AN ANALYSIS OF THE POLITICS-ADMINISTRATIVE INTERFACE AND ITS IMPACT ON DELIVERY OF MUNICIPAL SERVICES- A CASE OF THE MNQUMA LOCAL MUNICIPALITY

BY

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A MINI-DISSERTATION SUBMITTED IN PARTIAL-FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF PUBLIC ADMINISTRATION

IN THE FACULTY OF MANAGEMENT AND COMMERCE, AT THE UNIVERSITY OF FORT HARE

SOUTH AFRICA

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SUBMITTED: JANUARY 2013
DECLARATION

I, Mziwoxolo Rutherford Ndudula, hereby declare that this Research paper submitted at the University of Fort Hare for the Degree of Masters in Public Administration (Coursework) has never been previously submitted by me for a degree at this or any other university, that this is my own work in design and execution and that all material contained therein has been duly acknowledged.

Signature

..........................................

Date

.........../....../.........
DEDICATION

This mini-thesis is dedicated to all those who sincerely endeavour to improve the quality of life of the people at all spheres of government, more importantly at the local government level.
ACKNOWLEDGEMENTS

This enormous piece of work is dedicated to numerous people who gave me a hand in the process of completing it. Above all, I thank Almighty God for gracing me with commitment and resilience to undertake this research project, guiding and ushering me through by giving me the wisdom to finish this mini-thesis. I personally would not have achieved it without divine guidance.

I also wish to thank all those I have interacted with in the course of my study for their unwavering support, cooperation, understanding and aid. Without the following selfless colleagues and individuals, the study would have not been possible.

My supervisor Prof. D.R Thakhathi, for guiding and supervising me through to the end, it was his ideas that help make this study a reality. I also wish to express my heartfelt gratitude to him for mentoring me in other aspects of life; this was a real inspiration to my life and studies.

Nosisa Ndudula-my dearest wife, for being always there for me in the ups and downs of life, she has played a pivotal role during the 24 month study period I am therefore grateful and honoured to have all of you as a support system in the course of my studies and my entire life. To my family, my children and colleagues; who always believed and donated their energies towards the completion of the mini-thesis, your efforts were not in vain.

Lastly, to the respondents in the data collection instruments, officials and administrators who gave me a hand, either directly or indirectly, I feel much indebted to you and thank you for contributing to my study. I would not have achieved the ultimate research aim if it was not for your help and assistance.
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<tr>
<td>ADM</td>
<td>Amathole District Municipality</td>
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<tr>
<td>ANC</td>
<td>African National Congress</td>
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<tr>
<td>CBO</td>
<td>Community Based Organisation</td>
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<tr>
<td>CDS</td>
<td>Cadre Deployment Strategy</td>
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<tr>
<td>CDW</td>
<td>Community Development Workers</td>
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<tr>
<td>CODESA</td>
<td>Council for Democratic South Africa</td>
</tr>
<tr>
<td>DA</td>
<td>Democratic Alliance</td>
</tr>
<tr>
<td>DLGTA</td>
<td>Department of Local Government and Traditional Affairs</td>
</tr>
<tr>
<td>DPSA</td>
<td>Department of Public Service and Administration</td>
</tr>
<tr>
<td>EXCO</td>
<td>Executive Committee</td>
</tr>
<tr>
<td>GAAP</td>
<td>General Accepted Accounting Practices</td>
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<tr>
<td>GAMAP</td>
<td>General Accepted Municipal Accounting Practices</td>
</tr>
<tr>
<td>HDI</td>
<td>Historically Disadvantaged Individuals</td>
</tr>
<tr>
<td>HSRC</td>
<td>Human Sciences Research Council</td>
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<tr>
<td>MEC</td>
<td>Member of the Executive Council</td>
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<tr>
<td>MFMA</td>
<td>Municipal Finance Management Act</td>
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<tr>
<td>NGO</td>
<td>Non-Governmental Organisation</td>
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<tr>
<td>NP</td>
<td>National Party</td>
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<td>NPM</td>
<td>New Public Management</td>
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<td>Public Finance Management Act</td>
</tr>
<tr>
<td>PRC</td>
<td>Presidential Review Commission</td>
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<tr>
<td>RDP</td>
<td>Reconstruction and Development Programme</td>
</tr>
<tr>
<td>RSA</td>
<td>Republic of South Africa</td>
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<tr>
<td>SALGA</td>
<td>South African Local Government Association</td>
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<tr>
<td>SAMWU</td>
<td>South African Municipal Workers Union</td>
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<tr>
<td>TLC</td>
<td>Transitional Local Council</td>
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<tr>
<td>TRC</td>
<td>Traditional Rural Council</td>
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<td>USA</td>
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ABSTRACT

The study took a qualitative approach to the analysis of the effect of the politics-administrative interface on municipal service delivery. It was a case study of the Mnquma local municipality in the Eastern Cape Province. The researcher developed a keen interest in researching on the topic because the political infighting and clashes between politicians and administrators of the municipality have caused a public outcry for the root causes of the infighting to be effectively addressed and redressed. It is hoped that the findings and recommendations of the study will help, reshape public policy implementation, service delivery and fostering of mutual cooperative relations between politicians and administrators both at local government level and any other sphere of government in South Africa.

The study, is categorized into five chronological chapters, with chapter one (introduction and background), chapter two (literature review), chapter three (research design and methodology), chapter four (data analysis, interpretation and presentation) and chapter five (conclusions and recommendations). The researcher used a sample size of 40 respondents who were selected using snowball sampling, a non-random sampling design spread accordingly over both politicians and administrators. Data collection was made possible through an open-ended questionnaire, interviews, observations and documentary analysis. Various reports and media statements were also used to augment this empirical study. The study also used an in-depth qualitative data analysis technique which was descriptive in nature and the study made numerous deductions and findings based on the collected and collated data.

Findings of the study were, inter alia, too much politicization of the public sector, interference between politicians and administrators into each other’s affairs and vice versa and adverse effects of cadre deployment which are damaging service delivery. The study made numerous recommendations which included, inter alia, training and development of administrators and politicians on their respective roles and responsibilities, enforcement of the politics-administrative interface as a mutually beneficial approach to service delivery, need for proper interpretation of Acts and policy documents and the enforcing of section 139 interventions into municipalities.
CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION

Public institutions worldwide have a mandate of providing basic services efficiently and effectively to the citizens. The public sector is comprised of both politicians and administrators, who should work cooperatively and mutually towards the promotion of common good for all citizens. However public institutions are still grappling to have an in-depth understanding of how administration and politics should interface to realise its set objectives. The politics-administration interface originated from “dichotomy doctrine” whose advocates were former American statesman Woodrow Wilson, whose philosophy was subsequently followed by Frank J. Goodnow. The doctrine has presented different views and dialogue on how politics and administration can foster and advance government endeavours of services delivery to its inhabitants. Mafunisa (2008:15) alludes to the fact that political administration dichotomy phenomenon has been largely debated in public administration literature particularly in the United States from the beginning of public administration and remains so to this day, henceforth, it holds its relevance in South Africa’s context of local government.

