5.519	≤0.01
Factor D1 - Performance monitoring and evaluation vs Factor D2 – Professionalism	.382	.055	3.800	≤0.01

Table 6.3: Squared multiple correlations

	ESTIMATE
Efficiency	.259

Based on the abovementioned Table 6.3, 25.9% of the variance in efficiency is explained by Factor D1 - Performance monitoring and evaluation, Factor D2 - Professionalism, Factor D3 - Development and Factor D4 - Personal development and competency. A R^2 value of 0.259, is important in practice (Ellis, 2014).

It is critical for managers at municipalities to realise the importance of having a properly structured performance management system (Factor D1 - Performance monitoring and evaluation) to be able to meet the expected goals as set by the management and other role-players relevant to them. Ajam (2012:6) agrees with the aforementioned statement that it is important to have properly structured performance management system to be able to meet the expected goals as set by the management and other role-players, but she indicates that municipalities are still characterised by ineffective performance management systems. Oberholzer (2012:3) points out that municipalities must recruit, retain and develop the best available talent and skills (Factor D4 - Personal development and competency), especially the best possible leadership in order turnaround the situations at municipalities.

Table 6.4: Measures of Chi-square/df, Comparative Fit Index (CFI) and Root Mean Square Error of Approximation (RMSEA)

Measures	Value
Chi-square/df	4.6
Comparative Fit Index (CFI)	0.853
Root Mean Square Error of Approximation (RMSEA)	0.063 (0.061; 0.066)

6.4 MODEL FIT

The P-value is ≤ 0.001 , it is overly strict meaning it does not fit. Because the Chi-square test is viewed by some as an overly strict indicator of model fit, given its power to detect even trivial deviations from the proposed model (Hancock & Mueller, 2010), Mueller (1996) suggested that the Chi-square test statistic be divided by degrees of freedom. In Table 6.4 above, the Chi-square/df of 4.6 is acceptable as it is ≤ 5 .

6.5 COMPARATIVE FIT INDEX (CFI)

Based on Table 6.4 above, is the Comparative Fit Index (CFI) 0.853 (it is almost 0.9) can be regarded as acceptable in exploratory research (Ellis, 2014). The aforementioned statement

is supported by Mueller (1996), by pointing out, that values of above 0.9, is indicative of a good overall fit for a Comparative Fit Index.

6.6 ROOT MEAN SQUARE ERROR OF APPROXIMATION (RMSEA)

Table 6.4 above, also indicates that a Root Mean Square Error of Approximation (RMSEA) value of 0.063 with a 95% confidence interval of [0.061; 0.066] was obtained, indicating a good fit. Blunch (2008) stated that models with RMSEA values of 0.10 and larger should not be accepted.

These three abovementioned measures, namely Chi-square/df, Comparative Fit Index (CFI) and Root Mean Square Error of Approximation (RMSEA) clearly indicate that the developed Structural Equation Model (SEM) or managerial model for merged municipalities (Figure 6.1) can be accepted and also proved to be valid in order to realise efficient and effective service delivery at merged municipalities.

6.7 AREA FOR FUTURE RESEARCH

The following area has been identified for future research:

- An in-depth study and analysis in the implementation of the developed Structural Equation Model (SEM) or managerial model for merged municipalities in order to deliver effective and efficient services.

6.8 SUMMARY OF THE CHAPTER

In the Constitution of the Republic of South Africa of 1996, it is stated that all communities should have access to at least a minimum level of basic municipal services, such as water and electricity, which need to be provided in an effective, efficient, equitable and optimal manner.

In order for a municipality to realise the abovementioned statement, the developed managerial model for merged municipalities should give effect to improving the services provided by Local Government.

Positives from this study, are the indications that the developed managerial model for merged municipalities or Structural Equation Model (SEM) (Figure 6.1) can be accepted and also proved to be valid, in order to realise efficient and effective service delivery at merged

municipalities. Furthermore, the four Factors, namely Factor D1 - Performance monitoring and evaluation, Factor D2 – Professionalism, Factor D3 – Development and Factor D4 - Personal development and competency, are all key in the efficient and effective delivery of services at merged municipalities.

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ANNEXURE A

ENGLISH VERSION OF QUESTIONNAIRE

(FOR MANAGEMENT)

NORTH WEST UNIVERSITY

QUESTIONNAIRE (FOR MANAGEMENT)

A MANAGERIAL MODEL FOR MERGERS IN LOCAL GOVERNMENT AT MUNICIPALITIES IN THE FREE STATE.

Please complete the questionnaire by **INDICATION OF AN (X)**, unless stated otherwise.

SECTION A: PERSONAL DATA

1. Gender

Male	1
Female	2

2. Population Group

Asian	1
White	2
Coloured	3
Black	4
Other	5

If other, please specify:

3. How old are you?

18 – 29	1
30 – 39	2
40 – 49	3
50 - 59	4
60 – 69	5
Older than 70	6

4. Which language do you speak at home?

English	1
Zulu	2
Xhosa	3
Setswana	4
Sesotho	5
Afrikaans	6
Other	7

If other, please specify.....

5. What is your highest educational qualification?

Grade 1-7	1
Grade 8-11	2
Matric	3
Post matric	4
Other	5

If other, please specify.....

6. What is your monthly gross income?

R0 -R720	1
R721-R1500	2
R1501 –R3000	3
R3001-R5000	4
R5001 – R7501	5
R7501 - R8000	6
More than R8001	7

7. For which municipality are you employed with?

Metsimaholo local municipality	1
Matjhabeng local municipality	2
Midvaal local municipality	3
Gamagara local municipality	4
Other	5

If other, please specify.....

8. Are you?

residing in the municipal area	1
working for the municipality	2
Both	3

9. How long are you employed at the municipality?

Less than 1 year	1
1 – 10 years	2
11 – 20 years	3
21 – 30 years	4
More than 31 years	5

10. Which level of management are you at the municipality?

Top management (Municipal manager, Executive Director, Director)	1
Middle management (Manager, Assistant Managers, Divisional Heads)	2
Lower management (Supervisor, Superintendent, Team leader)	3

11. For how long have you been a manager at the municipality?

Less than 1 year	1
1 – 10 years	2
11 – 20 years	3
21 – 30 years	4
More than 31 years	5

SECTION B: HISTORY OF THE MUNICIPALITY

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't know
12	I was satisfied with the delivery of basic services such as electricity and water before the merging of the municipality.	1	2	3	4	5
13	The basic services offered by the municipality were available where I need it before the merging of the municipality.	1	2	3	4	5
14	The basic services provided by the municipality were affordable before the merging of the municipality.	1	2	3	4	5
15	The basic services offered by the municipality were the same for all the citizens of the town before the merging of the municipality.	1	2	3	4	5
16	I was satisfied with the amount of money I had to pay for the basic services provided to me by the municipality before the merging.	1	2	3	4	5
17	Basic service delivery was better before the merging of the municipality.	1	2	3	4	5

SECTION C: EFFECTIVE SERVICE DELIVERY

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't know
18	Basic service delivery such as access to electricity and water is better after the merging of the municipality.	1	2	3	4	5
19	The basic services offered by the municipality are available where I need it.	1	2	3	4	5
20	The basic services provided by the municipality are affordable.	1	2	3	4	5
21	The basic service delivery of the municipality is done right, at the right place, and the right time.	1	2	3	4	5
22	The basic services offered by the municipality gives me what I need.	1	2	3	4	5

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't know
23	The basic services offered by the municipality are the same for all the citizens of the town.	1	2	3	4	5
24	I am satisfied with the availability of basic services I receive from the municipality.	1	2	3	4	5
25	I am satisfied with the amount of money I have to pay for the basic services provided to be by the municipality.	1	2	3	4	5
26	I am satisfied that the municipality is doing enough to ensure basic service delivery now.	1	2	3	4	5
27	I am satisfied that the municipality is doing enough to ensure basic service delivery in the future	1	2	3	4	5
28	I am well informed about the fair distribution of services by the municipality to all the citizens of the city	1	2	3	4	5
29	I am well informed about what the municipality is doing to ensure basic service delivery.	1	2	3	4	5
30	I am treated with respect as a customer at the municipality.	1	2	3	4	5
31	The employees of the municipality are very helpful when I visit the municipal office.	1	2	3	4	5

SECTION D: MANAGERIAL MODEL

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't know
32	I have the necessary education to perform my job well.	1	2	3	4	5
33	I am satisfied with the infrastructure (computer, desk, chairs) available to me in the performance of my duties.	1	2	3	4	5
34	The skills I have are useful in my current job.	1	2	3	4	5
35	The experience I have is useful in my current job.	1	2	3	4	5

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't know
36	There is a monitoring and evaluation tool available at the municipality to measure performance.	1	2	3	4	5
37	The monitoring and evaluation tool available at the municipality to measure performance is implemented.	1	2	3	4	5
38	It is the duty of a manager to develop his/her subordinates.	1	2	3	4	5
39	My manager visibly challenge any incidents of discrimination and racism.	1	2	3	4	5
40	My manager visibly challenge any incidents of favouritism and nepotism.	1	2	3	4	5
41	I am satisfied that what the municipality is doing to develop its own employees is useful	1	2	3	4	5
42	The municipality keeps residents well informed about what basic services are offered.	1	2	3	4	5
43	The municipality keeps residents well informed about what they are paying for the services they use	1	2	3	4	5
44	The municipality is run professionally	1	2	3	4	5
45	There is political interference in the administration of the municipality.	1	2	3	4	5
46	The establishment of non-racial municipalities eliminated the divisions of the past.	1	2	3	4	5
47	Since the merging of the municipality there is progress made in terms of service delivery.	1	2	3	4	5
48	My manager is comparing the set goals against the actual performance when evaluating my performance.	1	2	3	4	5
49	My manager is monitoring my performance.	1	2	3	4	5
50	My manager is evaluating my performance.	1	2	3	4	5

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't know
51	The strategies that are in place are useful in the performance of my duties.	1	2	3	4	5
52	The policies that are in place are useful in the performance of my duties.	1	2	3	4	5
53	The procedures that are in place are useful in the performance of my duties.	1	2	3	4	5
54	The policies that are in place ensure my professional service delivery to customers.	1	2	3	4	5
55	The strategies that are in place ensure my professional service delivery to customers.	1	2	3	4	5
56	The procedures that are in place ensure my professional service delivery to customers.	1	2	3	4	5

**THANK YOU VERYMUCH FOR YOUR FRIENDLY CO-OPERATION IN
COMPLETING THIS QUESTIONNAIRE!**

ANNEXURE B

ENGLISH VERSION OF QUESTIONNAIRE (FOR RESIDENTS)

NORTH WEST UNIVERSITY

QUESTIONNAIRE (FOR RESIDENTS)

A MANAGERIAL MODEL FOR MERGERS IN LOCAL GOVERNMENT AT MUNICIPALITIES IN THE FREE STATE.

Please complete the questionnaire by **INDICATION OF AN (X)**, unless stated otherwise.

SECTION A: PERSONAL DATA

1. Gender

Male	1
Female	2

2. Population Group

Asian	1
White	2
Coloured	3
Black	4
Other	5

If other, please specify:

3. How old are you?

18 – 29	1
30 – 39	2
40 – 49	3
50 - 59	4
60 – 69	5
Older than 70	6

4. Which language do you speak at home?

English	1
Zulu	2
Xhosa	3
Setswana	4
Sesotho	5
Afrikaans	6
Other	7

If other, please specify.....

5. What is your highest educational qualification?

Grade 1-7	1
Grade 8-11	2
Matric	3
Post matric	4
Other	5

If other, please specify.....