Service delivery in South Africa has oftentimes been crippled by the clashes between politicians and administrators, both sides play the blame-game for crediting the straining of relationships between themselves on the other part. Such politics-administrative conflicts should be done away with and a mutual complementary relationship be instilled, foster a set-up which configures politicians and administrators to be the two sides of the same coin. Nevertheless, no party should encroach onto the other party’s path, hence there should be mutually acceptable roles within the ‘oneness in separation’. To this end, public institutions should
promote the politic-administrative interface and maintain competiveness in whatever service they deliver to the people.

1.2. BACKGROUND OF THE STUDY

The politics-administration interface in South Africa on service delivery derives its roots from the apartheid era government whereby public servants where highly politicised to serve the interest of the erstwhile government, this situation manifesting itself as a serious challenge since the new democratic government took reins of power in 1994. Separating politics from administration in the public sector is impossible, thus the public sector was, is and will forever remain a politicised system. There seem to be a blurred line between politics and administration at all structures of government in South Africa and more dominant at local government which is in the frontline of service delivery. It results in escalating and untenable conflicts between politicians and administrators which adversely affects service delivery, translating to uncontrolled and unwarranted services delivery protest. Advisably hence, politics and administrative relationship should be managed in a more professional, humble and mutually-beneficial manner in order to avoid unintended consequences.

Section 52 of the Constitution of Republic of South Africa (1996) provides local government with legislative and executive powers to pursue the ‘developmental local government’ agenda, hence local government serve as a solid foundation for government to reach out to its citizens in promoting service rendering. In addition to the Constitution, The White Paper on Local Government (1998) reinforces the notion of ‘developmental local government’ as a blueprint that all municipalities have to adhere to and is defined as local government that is committed to working with citizens and groups within the local community to find sustainable ways that meets their need and improve quality of life (White Paper on Local Government, 1998). These needs are further enshrined in Bill of Rights (chapter 2) of the Constitution (1996).
The study examines the extent to which the politics-administrative interface affects citizen’s right to receive these basic fundamental rights like housing, water and electricity which are located in the local sphere of government. The study further examines other factors that have a direct bearing on politics-administration interface which are the legislative and policy framework of local government, cadre deployment policy, skills and capacity requirements, political dynamics and current debates on the subject matter.

Municipal councils and other local government structures or public sector institutions were politicians and administrators often meet to marshal the way forward in the determination of the policy-direction and implementation strategy have often turned into war zones were politicians politicise administrative matters and administrators are defiant to give-in to the efforts of politicians. Generally politicians are there to provide policy and political direction, and administrators implement this policy in a non-partisan, technical and professional manner, but there are incidences whereby the former imposes themselves on the latter and vice-versa. Managing these relationships should be through the promotion of the interface, which eliminates interference and promotes mutuality and oneness. Therefore, the outcomes of the study sets-up appropriate measures and platform for politicians and administrators to cooperate and strengthen their relationship to fulfil their legislative, executive and declared service delivery objectives.

1.3 PROBLEM STATEMENT

Political in-fighting and other related clashes between politicians and administrators have adversely affected service delivery both on the short term and long run due to the fact that the public sector is political in nature. A dichotomy between politicians and administrators has failed realistically and there should be instilled interface which is mutual and sustainable. Local government is the most vital sphere of government in South Africa, because it is the ‘grassroots’ government which is closest to the people and that’s where the nitty-gritty of service delivery happens, therefore stability has to be the heartbeat at this level.
Municipalities such as the Mnquma local municipality have oftentimes been affected by political in-fighting thereby failing to deliver services, eradicate service delivery backlogs and promote a better quality of life for their residents. A case in point is that since 2001, the municipality has never had a peaceful environment in terms of how politicians and administrators interact with one another. Thus the municipality is an appalling state at the present moment. Tensions between politicians and administrators result in the municipal services being compromised because politicians and administrators intrude on each other’s roles and responsibilities resulting to stagnant service delivery. It is against this background that the study therefore seeks to critically analyse the effects of the politics-administrative interface and its effect on municipal service delivery, with the aim of finding sustainable ways of improving service delivery and the standard of living of the people at local government.

1.4 RESEARCH QUESTIONS

In line with the problem identified in the preceding section of this chapter, the study is hinged on the following research questions.

- How do politicians and administrators interact and work with one another in Mnquma local municipality?
- Is there a politics-administrative interface in the Mnquma local municipality, if so what guides and sustains it?
- Which factors or challenges are affecting the smooth functioning and sustainable relations between politicians and administrators in Mnquma local municipality?
- What strategies or mechanisms can the municipality adopt in order to eliminate the challenges which affect the politics-administrative interface in Mnquma local municipality?
1.5 OBJECTIVES OF THE STUDY

The overall objective of the study was to critically analyse the politics-administrative interface and its effect on municipal service rendering in Mnquma local municipality. Hence the sub-objectives of the study were to:

- Determine the manner in which politicians and administrators interact amongst each other in the Mnquma local municipality.
- Establish if there exists a politics-administrative interface in the Mnquma local municipality.
- Explore and establish the challenges affecting the politics-administrative interface in the Mnquma local municipality.
- Come-up with strategies or mechanisms which the Mnquma local municipality can utilise in order to solve the challenges affecting the politics-administrative interface in Mnquma local municipality.

1.6 SIGNIFICANCE OF THE STUDY

The Local sphere of government is the cornerstone of service delivery and closer to the people whose expectation is to see improvement and growth in their quality of life. This then necessitates peace and stability between the people entrusted with the responsibility of managing these institutions. The study is quite significant because it will help resolve the conflicts between the politicians and administrators in Mnquma local municipality, other local government entities, provincial government and even at national government level. The study also benefits the residents and citizens at large, as an improved politics-administrative interface will lead to a more efficient and effective government functioning and service delivery, thus improvement in the quality of life.

1.7 LIMITATIONS OF THE STUDY

The study had numerous limitations which influenced various decisions including the sample and data collection techniques as well as conclusions drawn at the end. Above all, the research used a sample of forty (40) respondents due to the vast size
of the target population; however, this sample was representative of the entire population. Secondly the research had a limitation of time as a resource; hence the study was conducted over a period of two months from October to November 2012, also some respondents were hardly accessible during the study, so the researcher had to use referrals to other alternative respondents. Thirdly, there was a limitation of the researcher's inability to influence the perception, feeling or attitudes of the respondents; hence some respondents could have been subjectively biased. Nonetheless thus, these limitations did not affect the validity and reliability of the findings and conclusions deducted at the end of the study.

1.8 DELIMITATION OF THE STUDY

Delimitation covers the ‘fencing’ of the study, because for a study to be valid, reliable and trustworthy, it should have boundaries. Hence the study was concentrated and focussing on the Mnquma local municipality and its wards. All conclusions and deductions made were based on this universe of interest.

1.9 CLARIFICATION OF KEY CONCEPTS AND TERMS

It is significantly important to have a clear definition and description of the related concepts, in politics and administration, that are important in public institutions generally and at local government in particular. Understanding of concepts that relates to the subjects matter is a critical component in unpacking the research and it’s a pillar strengthening the study and its findings. Therefore, this section provides a definitional perspective of the research study, which are outlined hereunder:

1.9.1 Politics

Hanekom, Rowland and Bain (1996:126) define politics as the aspiration for and or retention of power over a jurisdictional area and its inhabitants by individuals or groups of individuals, inherent is the authoritative allocation of values in order to regulate or accommodate conflict within the community concerned. These individuals formulate policies that are intended to improve the quality of life of their constituency. Furthermore, politics is a process that determines who shall occupy roles of
leadership in government and how the power of government shall be exercised. This is the authoritative allocation of scarce resources throughout a state or a society with an organised government or a group of persons who have some form of political relationship with one another.

1.9.2 Administration
Administration is defined as the enabling function giving effect to political decisions or policies (Thornhill, 2005:180). It is primarily concerned with the establishment of an enabling framework for performance of duties. Therefore administrators ensure that policies are executed and implemented as designed by politicians. According to the aforementioned definitions politics and administration co-exist in that they demonstrate a complementary role that is underpinned by fostering of cohesion and mutual respect of each one's territory.

1.9.3 Public Administration
Public administration houses the implementation of government policy and an academic discipline that studies this implementation and that prepares civil servants for this work. As a field of inquiry with a diverse scope its fundamental goal is to advance management and policies so that government can function. Some of the various definitions which have been offered for the term are: the management of public programmes, the translation of politics into the reality that citizens see every day and the study of government decision making, the analysis of the policies themselves, the various inputs that have produced them, and the inputs necessary to produce alternative policies. Public administration has no generally accepted definition, because the scope of the subject is so great and so debatable that it is easier to explain than define. Public administration is a field of study (a discipline) and an occupation. There is much disagreement about whether the study of public administration can properly be called a discipline, largely because of the debate over whether public administration is a subfield of political science or a subfield of administrative science (Wikipedia, 2012:2).

1.9.4 Political administration dichotomy
This phenomenon originated from the early administrative reform movement which states that political interface in administration compromise efficient administrative
system (Fox & Meyer, 1996:98). The dichotomy was the work of former American statesman Woodrow Wilson, who advocated for a clear-cut demarcation line to be drawn between politicians and administrators, a situation which is impractical.

1.9.5 Politics-administration interface
According to Cameron (2003:53) this is viewed as the heart of the practice of public administration and aims at fostering relationships between administrators on one hand and political leaders and the public on another hand. The interface is the direct opposite of the dichotomy and advocates for a complementary model to be adopted where both politicians and administrators work hand-in-glove.

1.9.6 Policy
A policy can be seen as a statement of intent, usually from the government for its people. Is typically described as a principle or rule to guide decisions and achieve rational outcomes and it can assist in both subjective and objective decision making. Policy is defined as whatever government chooses to do or not to do. Through policy government may address all matters in relation to politics, economics, social and legal (Wikipedia, 2012:2). It is further described as authoritative allocation of values for the whole society.

1.9.7 Policy Implementation
Van Meter & Van Horn (1974) in Brynard (2005:650) write that, “Policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions.” They make a clear distinction between the interrelated concepts of implementation, performance, impact and stress. The observation is that impact studies typically ask what happened. Whereas implementation studies ask why did it happen? It is therefore some sort of monitoring and progress checks in line with a stipulated policy.

1.9.8 Local Government
According to Ismail, Bayat and Meyer (1997: 3), local government 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. Moreover, it should be noted that local government refers to a sphere of government, and not to an individual municipality (Roux and Nyamukachi, 2005:693). All the 283 municipalities in South Africa make up the collective sphere, known as local government. Municipalities were created for the whole of South Africa to render services in specific geographical areas/locality/jurisdiction.

1.9.9 Service Delivery
Service delivery is the provision of public activities, benefits or satisfactions (Fox & Meyer, 1995:118). Services relate to the provision of tangible public goods and to intangible services too. Tangible public goods refer to the provision of services that are visual to the public, for instance the provision of hospitals, water and sanitation systems as well as public transport by the responsible authorities. Whereas intangible public goods refer to those services offered by the council which are essential to the public, although they are not visible for instance the provision of education, security and safety standards in a municipality. But with regard to infrastructure development, intangible public goods are made necessary by tangible goods.

1.10 PRELIMINARY FRAMEWORK OF THE STUDY
The study is comprised of five chapters, chronologically arranged as follows:

**Chapter One**-covering the introduction and background of the study, the problem statement, research questions and objectives, limitations and delimitation of the study, the definition of key concepts and terms and the outline of the study.

**Chapter Two**-focuses on the review of literature related to the analysis of the effect of the politics-administrative interface on service delivery on the local sphere of government. This includes, *inter alia*, the, theoretical framework adopted in the study, the legislative framework informing the politics and administrative interface, the South Africa context of the interface and the challenges faced by the politics-administrative interface.
Chapter Three- provides the details of the plan of the research through the research design and methodology. This covers the research approach, the details of the sample and sampling techniques, data collection methods, plans for data analysis as well as the ethical guidelines informing the study.

Chapter Four- covers the data analysis, presentation and interpretation. The analysis is informed by the research questions, objectives and the data collection instruments' items. The analysis also presents the data, draws and conclusions and deductions as a platform for the shaping of the recommendations aimed at utilising the politics-administrative interface for improved service delivery.

Chapter Five- is the concluding chapter in which the main findings of the study are laid-out, conclusions summarised and recommendations given. This chapter closes by giving the recommendations aimed at maximising the utilisation of the politics-administrative interface for improved service delivery.

1.11. CONCLUSION

This chapter introduced the study by way of giving the introduction and background of the study. It also covered the study objectives and questions, statement of the problem, limitations and delimitations of the study, the definition of key terms and concept related to the study and an outlining of the study. Chapter one was quite instrumental in the achievement of the study objectives since it built a foundation on which everything else followed on. Chapter two covers literature review.
CHAPTER TWO

REVIEW OF LITERATURE

2.1 INTRODUCTION

The aim of the study is to critically analyse the politics-administrative interface in line with its effect on municipal service rendering, with a goal of utilising this interface in the promotion of sustainable service delivery. Chapter one introduced the study, defined key terms, stated the research problem, questions and objectives. The aim of the current chapter is to review literature related to the research topic and contribute to the achievement of the study objectives. In conducting literature review, the researcher searched for existing text information consisting of relevant books, journals, legislation and presented papers in various forums and other publications. Moreover, the literature review also looked at the international models linked to political-administration interface that impact on government operations specifically in South African context at local government level. The scope and relevance of a literature review is to analyse an existing body of knowledge, augment it with new philosophies and emerge with an improved body of knowledge which enhances both public policy theory and praxis.