6. What is your monthly gross income?

R0 - R720	1
R721-R1500	2
R1501 –R3000	3
R3001-R5000	4
R5001 – R7501	5
R7501 - R8000	6
More than R8001	7

7. In which municipality are you staying?

Metsimaholo local municipality	1
Matjhabeng local municipality	2
Midvaal local	3

municipality	
Gamagara local municipality	4
Other	5

If other, please specify.....

8. Are you?

residing in the municipal area	1
working for the municipality	2
Both	3

9. How long are you staying in the municipal area?

Less than 1 year	1
1 – 10 years	2
11 – 20 years	3
21 – 30 years	4
More than 31 years	5

SECTION B: HISTORY OF THE MUNICIPALITY

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly Disagree	Don't know
12	I was satisfied with the delivery of basic services such as electricity and water before the merging of the municipality.	1	2	3	4	5
13	The basic services offered by the municipality were available where I need it before the merging of the municipality.	1	2	3	4	5
14	The basic services provided by the municipality were affordable before the merging of the municipality.	1	2	3	4	5
15	The basic services offered by the municipality were the same for all the citizens of the town before the merging of the municipality.	1	2	3	4	5
16	I was satisfied with the amount of money I had to pay for the basic services provided to me by the municipality before the merging.	1	2	3	4	5
17	Basic service delivery was better before the merging of the municipality.	1	2	3	4	5

SECTION C: EFFECTIVE SERVICE DELIVERY

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly isagree	Don't know
18	Basic service delivery such as access to electricity and water is better after the merging of the municipality.	1	2	3	4	5
19	The basic services offered by the municipality are available where I need it.	1	2	3	4	5
20	The basic services provided by the municipality are affordable.	1	2	3	4	5
21	The basic service delivery of the municipality is done right, at the right place, and the right time.	1	2	3	4	5
22	The basic services offered by the municipality gives me what I need.	1	2	3	4	5

		Strongly Agree	Somewhat Agree	Somewhat Disagree	Strongly isagree	Don't know
23	The basic services offered by the municipality are the same for all the citizens of the town.	1	2	3	4	5
24	I am satisfied with the availability of basic services I receive from the municipality.	1	2	3	4	5
25	I am satisfied with the amount of money I have to pay for the basic services provided to be by the municipality.	1	2	3	4	5
26	I am satisfied that the municipality is doing enough to ensure basic service delivery now.	1	2	3	4	5
27	I am satisfied that the municipality is doing enough to ensure basic service delivery in the future	1	2	3	4	5
28	I am well informed about the fair distribution of services by the municipality to all the citizens of the city	1	2	3	4	5
29	I am well informed about what the municipality is doing to ensure basic service delivery.	1	2	3	4	5
30	I am treated with respect as a customer at the municipality.	1	2	3	4	5
31	The employees of the municipality are very helpful when I visit the municipal office.	1	2	3	4	5

**THANK YOU VERYMUCH FOR YOUR FRIENDLY CO-OPERATION IN
COMPLETING THIS QUESTIONNAIRE!**

ANNEXURE C

**AFRIKAANS VERSION OF QUESTIONNAIRE (FOR
MANAGEMENT)**

NOORDWES UNIVERSITEIT
VRAELYS (VIR BESTUUR)
**‘n BESTUURSMODEL VIR SAMESMELTING VAN PLAASLIKE REGERINGS IN
DIE VRYSTAAT**

Voltooi asseblief die vraelys deur die **AANDUIDING VAN ‘N (X)**, tensy anders vermeld.

AFDELING A:

PERSOONLIKE INLIGTING

1. Geslag

Manlik	1
Vroulik	2

2. Bevolkingsgroep

Asiaties	1
Blanke	2
Kleurling	3
Swart	4
Ander	5

Indien ander, spesifiseer asseblief:

3. Wat is u ouderdom?

18 – 29	1
30 – 39	2
40 – 49	3
50 - 59	4
60 – 69	5

Ouer as 70	6
------------	---

4. Wat is u huistaal?

Engels	1
Zoeloe	2
Xhosa	3
Tswana	4
Sotho	5
Afrikaans	6
Ander	7

Indien ander, spesifiseer asseblief:

5. Wat is u hoogste opvoedkundige kwalifikasie?

Graad 1-7	1
Graad 8-11	2
Matriek	3
Naskoolse Opleiding	4
Ander	5

Indien ander, spesifiseer asseblief:

6. Wat is u maandelikse inkomste?

R0 - R720	1
R721 - R1500	2
R1501 - R3000	3
R3001 - R5000	4
R5001 - R7501	5
R7501 - R8000	6
Meer as R8001	7

7. Wat is die naam van die munisipaliteit waar u werksaam is?

Metsimaholo Plaaslike Munisipaliteit	1
Matjhabeng Plaaslike Munisipaliteit	2
Midvaal Plaaslike Munisipaliteit	3
Gamagara Plaaslike Munisipaliteit	4
Ander	5

Indien ander, spesifiseer asseblief:

8. Is u.....?

woonagtig in die munisipale gebied	1
werksaam by die munisipaliteit	2
Albei	3

9. Hoeveel diensjare het u by die munisipaliteit?

Minder as 1 jaar	1
1 – 10 jaar	2
11 – 20 jaar	3
21 – 30 jaar	4
Meer as 31 jaar	5

10. Op watter bestuursvlak is u by die munisipaliteit?

Topbestuur (Munisipale bestuurder, Besturende Direkteur, Direkteur)	1
Middelbestuur (Bestuurder, Assistent Bestuurder, Afdelings-hoof)	2
Laer bestuur (Toesighouers, Superintendent, Span leier)	3