Politics is old as mankind itself and administration has been born out of politics. Furthermore, the debate on how the relationships between politics and administration should be managed dates back to the late 19th century when statesman Woodrow Wilson advocated for the complete separation of the two. However 20th century philosophers such as Waldo critiqued the impractical dichotomy and advocated for an interface, which is still the ideal model for the 21st century globally. The politics-administrative interface is arguably the much debated and interesting phenomenon in both the theory and praxis of Public Administration. The interface is more visible and spell-binding at the local government in Republic of South Africa particularly because that’s where we see the government at work, by providing services to the people. Literature review therefore provides a solid base for both political office bearers and public administrators to fully
understand their respective roles in local government institutions with little or minimal conflicting interest. This enables municipalities to take charge of their responsibilities with zest, honesty, courtesy, efficiency and effectiveness in the best interest of its citizens.

This section of the literature review is structured under the following distinct headings:

- The origins of public administration;
- The historical genesis of the politics-administrative interface;
- Models of politics-administrative interface;
- The South African context of politics-administrative interface, both pre and post 1994.
- Legislative framework that regulates and governs local government in South Africa; and the
- Challenges of the politics-administrative interface in local government.

2.2. THE ORIGINS OF PUBLIC ADMINISTRATION

The political-administration interface operates mainly in public institutions where public administration regulates its functions. It is therefore imperative to have a background of public administration and its origins that the politics-administrative interface can be located within both the activity and field of study. According to Hanekom et al (1996:19), public administration is a special field of activities that is underpinned by identifiable basis which can serve as guidelines, values and norms in which functions of those in public office have to employ and adhere to. The foundation of public administration entails the following:

2.2.1 Nature of political dispensation

Public administration has to be aligned accordingly in relation to those who hold power in the government and understand their political orientation as a governing party in public institutions. In South Africa, the new political dispensation required the new government to ascertain that all the ills of the past racial segregation are repealed with a transformation agenda of redressing the imbalances of the past.
2.2.2 Societal values and norms
Public administration defines the value systems that society has to adhere to and uphold. As the RSA Constitution (1996) defines its agenda of developmental local government through the RDP and Batho Pele principles, it is expected that development programmes have to be driven by the people and that the government puts the people first. In that way, the citizens have to uphold the values and norms to be in control of their own development. Through public administration the society is guided to work together in partnership with public institutions to realize their developmental objectives. These values are critical in shaping government programmes and government officials are therefore expected to respects the different cultural values and norms in the society so as to ensure stability in communities where service delivery is being performed.

2.2.3 Rules of administrative law
The day-to-day lives of ordinary people are profoundly affected by the way those who hold power exercise that power. Important steps towards the creation of a just society can be taken by opening up administrative processes and develop an equitable system of administrative law. In South Africa, the first step towards creating a system of administrative law was taken when the interim Constitution was introduced in 1993 and the fundamental rights of administrative justice were entrenched. All public institutions had to ensure that administrative action taken must be reasonable, procedurally fair to all citizens. Furthermore, it is accepted that the RSA as a democratic state, has to maintain democratic values and principles in undertaking government programmes. All public servants must endeavor to act professionally and be accountable in performing their responsibilities and the mandate of rendering services to the people.

2.2.4. Scientific management principles
The main proponent of Scientific Management is W.H. Wiloughby who came-up with new innovations in the study of public administration in 1927 focusing on the principles of administration. He divided government/public administration into political decision making and administrative functions. The author was driven by the influence from early scientific management theories of Friederich Taylor in the development of
administrative principles. These principles determine the quality of service to be provided in public institutions which have to be efficient, effective and economic. In pursuing the principles of administration, another author L.H. Gulick and L. Urwick published a book “Papers on the Science of Administration” which entailed the well-known ‘POSDCORB’ with stands for the following:

- **Planning:** which involves the preparation of government programmes which have got political and administrative imperatives;
- **Organising:** which entails institutional arrangements in the public sector and allocation of resources to all sector of the government;
- **Staffing:** which involves that public institutions ensuring that capable and qualified personnel are employed or appointed to serve;
- **Directing:** which involves the monitoring of all employees and resources used in the implementation of government programmes to realize its objectives and to fulfill its mandate;
- **Coordinating:** in coordination, the government ensures that there is cooperation between various lines functions in public institutions, for examples, national, provincial and local government have to coordinate their respective developmental programmes towards sustainable service delivery;
- **Reporting:** public servants must account for all their actions and discharge their responsibilities as entrusted by their superiors; and
- **Budgeting:** Allocation of budgets for various services and programmes for the realization of government developmental plans.

If all these principles are applied consistently and sustainably, public administration will enable public institution and entities to meet its service delivery objective for a better quality of life for all the people. Therefore, these principles, necessitates that public officials have to acquire relevant skills by going through skills training to meet the requirements of their allocated government tasks and mandates.

### 2.2.5 The New Public Management (NPM)

NPM provides specific public activities as a social phenomenon and a sphere of activity that is approached as a developing focus for public administration. At this stage, public administration has been described as a process that cannot be
divorced from politics. Policy-making is the key in public administration as it involves politicians in its formulation and administrators to implement such policies to ensure effective governance. In advancing NPM, Professor J.J.N. Cloete presents the modern administrative functions and processes which serve as guidelines for public institutions which are hereunder outlined:

2.2.5.1 Policy-making
Politicians formulate policies that are intended to address the needs and aspirations of the citizens whilst the implementation and guidance of these policies vests with the administrators.

2.2.5.2 Organizing
Public institution office bearers have to ensure that resources are mobilized and organized. They have to ensure that these resources are optimally utilize through the setting-up of institutional organograms for structural layout of roles and responsibilities.

2.2.5.3 Financing
Funding for various programmes must be utilized efficiently and public institutions minimize misuses and wastefully expending public resources. The PFMA which is applicable to all national and provincial structures of the government and the MFMA which is applicable to local government entities, sets the framework for the management of public finances.

2.2.5.4 Personnel provision and utilization
Public institutions have to source suitable and qualified personnel who have the skills and knowledge that will enable them to discharge their responsibilities in providing services to the people.

2.2.5.5 Determination of work procedures
Employees in the public sector, have to uphold certain work standards, norms and systems in relation to their assigned roles and responsibilities in their respective positions.
2.2.5.6 Controlling
Setting-up control measure, both internal and external controls is critical in the public institutions, especially at the local sphere of government, where controls are severely flouted by officials both political and administrative. Either politicians or administrators who interfere with control measures of public institutions will result in rampant corruption and fraud in municipalities.

2.3 THE THEORETICAL FRAMEWORK OF THE POLITICS-ADMINISTRATIVE INTERFACE

Maserumele (2007) sees the politics-administrative interface as the relationship between elected and appointed officials endeavours to provide services to citizens. Essentially these officials must find a point of convergence whereby they can work together as a team to manage municipal affairs and ensure service delivery to the people. The nature, form and content of political administration interface draw its roots and applicable to various models that has implications in public sector institutions and cascade to local government in its mission of service delivery. There is a number of models/theories from which the politics-administrative interface is derived from, these models are the ones propounded by, *inter alia*, Mafunisa, Cameron, Svara, Wilson, Goodnow and Waldo.

2.3.1 The Dichotomy Model
The proponents of this model are Woodrow Wilson and Frank Goodnow who advocated for a distinctive role between politicians and administrators with a clear separation of power between politics and administration (Mafunisa, 2003:87). Shafritz (1985:415) holds that political interference in administration would erode the opportunity for administrative efficiency, and policy making activities ought to be wholly separated from administration functions and that administrators had to have explicit assignment of objectives before they could begin to develop an efficient administrative function. This study utilises the dichotomy model in trying to test and understand whether a clear-cut demarcation line is possible in the South African public sector. Mainly because of its impracticality, the dichotomy doctrine has
oftentimes been criticised and fails to address the nitty-gritty of politics and administration, hence subsequently there is also the politicised bureaucratic model and the complementary models. These are the models which can be said to be ideal in the 21st century.

2.3.2 Politicised Bureaucratic Model
The politicised bureaucratic model centres itself in the inseparability nature of politics and administration, and it gives politicians the will and power to determine how the bureaucratic public sector operates. Under the politicised bureaucratic model, politicians are the ones who take centre-stage and lead the administrators. In South African context politicised model is anchored in the Cadre Policy and Development Strategy of the African National Congress [ANC] (1997) which emphasises on recruitment from within the party and potential recruits are made to understand and accept the basic policies and programmes of the ANC. Before freedom in 1994, the National Party (NP) after winning the 1948 general election deployed its comrades into strategic posts and positions, in order to catalyse the pursuance of its agenda in the entire republic. The model entails an active participation of senior public servants in policy decision making by virtue of their proximity to elected officials. These officials have political and ideological orientation that they will have to ensure they serve the best interest of the ruling party to achieve its objectives of service delivery within public sector institutions. The study used this politicised bureaucracy model to measure the extent to which the public sector (or local sphere of government) is politicised and how much power are politicians wielding as compared to their counterparts, the administrators.

2.3.3 The Complementary Model
The complementary model is based on the notion that political and administration office bearers can join together in pursuit of good governance (Svara, 2001:179). It is described as a model that offers a positive approach to examine the distinct contribution of political office bearers and public servants to the democratic process. It implies that politics and administration exist as separate and distinctive parts, however recognises the role each can contribute in the entire organisational framework. Complementarity stresses inter-dependence along with distinct roles.
compliance and independence to implement policy that will serve and meet the needs of the citizens on the short, medium and long term. Svara came up with the notion of ‘oneness in separation’ where the independent politicians and administrators execute their specific inter-dependent tasks and responsibilities working towards one common goal. Evidently, this is the ideal model informing the politics-administrative interface and hence the entire study is hinged on this theoretical model since it stresses on mutual cooperation between the ‘two sides of the same coin’, which are politicians and administrators. Therefore, the model provides the basis of analysing how the interface affects service delivery, and also how it can be utilised to improve a sustainable service rendering model.

2.4 LEGISLATIVE FRAMEWORK GUIDING THE POLITICS-ADMINISTRATIVE INTERFACE IN THE REPUBLIC OF SOUTH AFRICA

It is critical for the study to detail the Acts, statues, and pieces of legislation, policy documents and other guiding documents which inform how service delivery and public service administration is to be conducted. These documents serve as yardsticks and benchmarks for the regulation of the relationships between politicians and administrators with a view of promoting sustainable service delivery through well managed interactive mechanisms (achievable when the politics-administrative interface is promoted and maintained). These pieces of legislation are discussed in the section that follows:

2.4.1 Constitution of the Republic of South Africa (1996)
Sections 151-164 of the Constitution of the Republic of South Africa (1996) outlines the legislative and executive functions at Local government level, more specifically Section 153(a) stipulates the development duties of municipalities which is to “structure and manage its administration 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.” This noble mandate as enshrined in the Constitution requires a solid relationship between political and administrative office bearers working together towards provision of municipal services. Moreover, Section 195 of the Constitution (1996) further presents basic values and principles governing public
administration which is also applicable at the local spheres of government; these are, *inter alia*;

- Observation of high standard of professional ethics that must be promoted and maintained; and
- Efficient, economic and effective use of resources must be promoted.

The Constitution (1996) gives baseline conduct benchmarks for officials both politically and administratively in public institutions and more specifically at local government to adhere to these principles as they are concerned with the daily lives of the people. In ensuring that public institutions fulfill their respective mandate, the Constitution through Chapter 9 (state institutions supporting constitutional democracy) has established independent state bodies whose role is to promote constitutional democracy and provide an oversight role independently in the affairs of public sector institutions, *viz*:

- The Auditor General;
- The Public Protector;
- The Independent Electoral Commission;
- The Gender Equity Commission;
- Independent Broadcasting Authority.

### 2.4.2 Local Government: Municipal Structures Act (No. 117 of 1998)

Section 19(1) of Municipal structures Act (No. 117 of 1998) states that municipal council must strive within its capacity to achieve objectives set out in sections 152 and 153 of the Constitution (1996). These objects of local government are, inter alia, to promote social and economic development, to encourage public participation in local government matter and to promote a safe and healthy living environment. These constitutionally mandated objectives can be realized through coherent relationship between the Municipal Council and its administration structure. Moreover, section 56 of the Municipal Structures Act outlines the powers and functions of the executive Mayor (a politician) which are distinct from the powers and function of Municipal Manager (an administrator); however these two officials have to work together in pursuit of municipal agenda of providing municipal services to its
citizens/residents. The Municipal Structures Act (1998) outlines these powers and functions of the mayor hereunder as follows, as to:

- Identify and develop criteria in the implementation of the strategies, programmes and services;
- Evaluate progress against key performance indicators;
- Review the performance of the Municipality in order to improve the economy, efficiency, and effectiveness of the Municipality;
- Monitor the management of the municipality’s administration in accordance with the direction of the provision of services of Municipal Council; and
- Oversee the provision of services to communities in the Municipality in a sustainable manner.

Essentially the Mayor has to champion policy making in terms of priority programmes for his/her residents citizens and play an oversight role in its implementation. On the other hand, the Municipal Manager, as the custodian of the budget, is the expert in policy implementation and has to ensure that the policy programmes and projects are implemented professionally, economically and timely as possible. Therefore in terms of the law the roles and responsibilities of the political office bearers and administrators in the municipality are clearly defined and these should be augmented with the politics-administrative interface to promote effective service delivery.