11. Hoe lank beklee u al die bestuursposisie by die munisipaliteit?

Minder as 1 jaar	1
1 – 10 jaar	2
11 – 20 jaar	3
21 – 30 jaar	4
Meer as 31 jaar	5

AFDELING B: GESKIEDENIS VAN DIE MUNISIPALITEIT

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterktste	WeetNie
12	Ek was tevrede met die verskaffing van basiese dienste soos elektrisiteit en water voor die samesmelting van die munisipaliteit.	1	2	3	4	5
13	Die basiese dienste wat deur die munisipaliteit verskaf is, was beskikbaar waar dit nodig was voor die samesmelting van die munisipaliteit.	1	2	3	4	5
14	Die basiese dienste wat deur die munisipaliteit verskaf is, was bekostigbaar voor die samesmelting van die munisipaliteit.	1	2	3	4	5
15	Die basiese dienste wat deur die munisipaliteit verskaf is, was dieselfde vir al die inwoners van die dorp voor die samesmelting van die munisipaliteit.	1	2	3	4	5
16	Ek was tevrede met die bedrag wat ek moes betaal vir basiese dienste wat deur die munisipaliteit verskaf is voor die samesmelting van die munisipaliteit.	1	2	3	4	5
17	Basiese dienslewering was beter voor die samesmelting van die munisipaliteit.	1	2	3	4	5

AFDELING C: EFFEKTIEWE DIENSLEWERING

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterktste	WeetNie
18	Basiese dienslewering soos toegang tot elektrisiteit en water is beter vandat die munisipaliteit saamgesmelt het.	1	2	3	4	5
19	Die basiese dienste wat deur die munisipaliteit gelewer word, is beskikbaar wanneer ek dit nodig.	1	2	3	4	5
20	Die basiese dienste wat deur die munisipaliteit gelewer word is bekostigbaar.	1	2	3	4	5

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterktste	WeetNie
21	Die basiese dienslewering van die munisipaliteit word reg gedoen, by die regte bestemming en op die regte tyd.	1	2	3	4	5
22	Die basiese dienste wat die munisipaliteit bied vervul my behoeftes.	1	2	3	4	5
23	Die basiese dienste wat die munisipaliteit bied is dieselfde vir alle inwoners van die dorp.	1	2	3	4	5
24	Ek is tevrede met die beskikbaarheid van basiese dienste wat ek van die munisipaliteit ontvang.	1	2	3	4	5
25	Ek is tevrede met die bedrag wat ek moet betaal vir die basiese dienste wat deur die munisipaliteit gelewer word.	1	2	3	4	5
26	Ek is tevrede dat die munisipaliteit die nodige doen om basiese dienslewering te verseker.	1	2	3	4	5
27	Ek is tevrede dat die munisipaliteit die nodige doen om basiese dienslewering in die toekoms te verseker.	1	2	3	4	5
28	Ek is op hoogte van die billike verspreiding van dienste deur die munisipaliteit aan al die inwoners van die stad.	1	2	3	4	5
29	Ek is op hoogte van die pogings wat die munisipaliteit aanwend om basiese dienslewering in die toekoms te verseker.	1	2	3	4	5
30	Ek word met respek behandel as 'n kliënt van die munisipaliteit.	1	2	3	4	5
31	Die werknemers van die munisipaliteit is baie behulpsaam wanneer ek die munisipale kantore besoek.	1	2	3	4	5

AFDELING D: BESTUURSMODEL

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterktste	WeetNie
32	Ek beskik oor die nodige opleiding om goed in my beroep te presteer.	1	2	3	4	5
33	Ek is tevrede met die infrastruktuur (rekenaar, kantoor, lessenaar, stoele) wat tot my beskikking is vir die uitvoering van my pligte.	1	2	3	4	5
34	My vermoë waaroor ek beskik, is bruikbaar in my huidige beroep.	1	2	3	4	5
35	Die ondervinding waaroor ek beskik, is bruikbaar in my huidige beroep.	1	2	3	4	5
36	Die munisipaliteit beskik oor 'n monitorings- en evaluasiesistelsel om prestasie te meet.	1	2	3	4	5
37	Die munisipaliteit se monitorings- en evaluasiesistelsel om prestasie te meet is ge-implementeer.	1	2	3	4	5
38	Dit is die bestuurder se verantwoordelikheid om sy/haar ondergeskiktes se ontwikkeling te bevorder.	1	2	3	4	5
39	My bestuurder tree opsigtelik op teen enige voorvalle van diskriminasie en rassisme.	1	2	3	4	5
40	My bestuurder tree opsigtelik op teen enige voorvalle van voortrekkery en begunstiging.	1	2	3	4	5
41	Ek is tevrede dat die munisipaliteit se ontwikkelingstelsel vir sy werknemers op standaard is.	1	2	3	4	5
42	Die munisipaliteit hou inwoners op hoogte omtrent die basiese dienste wat verskaf word.	1	2	3	4	5
43	Die munisipaliteit hou inwoners op hoogte van die tariewe wat hulle betaal vir die dienste wat hul gebruik.	1	2	3	4	5
44	Die munisipaliteit word professioneel bedryf.	1	2	3	4	5
45	Daar is politieke inmenging in die administrasie van die munisipaliteit.	1	2	3	4	5

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterktste	WeetNie
46	Die instelling van nie-rassige munisipaliteite het die verdeling van die verlede ge-elimineer.	1	2	3	4	5
47	Sedert die samesmelting van die munisipaliteit is daar vordering gemaak in terme van dienslewering.	1	2	3	4	5
48	Tydens prestasie evaluering meet my bestuurder my werklike werksprestasie teenoor die bestaande doelwitte.	1	2	3	4	5
49	My bestuurder moniteer my prestasie.	1	2	3	4	5
50	My bestuurder evalueer my prestasie.	1	2	3	4	5
51	Die bestaande strategieë is bruikbaar in die uitvoering van my pligte.	1	2	3	4	5
52	Die bestaande beleid is bruikbaar in die uitvoering van my pligte.	1	2	3	4	5
53	Die bestaande prosedures is bruikbaar in die uitvoering van my pligte.	1	2	3	4	5
54	Die bestaande beleid verseker dat ek 'n professionele diens aan my kliënte kan lewer.	1	2	3	4	5
55	Die bestaande strategieë verseker dat ek 'n professionele diens aan my kliënte kan lewer.	1	2	3	4	5
56	Die bestaande prosedures verseker dat ek 'n professionele diens aan my kliënte kan lewer.	1	2	3	4	5