### 2.4.3 Local Government: Municipal Systems Act (No. 32 of 2000)

This Act covers much clarity on the roles and responsibilities of the municipal manager. Section 55 of the Act (No. 32 of 2000) provides detailed roles and responsibilities of municipal manager which are intended to complement the roles and function of the Mayor. These functions are outlined as follows:

- Formation and development of an economic, effective, and accountable administration;
- The management of the Municipality’s administration;
- Implementation of Municipal Integrated Development Plan (IDP) and the monitoring thereof;
- Maintenance of discipline of staff, and promotion of sound labour relations and compliance by the municipality;
- Managing communication between the municipalities administration and its political structures and political office bearers;
- Carry out the decisions of the political structures and political office bearers of the municipality; and
- Manage financial affairs of the municipality.

Therefore this means the municipal manager is the accounting officer of the municipality and has to ensure implementation of policies as developed by the political parties and entrusted to the Municipal council to oversee. This Act provides the distinctive roles and responsibilities between political and administration office bearers. Hence since the duties and responsibilities of the Municipal Manager are outlined, just like those of the mayor, therefore there should be limited or no incidence of clashes between the two.

2.4.4 Local Government Municipal System Amendment Act (No. 7 of 2011)

This act was welcomed by most political parties including the minority and opposition, through vigorously opposed by some elements of the labour movement like the South African Municipal Workers’ Union (SAMWU). Mbeleni (2011) writes that, the Act opens a new chapter in local government and helps to turn the sphere into responsive, accountable, efficient and effective local government system that will help services delivery and build a better life for all, of course that is if applied and adhered to. The act stipulates, *inter alia*, the following elements.

- The prohibition if senior party office bearers from holding top municipal jobs. This is aimed at ensuring that municipalities are managed by people with the right skills rather than party loyalists thereby depoliticising local government;
- Professionalising local government by ensuring that the administrative operators of municipalities are staffed by appropriate qualified and competent persons to improve on service delivery; and
- Require employment contracts and performance agreements of Municipal managers to be consistent with the uniform systems and procedures set nationally.
In the context of the study these are the critical elements within the Act that seeks to professionalize local government and address fundamental issues that have a negative impact on service delivery. So the Act will be seen as a solution to the puzzling issues crippling the politics-administrative interface in municipalities and fighting corruption.

2.5 THE HISTORICAL GENESIS OF THE POLITICS-ADMINISTRATIVE INTERFACE

The politics-administrative interface derives from its origins from the dichotomy model by Woodrow Wilson, which grew out of the early administrative dichotomy model. Wilson held that political interface in administration would erode the opportunity for administrative efficiency, that the policy making activities of government ought to be wholly separated from administrative functions and that administrators had to explicitly assign objectives before they could begin to develop an efficient administrative system (Shafritz, 1985:415). In order to have an in-depth and thorough understanding of political-administration interface, it is critically important to have a background and contributions made by various scholars to enrich this theory from its evolutionary stage in the New Public Management (NPM). The following scholars had a meaningful input directly or indirectly towards a model called the politics-administrative interface.

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

A 17th century French social and political commentator, his theory was focused on separation of powers, which forms the basis of government in the modern world. South African government embraces the principle of modern constitutional states that insist on the separation of powers between executive, legislature and judiciary. This was the building block of this theory. Currently debate on political administration interface at local government is centred on the question of the extent to which the powers and functions of political and administrative office bearer's conflict with one another, if so what remedial action to be taken to alleviate any possible tension. The
legislative framework on local government creates a clear separation of powers and duties for politicians and administrators. In this case politicians set the policy framework and provide vision whilst administrators advise, reshape and implement policy accurately, completely and on time.

2.5.2 Woodrow Wilson (1856-1924)
Former President of the United States of America (USA), who was the proponent of politics-administrative dichotomy, Wilson wanted administration not to be politicised. Wilson also had his own model of the interface. In his version of interface the focus was mainly lobbying for cooperation of politics and administration, with the view of defining roles and responsibilities between the two players in public administration. Wilson realised the importance of politicians but most importantly was the involvement of administrators in governing of the state attaining common objectives for its inhabitants. In South Africa across all political parties including the three spheres of government, there is emerging tension between politicians and administrators as a result of interference on others’ turf between the two resulting in collapse of relationship.

This happens when politicians in the form of mayors and councillors infringe on administrative matters or vice-versa on issues such as procurement of goods and services by politicians and policy and vision issues by administrators. The study therefore had a close assessment of factors that impedes on the relationship that politicians and administrators should uphold, as a means of promoting the interface

2.5.3 Goodnow Frank Johnson (1859-1939)
An educator and a legal scholar by profession, Goodnow reinforced Woodrow Wilson and puts emphasis and acknowledge that effective government will require that politicians and administrators each have a role to play in the operations of public entities. The significance of his theory is on accountability of the two office bearers whereby politicians account to its constituency whereas administrators accounts to politicians. This means politicians and administrators has distinctive role in public institution, this is also applicable at local government. Indeed if these roles are spelt out that there should be minimum conflict as administrators will provide professional services whilst politicians monitor implementation policies. South African legislations
on local government provides the basic for politicians and administrators to appreciate their respective roles.

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

2.6 POLITICS-ADMINISTRATIVE INTERFACE IN THE CONTEXT OF SOUTH AFRICA (PRE AND POST 1994)

The Politics-administrative interface can be traced back in South African context during the era of National Party government from 1948-1994. During this period National party used apartheid to employ its comrades (mostly whites) particularly at senior government level that had patronage and loyalty to government. Marais (1989:295) argues that, the long period in office of National Party allied civil servants led to politicisation of public service, with civil servants gradually starting to adopt the government ways of thinking. Politicisation of civil servants was applicable at the central, provincial administration and local government and further expanded to puppets self-governing and independent homelands that were apartheid machinery to oppress black majority.

These states where subjected to micro management by the central government and ensured that they abide to the orders which consequently resulted in civil servants aligning with the government of the days policies. During the period all these governments as exercised firm authoritarian control of which political administration relationship was characterised by strong political management over senior bureaucrats. The Commission for Administration was the pillar to recruited personnel
or a personnel employment machinery of public officials sympathetic to government. According to Ncholo (2000:89) and Picard (2005:59), the commission was responsible for grading posts and regulating working conditions. It had extensive powers, setting wages and salaries, responsible for disciplinary actions of civil servants who do not abide by these rules. The government of the time deployed their own cadre who were party political parties. These public servants were employed in strategic positions for the sole purpose of adherence and ensure compliance to the political objectives of the government.