**BAIE DANKIE VIR U VRIENDELIKE SAMEWERKING
IN DIE VOLTOOIING VAN HIERDIE VRAELYS!**

ANNEXURE D
AFRIKAANS VERSION OF QUESTIONNAIRE
(FOR RESIDENTS)

NOORDWES UNIVERSITEIT
VRAELYS (VIR INWONERS)

‘N BESTUURSMODEL VIR SAMESMELTING VAN PLAASLIKE REGERINGS IN DIE VRYSTAAT

Voltooi asseblief die vraelys deur die **AANDUIDING VAN ‘N (X)**, tensy anders vermeld.

AFDELING A: PERSOONLIKE INLIGTING

1. Geslag

Manlik	1
Vroulik	2

2. Bevolkingsgroep

Asiaties	1
Blanke	2
Kleurling	3
Swart	4
Ander	5

Indien ander, spesifiseer asseblief:

3. Wat is u ouderdom?

18 – 29	1
30 – 39	2
40 – 49	3
50 - 59	4
60 – 69	5
Ouer as 70	6

4. Wat is u huistaal?

Engels	1
Zoeloe	2
Xhosa	3
Tswana	4
Sotho	5
Afrikaans	6
Ander	7

Indien ander, spesifiseer asseblief:

5. Wat is u hoogste opvoedkundige kwalifikasie?

Graad 1-7	1
Graad 8-11	2
Matriek	3
Naskoolse Opleiding	4
Ander	5

Indien ander, spesifiseer asseblief:

6. Wat is u maandelikse inkomste?

R0 - R720	1
R721 - R1500	2
R1501 - R3000	3
R3001 - R5000	4
R5001 - R7501	5
R7501 - R8000	6
Meer as R8001	7

7. Wat is die naam van die munisipaliteit waar u werksaam is?

Metsimaholo Plaaslike Munisipaliteit	1
Matjhabeng Plaaslike Munisipaliteit	2
Midvaal Plaaslike Munisipaliteit	3
Gamagara Plaaslike Munisipaliteit	4
Ander	5

Indien ander, spesifiseer asseblief:

8. Is u.....?

woonagtig in die munisipale gebied	1
werksaam by die munisipaliteit	2
Albei	3

9. Hoeveel diensjare het u by die munisipaliteit?

Minder as 1 jaar	1
1 – 10 jaar	2
11 – 20 jaar	3
21 – 30 jaar	4
Meer as 31 jaar	5

10. Op watter bestuursvlak is u by die munisipaliteit?

Topbestuur (Munisipale bestuurder, Besturende Direkteur, Direkteur)	1
Middelbestuur (Bestuurder, Assistent Bestuurder, Afdelings-hoof)	2
Laer bestuur (Toesighouers, Superintendent, Span leier)	3

11. Hoe lank bekleed u al die bestuursposisie by die munisipaliteit?

Minder as 1 jaar	1
1 – 10 jaar	2
11 – 20 jaar	3
21 – 30 jaar	4
Meer as 31 jaar	5

AFDELING B: GESKIEDENIS VAN DIE MUNISIPALITEIT

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterkste	WeetNie
12	Ek was tevrede met die verskaffing van basiese dienste soos elektrisiteit en water voor die samesmelting van die munisipaliteit.	1	2	3	4	5
13	Die basiese dienste wat deur die munisipaliteit verskaf is, was beskikbaar waar dit nodig was voor die samesmelting van die munisipaliteit.	1	2	3	4	5
14	Die basiese dienste wat deur die munisipaliteit verskaf is, was bekostigbaar voor die samesmelting van die munisipaliteit.	1	2	3	4	5
15	Die basiese dienste wat deur die munisipaliteit verskaf is, was dieselfde vir al die inwoners van die dorp voor die samesmelting van die munisipaliteit.	1	2	3	4	5
16	Ek was tevrede met die bedrag wat ek moes betaal vir basiese dienste wat deur die munisipaliteit verskaf is voor die samesmelting van die munisipaliteit.	1	2	3	4	5
17	Basiese dienslewering was beter voor die samesmelting van die munisipaliteit.	1	2	3	4	5

AFDELING C: EFFEKTIEWE DIENSLEWERING

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterkste	WeetNie
18	Basiese dienslewering soos toegang tot elektrisiteit en water is beter vandat die munisipaliteit saamgesmelt het.	1	2	3	4	5
19	Die basiese dienste wat deur die munisipaliteit gelewer word, is beskikbaar wanneer ek dit nodig.	1	2	3	4	5

		Stem Beslis Saam	Stem Gedeeltelik Saam	Verskil Gedeeltelik	Verskil Ten sterkste	WeetNie
20	Die basiese dienste wat deur die munisipaliteit gelewer word is bekostigbaar.	1	2	3	4	5
21	Die basiese dienslewering van die munisipaliteit word reg gedoen, by die regte bestemming en op die regte tyd.	1	2	3	4	5
22	Die basiese dienste wat die munisipaliteit bied vervul my behoeftes.	1	2	3	4	5
23	Die basiese dienste wat die munisipaliteit bied is dieselfde vir alle inwoners van die dorp.	1	2	3	4	5
24	Ek is tevrede met die beskikbaarheid van basiese dienste wat ek van die munisipaliteit ontvang.	1	2	3	4	5
25	Ek is tevrede met die bedrag wat ek moet betaal vir die basiese dienste wat deur die munisipaliteit gelewer word.	1	2	3	4	5
26	Ek is tevrede dat die munisipaliteit die nodige doen om basiese dienslewering te verseker.	1	2	3	4	5
27	Ek is tevrede dat die munisipaliteit die nodige doen om basiese dienslewering in die toekoms te verseker.	1	2	3	4	5
28	Ek is op hoogte van die billike verspreiding van dienste deur die munisipaliteit aan al die inwoners van die stad.	1	2	3	4	5
29	Ek is op hoogte van die pogings wat die munisipaliteit aanwend om basiese dienslewering in die toekoms te verseker.	1	2	3	4	5
30	Ek word met respek behandel as 'n kliënt van die munisipaliteit.	1	2	3	4	5
31	Die werknemers van die munisipaliteit is baie behulpsaam wanneer ek die munisipale kantore besoek.	1	2	3	4	5

**BAIE DANKIE VIR U VRIENDELIKE SAMEWERKING
IN DIE VOLTOOIING VAN HIERDIE VRAELYS!**

ANNEXURE E

SESOTHO VERSION OF QUESTIONNAIRE (FOR MANAGEMENT)

NORTH WEST UNIVERSITY
LENANE-POTSO (BOTSAMAI SI)

SEBOPEHO SA DIKGOKAHANYO PUSONG YA LAHAE DIMASEPALENG TSA FOREISITATA.

Ka kopo tlatsa lenanepotso lena ka ho **TSHWAYA KA (X)**, ntle le moo o laelwang ka tsela e nngwe.

KAROLO YA A:

TSHEDIMOSETSO KA WENA

1. Bong

Monna	1
Mosadi	2

2. Mofuta wa Morabe

Asian	1
White	2
Coloured	3
Black	4
Other	5

Morabe o mong, hlalosa ka kopo:

3. O dilemo tse kae?

18 – 29	1
30 – 39	2
40 – 49	3
50 - 59	4
60 – 69	5
O feta 70	6

4. O buwa puo e fe lapeng?

English	1
Zulu	2
Xhosa	3
Setswana	4
Sesotho	5
Afrikaans	6
Other	7

Puo e nngwe, hlalosa ka kopo.....

5. O fihleletse boemo bofe ba thuto?

Grade 1-7	1
Grade 8-11	2
Matric	3
Mora Matric	4
Thoto e nngwe	5

Boemo bo bong, hlalosa ka kopo.....

6. Moputso wa hao ha o felletse ka kgwedi ke bokae?

R0 -R720	1
R721-R1500	2
R1501 –R3000	3
R3001-R5000	4
R5001 – R7501	5
R7501 - R8000	6
More than R8001	7

7. O sebeletsa Masepala o feng?

Metsimaholo local municipality	1
Matjhabeng local municipality	2
Midvaal local municipality	3
Gamagara local municipality	4
Other	5

Masepala o mong, hlalosa ka kopo.....

8. Na o?

O dula sebakeng se tlasa masepala enwa	1
O sebeletsa Masepala enwa	2
Ka bobedi	3

9. o na le nako e kae o sebeletsa Masepala enwa?

Tlasa selemo	1
Dilemo tse 1 – 10	2
Dilemo tse 11 – 20	3
Dilemo tse 21 – 30	4
Dilemo tse fetang 31	5

10. O boemong bofe ba botsamaisi masepaleng enwa?

Botsamaisi bo Hodimo (Municipal manager, Executive Director)	1
Botsamaisi bo mahareng (Manager, Assistant Managers, Divisional Heads)	2
Botsamaisi bo tlase (Supervisor, Superintendent, Team leader)	3

11. Ke nako e kae ole Motsamaisi masepaleng enwa?

Tlasa selemo	1
Dilemo tse 1 – 10	2
Dilemo tse 11 – 20	3
Dilemo tse 21 – 30	4
Dilemo tse fetang 31	5

KAROLO YA B: NALANE YA MASEPALA

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
12	Ke kgotsofalletse kabo ya ditshebeletso tsa bohlokwa jwaloka motlakase le metsi pele ho kopanngwa ha dimasepala.	1	2	3	4	5
13	Ditshebeletso tsa bohlokwa di ne di fumaneha masepaleng pele ho kopanngwa ha dimasepala.	1	2	3	4	5
14	Ditshebeletso tsa bohlokwa tse neng di ajwa ke masepala dine di kgonahala pele ho kopanngwa ha dimasepala.	1	2	3	4	5
15	Ditshebeletso tsa bohlokwa tsa masepala dine ne di tshwana ho baahi bohle pele ho kopanngwa ha dimasepala.	1	2	3	4	5
16	Ke ne ke kgotsofaletse ditefello tsa ditshebeletso tsa bohlokwa tse neng di ajwa ke masepala pele ho kopanngwa ha dimasepala.	1	2	3	4	5
17	Ditshebeletso tsa bohlokwa di ne di kgotsofatsa pele ho kopanngwa ha dimasepala.	1	2	3	4	5

KAROLO YA C: KABO E KGOTSOFATSANG YA DITSHEBELETSO

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
18	Ke kgotsofaletse kabo ya ditshebeletso tsa bohlokwa ka mora ho kopanngwa ha dimasepala.	1	2	3	4	5
19	Ditshebeletso tsa bohlokwa tse ajwang ke masepala di dula di le teng moo ke hlokang teng.	1	2	3	4	5
20	Ditshebeletso tsa bohlokwa tse ajwang ke masepala tse ajwang ke masepala di a kgoneha.	1	2	3	4	5