Miller (2005:98) writes that, a survey conducted pre-1994 discovered that 47 percent of civil servants were appointments on seniority whilst 40 percent through a degree of political influence by politicians by expressing their preference to the commission for administration and 13 percent was on the basis of both seniority and political influence. Therefore during period of 1948-1993 inseparability of politics from administration was used to entrench narrow political interest through cadre deployment strategy. This strategy was essentially intended to ensure that relationship between politicians and administrations preserve the status quo and sustain a partisan public service that will uphold a cosy political administration interface, thereby administrators following orders from politicians by being loyal and committed to its agendas. Schrire (1989) argues that this relationship tended to diminish the natural tension between politicians and administrators as both had common goal. In fact, administrators during this period where not active political players, but were rather sympathisers of the ruling government.

In the post-1994 era when the new democratic dispensation got into power, the politics-administrative interface was examined and the same approach of political patronage of civil servants was adopted which took different form and context. The negotiated settlement of power sharing through CODESA and the interim Constitution of 1993 paved the final Constitution in 1996 which made provision for three spheres of government, national, provincial and local with distinctive, interdependent and interrelated governments. The main thrust of the new incumbent in government was to remove all discriminatory laws and practices in a move which sought to dismantle the apartheid system. In order to fulfil this constitutional mandate of promoting democracy and people-driven model of governance, the ruling party
ANC introduced its macro-economic policy the Reconstruction and Development Program (RDP) which was a blueprint for all spheres of government and holds its relevance even more in the local sphere of government, which its purpose of existence is to provide basic services to the people.

This policy adoption by the ruling ANC was to address and redress the imbalances of the past which engulfed the country from 1948-1994, thus emancipating the Historically Disadvantaged Individuals (HDIs) who were discriminated by the erstwhile apartheid system. In attending to these social ills ANC led local government had a clear transformation agenda that required trusted civil servants to implement. After assuming power in 1994 ANC was sceptical of the old guard civil servants absorbed through negotiation process of sabotaging the transformation agenda. This fear was confirmed by the survey conducted by Human Sciences Research Council (HSRC) in 1994 where the report indicated that top echelons of civil service still strongly have their allegiance and support apartheid laws and practices (DPSA, 2008:56).

In ensuring that its policy and programmes are not thwarted in 1997 the ANC adopted its Cadre Deployment Strategy (CDS) which advocated political appointments to senior positions in the public sector. It emphasized recruitment from within party structures, and potential deployees were made to understand and accept the basic policies and programmes of the ANC. The strategy made no reference to the need for administrative competence. Unlike in the past apartheid arrangement, ANC deployment is further complex in that it takes a dimension of creating positions of ANC card carrying cadres in government positions which tends to be overtly political and some of these deployees lack management experience and satisfy prerequisites for those positions. As a result the cadre deployment has effects on political deployees particularly at local government directly or indirectly on administrative matters leading to conflict between politicians and administrators.

This situation is also further compounded as in some instances deployed cadres in the administration also holds senior positions in the political party indirectly interfere on political matters. These overlapping roles as a result cadre deployment particularly at local government results in tension and render municipality’s
ineffective and unproductive in provision of services. According to Cameron (2003), at local level the policy is abused through regional party structures and crude patronage which involves the appointment of families and friends to government posts. At the beginning of the new democratic era, the politicisation of civil servants through cadre deployment had noble objectives, however, lack of its management is the root-cause that is destabilising municipalities and tends to affect relations between politicians and administrators, as a result this ultimately results to under performance, corruption and inaccessibility of services to the people. Cadre deployment has been used by the deployment committee of the ANC, and has turned into being a platform for fighting for strategic positions in the municipality for the purpose of having control on resources. In the ANC led municipalities cadre deployment gave an instant senior positions to the people who serve in the municipality. Politicians and administrators tended to have an inward-focused approach, preoccupied with self-serving interests within the realm of the council and technicalities of administration.

In municipalities, both politicians and administrators want to control matters that are not within their competencies or responsibilities resulting to tensions which have a bearing on government operations. Consequently, as a result of these tensions communities protest direct to councillors lodging complaints that municipal officials are inaccessible in most municipalities. Since 2003, there was a politics-administrative interface setback in Mnquma municipality causing an exodus of municipal mayors and managers till to date, due to lack of a proper politics-administrative interface. The undue interference of either political or administrative officials is threatening stability in Mnquma local municipality. However, the practice of politicisation of the public sector at the local government level is not only practiced in ANC led municipalities, but is also applied by opposition party-led municipalities like those of the Democratic Alliance (DA), which in many instances has been vehemently opposed to cadre deployment, in cities like Cape Town where they have got a majority.

According to De Visser (2010:94), the politics-administrative interface has become the ‘Achilles heel’ in most municipalities. It is beyond reasonable doubt that, there is a deliberate lack of proper interpretation of legislation that defines rules and
responsibility of municipal office bearers as the source of trouble in political-administration interface; as a result it exacerbates unwanted tensions in municipalities. The institutionalised politics-administrative interface in local government is further compounded by interference by party structures the operations in municipalities. This includes issues such as staff appointments and tenders. Instead of these structures providing guidance on ethical issues and, service delivery, they temper with issues of administration resulting in the breakdown of relationships between politicians and administrators.

The recent relevant case in this regard is the Amathole District Municipality (ADM) of which Mnquma Municipality is within its jurisdiction, is of Vuyo Mlokoti and Mlamli Zenzile (2009) in the appointment of Municipal Manager. The ANC’s deployment committee nullified the procedurally fair appointment of a selected candidate that Vuyo Mlokoti and endorse the latter at the expense of the selection committee’s decision to appoint the former. The Court found that under the instruction from the ANC Regional Executive, majority of ANC caucus members in the council approved the appointment of one of the two contenders for the position, despite the fact that the other candidates had out performed hum in the interview and assignment (De Visser, 2010:95). Such a scenario created an inherent tension in the institution and at the time the new incumbent hold the position those who were not in favour of his appointment made it difficult for him to discharge his duties, which and ultimately affect municipality’s ability to operate and fulfil its mandate.

2.7 CHALLENGES OF POLITICS-ADMINISTRATIVE INTERFACE IN LOCAL GOVERNMENT

The advent of a new era of democratic government in 1994 led by the ANC placed a need for the adoption of policies and practices that sought to transform and restructure institutions of the government within the clear mandate of redressing the imbalances of the past and attend and fulfill the ever-increasing needs of the communities. This transformation programme was structured in a manner that would ensure that the ruling party (ANC) programmes are translated into government policy. The new political office bearers had to address the inequalities of the past as
well as the legacy of institutional discrimination within public service (Mafunisa, 2003:94).

The Presidential review Commission (1998:2) admits that there was a threat, real or perceived of political sabotage by disloyal public servants of previous dispensation; hence the ANC government endorsed policy on ‘political appointments’ within the public service as a cushion against unsupportive public servants. However it was discovered that the cadre policy has not been able to offer much beyond political loyalty and resulted in confusion of clearly defined roles and responsibilities of political office bearers and their administrative officials, resulting to tensions between these officials. As a result, tensions have manifested themselves particularly in the local sphere of government particularly between politicians and administrators. Mafunisa (2012: 556) mentions that, at the local government level, the tension can be attributed to the following:

- Municipal Managers and Executive mayors being members of different political parties;
- Undue influence of political authority, that is, the mayor interfering in supply chain management processes;
- Executive Mayor and Municipality manager being senior members of the same political party (leadership role clashes);
- Political authority (Executive Mayor) perceiving the municipal manager’s salary to be higher than his/hers;
- Maintenance of a veil of secrecy by withholding information and delay decisions by administrators;
- Municipal Manager being Senior to the Executive Mayor outside the municipality, which is, within the political party; and
- Alleged meddling and interfering of elected representative in administrative matters.