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
21	Ditshebeletso tsa bohlokwa tsa masepala di fumaneha ka nepo, bakeng se nepahetse le ka nako e nepahetseng	1	2	3	4	5
22	Ditshebeletso tsa bohlokwa tse ajwang ke masepala di kgotsofatsa ditlhoko tsa ka.	1	2	3	4	5
23	Ditshebeletso tsa bohlokwa tse ajwang ke masepala di a tshwana ho baahi bohle.	1	2	3	4	5
24	Ke kgotsofalletse ditshebeletso tseo ke di fumanang ho masepala.	1	2	3	4	5
25	Ke kgotsofetse ke ditefello tseo ke tlamehang ho di etsa bakeng sa ditshebeletso tsa bohlokwa tsa masepala.	1	2	3	4	5
26	Ke kgotsofetse hore masepala o sebetsa ka thata ho netefatsa kabo ya ditshebeletso tsa bohlokwa.	1	2	3	4	5
27	Ke kgotsofetse hore masepala o sebetsa ka thata ho netefatsa kabo ya ditshebeletso tsa bohlokwa nakong e tlang	1	2	3	4	5
28	Ke a tseba ka kabo ya ditshebeletso tsa bohlokwa e lekanang ho baahi bohle ma motse.	1	2	3	4	5
29	Ke dula kele sedi ka nako tsohle ka seo masepala o se etsang ho ka netefatsa kabo ya ditshebeletso tsa bohlokwa.	1	2	3	4	5
30	Jwalo ka Moreki wa ditshebeletso tsa masepala ke tshwerwa ka tsela e hlomphehang.	1	2	3	4	5
31	Basebetsi ba masepala ba nthusa kamehla ha ke etela ofisi tsa masepala.	1	2	3	4	5

KAROLO YA D: SETSHWANTSHO SA BOTSAMAISI

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
32	Ke na le dithuto tse hlokahalang ho ka etsa mosebetsi wa ka hantle.	1	2	3	4	5
33	Ke kgotsofalletse disebediswa (komporo, ofisi, tafole, ditulo) tse ke nang le tsona ho ka phetha mosebetsi wa ka.	1	2	3	4	5
34	Bokgoni boo ke nang le bona bo molemo mosebetsing wa ka.	1	2	3	4	5
35	Boiphihlelo boo ke nang le bona bo tswela mosebetsi ona wa ka molemo.	1	2	3	4	5
36	Hona le mekgwa ya ho laola le ho hlahloba tshebetso e ntle masepaleng.	1	2	3	4	5
37	Mekgwa e laolang le ho hlahloba tshebetso e ntle masepaleng e ya sebediswa.	1	2	3	4	5
38	Ke boikarabelo ba motsamaisi ho bopa tswelopele ya basebetsi ba hae.	1	2	3	4	5
39	Motsamaisi wa ka kamehla o nka mehato kgahlano le leema le kgethollo ka mmala.	1	2	3	4	5
40	Motsamaisi wa ka kamehla o nka mehato kgahlano le leema le tshekamelo ho ba lesika.	1	2	3	4	5
41	Ke kgotsofetse hore seo masepala o se etsang ho ka ntshetsapele basebetsi ba ona ho molemo.	1	2	3	4	5
42	Masepala o tsebisa baahi kamehla ka ditshebeletso tsa bohlokwa tse fumanehang.	1	2	3	4	5
43	Masepala o tsebisa baahi kamehla ka ditshebeletso tseo ba di lefellang.	1	2	3	4	5
44	Masepala o tsamaiswa ka mokgwa o nepahetseng.	1	2	3	4	5
45	Boradipolotiki ba itshunya mererong ya tsamaiso ya masepala.	1	2	3	4	5

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
46	Ho thehwa ha dimasepala tse akaretsang merabe yohle ho thusitse ho thefula dikarohano tsa nako e fetileng.	1	2	3	4	5
47	Haesale ho kopanngwa dimasepala, kgatelopele e teng mabapi le kabo ya ditshebeletso.	1	2	3	4	5
48	Ha motsamaisi wa ka hlahloba tshebetso ya ka, o bapisa tshebetso ya ka le ntlha-phihlello tse teng.	1	2	3	4	5
49	Motsamaisi wa ka o laola tshebetso ya ka.	1	2	3	4	5
50	Motsamaisi wa ka o hlahloba tshebetso ya ka.	1	2	3	4	5
51	Mekgwa-Tshebetso e teng e nthuso ho etsa mosebetsi wa ka.	1	2	3	4	5
52	Maano a sebediswang a nthuso ho etsa mosebetsi wa ka.	1	2	3	4	5
53	Metjha e sebediswang e bohlokwa honna ha ke etsa mosebetsi waka.	1	2	3	4	5
54	Maano a teng a netefatsa tshebetso yaka e ntle kabong ya ditshebeletso baahing.	1	2	3	4	5
55	Mekgwa-Tshebetso e teng e netefatsa hore ke fana ka tshebetso e ntle kabong ya ditshebeletso ho baahi.	1	2	3	4	5
56	Metjha e teng e netefatsa tshebetso ya ka e ntle kabong ya ditshebeletso ho baahi.	1	2	3	4	5

**KE A LEBOHA KA TSHEBEDISANO MMOHO YA HAO E NTLE HO TLATSENG
LENANE-POTSO LENA!**

ANNEXURE F

SESOTHO VERSION OF QUESTIONNAIRE

(FOR RESIDENTS)

NORTH WEST UNIVERSITY
LENANE-POTSO (BAAHI)
SEBOPEHO SA DIKGOKAHANYO PUSONG YA LAHAE DIMASEPALENG TSA FOREISITATA.

Ka kopo tlatsa lenanepotso lena ka ho **TSHWAYA KA (X)**, ntle le moo o laelwang ka tsela e nngwe.

KAROLO YA A:

TSHEDIMOSETSO KA WENA

1. Bong

Monna	1
Mosadi	2

2. Mofuta wa Morabe

Asian	1
White	2
Coloured	3
Black	4
Other	5

Morabe o mong, hlalosa ka kopo:

3. O dilemo tse kae?

18 – 29	1
30 – 39	2
40 – 49	3
50 - 59	4
60 – 69	5
O feta 70	6

4. O buwa puo e fe lapeng?

English	1
Zulu	2
Xhosa	3
Setswana	4
Sesotho	5
Afrikaans	6
Other	7

Puo e nngwe, hlalosa ka kopo.....

5. O fihleletse boemo bofe ba thuto?

Grade 1-7	1
Grade 8-11	2
Matric	3
Mora Matric	4
Thoto e nngwe	5

Boemo bo bong, hlalosa ka kopo.....

6. Moputso wa hao ha o felletse ka kgwedi ke bokae?

R0 -R720	1
R721-R1500	2
R1501 –R3000	3
R3001-R5000	4
R5001 – R7501	5
R7501 - R8000	6
More than R8001	7

7. O sebeletsa Masepala o feng?

Metsimaholo local municipality	1
Matjhabeng local municipality	2
Midvaal local municipality	3
Gamagara local municipality	4
Other	5

Masepala o mong, hlalosa ka kopo.....

8. Na o?

O dula sebakeng se tlasa masepala enwa	1
O sebeletsa Masepala enwa	2
Ka bobedi	3

9. o na le nako e kae o sebeletsa Masepala enwa?

Tlasa selemo	1
Dilemo tse 1 – 10	2
Dilemo tse 11 – 20	3
Dilemo tse 21 – 30	4
Dilemo tse fetang 31	5

10. O boemong bofe ba botsamaisi masepaleng enwa?

Botsamaisi bo Hodimo (Municipal manager, Executive Director, Director)	1
Botsamaisi bo mahareng (Manager, Assistant Managers, Divisional Heads)	2
Botsamaisi bo tlase (Supervisor, Superintendent, Team leader)	3

11. Ke nako e kae ole Motsamaisi masepaleng enwa?

Tlasa selemo	1
Dilemo tse 1 – 10	2
Dilemo tse 11 – 20	3
Dilemo tse 21 – 30	4
Dilemo tse fetang 31	5

KAROLO YA B: NALANE YA MASEPALA

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
12	Ke kgotsofalletse kabo ya ditshebeletso tsa bohlokwa jwaloka motlakase le metsi pele ho kopanngwa ha dimasepala.	1	2	3	4	5
13	Ditshebeletso tsa bohlokwa di ne di fumaneha masepaleng pele ho kopanngwa ha dimasepala.	1	2	3	4	5
14	Ditshebeletso tsa bohlokwa tse neng di ajwa ke masepala dine di kgonahala pele ho kopanngwa ha dimasepala.	1	2	3	4	5
15	Ditshebeletso tsa bohlokwa tsa masepala dine ne di tshwana ho baahi bohle pele ho kopanngwa ha dimasepala.	1	2	3	4	5
16	Ke ne ke kgotsofaletse ditefello tsa ditshebeletso tsa bohlokwa tse neng di ajwa ke masepala pele ho kopanngwa ha dimasepala.	1	2	3	4	5
17	Ditshebeletso tsa bohlokwa di ne di kgotsofatsa pele ho kopanngwa ha dimasepala.	1	2	3	4	5

KAROLO YA C: KABO E KGOTSOFATSANG YA DITSHEBELETSO

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
18	Ke kgotsofaletse kabo ya ditshebeletso tsa bohlokwa ka mora ho kopanngwa ha dimasepala.	1	2	3	4	5
19	Ditshebeletso tsa bohlokwa tse ajwang ke masepala di dula di le teng moo ke hlokang teng.	1	2	3	4	5
20	Ditshebeletso tsa bohlokwa tse ajwang ke masepala tse ajwang ke masepala di a kgoneha.	1	2	3	4	5

		Ke dumela ele kannete	Ke a dumela	Ke a hana	Hohang ke a hana	Ha ke tsebe
21	Ditshebeletso tsa bohlokwa tsa masepala di fumaneha ka nepo, bakeng se nepahetse le ka nako e nepahetseng	1	2	3	4	5
22	Ditshebeletso tsa bohlokwa tse ajwang ke masepala di kgotsofatsa ditlhoko tsa ka.	1	2	3	4	5
23	Ditshebeletso tsa bohlokwa tse ajwang ke masepala di a tshwana ho baahi bohle.	1	2	3	4	5
24	Ke kgotsofalletse ditshebeletso tseo ke di fumanang ho masepala.	1	2	3	4	5
25	Ke kgotsofetse ke ditefello tseo ke tlamehang ho di etsa bakeng sa ditshebeletso tsa bohlokwa tsa masepala.	1	2	3	4	5
26	Ke kgotsofetse hore masepala o sebetse ka thata ho netefatsa kabo ya ditshebeletso tsa bohlokwa.	1	2	3	4	5
27	Ke kgotsofetse hore masepala o sebetse ka thata ho netefatsa kabo ya ditshebeletso tsa bohlokwa nakong e tlang	1	2	3	4	5
28	Ke a tseba ka kabo ya ditshebeletso tsa bohlokwa e lekanang ho baahi bohle ma motse.	1	2	3	4	5
29	Ke dula kele sedi ka nako tsohle ka seo masepala o se etsang ho ka netefatsa kabo ya ditshebeletso tsa bohlokwa.	1	2	3	4	5
30	Jwalo ka Moreki wa ditshebeletso tsa masepala ke tshwerwa ka tsela e hlomphehang.	1	2	3	4	5
31	Basebetsi ba masepala ba nthusa kamehla ha ke etela ofisi tsa masepala.	1	2	3	4	5

**KE A LEBOHA KA TSHEBEDISANO MMOHO YA HAO E NTLE HO
TLATSENG LENANE-POTSO LENA!**

ANNEXURE G

LETTER OF CONFIRMATION OF LANGUAGE EDITING

April 12, 2014



TO WHOM IT MAY CONCERN

Re: Letter of confirmation of language editing

The PhD Thesis "**A managerial model for mergers in local government at municipalities in the Free State**" by Gino Alberts was language, technically and typographically edited. The sources and referencing technique applied was checked to comply with the specific Harvard technique as per North-West University prescriptions. Final corrections as suggested remain the responsibility of the student.

Antoinette Bisschoff

Officially approved language editor of the NWU since 1998
Member of SA Translators Institute (no. 100181)