As a result of these glaring tension in municipalities, the Presidential review commission argued that the “cadre policy should be an interim and not a permanent feature of the public service and emphasizes that skill and competency rather than political loyalty, should be the guiding norm in future, especially as the threat of
political sabotage diminishes. This view was echoed by ANC 8th January statement 2011 as presented by its President Jacob Zuma where it states that local government, senior Municipal administrators should not hold executive leadership position in political parties. “We will be vigilant in ensuring ANC structures abide by this principle while looking at other mechanisms to address the challenge” (Zuma, 2011). It was out of such declaration that, the parliament passed the Local Government: Municipal Systems Amendment Act in July 2011.

The aforementioned factors paralyze the relationship between politicians and administrators, which affects the entire municipality’s ability to render services to the people. Government through recommendation from various states agency’s including chapter 9 institutions institution is content that action needs to be taken to address this dire situation in order to realize its transformation agenda. Therefore political-administration interface in the South African context should not only take into consideration the legacy of the past but also strive towards a new direction that will mitigate possible tensions between politicians and administrators for the best interest of its citizens.

2.8 CONCLUSION

The debate about whether the public sector should be/should not be politicised is ongoing but the politics-administrative interface is the only solution to curb political infighting in municipalities. The constitutional and legislative provisions can assist in ensuring that both politicians and administrators understands their respective roles on issue of administration, governance, monitoring oversight powers and functions in the municipality. This chapter discussed the literature, the legislative framework, the local context of the politics and administrative interface and the challenges confronting the interface. The next chapter covers the research design and methodology of the study.
CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

Chapter one introduced the study, through the introduction and general orientation of the study. Chapter two provided a literature review, through the theoretical models of the politics-administrative interface, the legislative framework informing the politics-administrative interface, the genesis of the interface, the South African context of the interface and the challenges to the politics-administrative interface. These chapters have been quite instrumental in a bid to achieve the objectives of critically analysing the effect of the politics-administrative interface in municipal service delivery. Chapter three covers the research design and methodology, which is the plan followed throughout the entire research.

3.2 RESEARCH PARADIGM

The Webster Dictionary (2012) defines paradigm as, “an example or pattern: small, self-contained, simplified examples that we use to illustrate procedures, processes, and theoretical points”. Whereas Patton (1990) states that a paradigm is a world view, a general perspective, a way of breaking down the complexity of the real world. Thus a paradigm is an approach, methods or techniques used in executing certain specific tasks. In social research, there are two main classes of paradigms, viz, quantitative and qualitative approaches. The study used a qualitative research paradigm because of its interpretative nature.

3.2.1 Qualitative research method

Nichols (1991:15) argues that the research design should be informed by research question or problem to enable to achieve the desired research objectives. For the purposes of this study a qualitative research approach is selected because it is
pragmatic, interpretive and involves collaboration between the researcher and participants. Accordingly, qualitative research focuses on the quality and texture of events rather than how often those events occur. Qualitative research was followed because of its phenomenological nature, empirical point of departure and its focus on real life situations. Moreover, qualitative research enables the researcher to interpret and analyse feelings, attitudes, perceptions and behaviour of the study subjects. Qualitative research displays a commitment of seeing the world from the point view of actors and participants and close involvement is always advocated (Brynard & Hanekom, 1997:18). Qualitative research enables the researcher to be able to understand the feelings and perceptions of the respondents and target population at large towards the politics-administrative interface and its effects on service delivery in the local sphere of government.

3.3 TARGET POPULATION

The target population is the population of individuals which we are interested in describing and making statistical inferences about. Cox (2013) defines the target population as, the entire set of units for which the survey data are to be used to make inferences. Thus, the target population defines those units for which the findings of the survey are meant to generalize (Cox, 2013). Establishing study objectives is the first step in designing a survey. Defining the target population should be the second step. Target populations must be specifically defined, as the definition determines whether sampled cases are eligible or ineligible for the survey. The geographic and temporal characteristics of the target population need to be delineated, as well. Therefore, in the study the target population was the Mnquma local municipality, a category B municipality found under the Amathole District Municipality (category C) in the Eastern Cape Province of South Africa.

3.3.1 Survey Area and its units

Mnquma Local Municipality is located in the South Eastern part of the Eastern Cape Province. This category B municipality falls under the jurisdiction of the Amathole District Municipality (ADM) and comprises of an amalgamation of the former Butterworth, Ngqamakhwe and Centane Transitional Local Councils (TLCs).
Mnquma Municipality shares borders with three other local municipalities, viz, Mbhashe, Intsika Yethu and Great Kei Municipality (mnquma.gov.za). This also includes a number of previously administered rural areas. Mnquma Local Municipality has a total population of approximately 297,663 people, 99% of which are Xhosa speaking African. The remaining 1% of the population includes English, Afrikaans, Zulu and Sesotho speaking people. The municipality comprises of 54% female and 46% male of the total population and consists of approximately 75,410 households. The total area of the municipality is approximately 32,995,240 km$^2$ and consists of a total of 31 wards. It is within these wards that the study focused on.

3.4 SAMPLE AND SAMPLING TECHNIQUES

According to Babbie & Mouton (2001) the main purpose of sampling is to make generalisations to people and events that have not been observed. They posit that a sample is a, specific subset of a population observed in order to make inferences about the nature of the total population itself (Babbie & Mouton, 2001:202). Sampling on the other hand is the process of selecting a few cases from a bigger group to become the basis for estimating or predicting the prevalence of an unknown piece of information, situation or outcome regarding the bigger group, in other words a subgroup of the population in which a researcher is interested in (Kumar, 2005:144). A process of selecting observations is needed in any study, this is termed sampling, and hence the researcher used sampling to select a representative sample of 40 participants, using the snow-ball sampling technique.

3.4.1 Snowball Sampling

According to De Vos et al (2005:85) snowball sampling involves the approaching of a single case that is involved in the phenomenon to be investigated in order to gain information on other similar persons. In turn, this person is requested to identify further people who could make up the sample. In this way the researcher proceeds until he has identified a sufficient number of cases to make up his sample. Furthermore, Burger & Silima (2006:664), posit that this design uses a process of chain referral. For example, when members of the target population are located, they
are asked to provide names and contact information of other members of the target population, who are then contacted and asked to name others, and so on.

A basic assumption of snowball sampling is that members of the target population know each other. Strydom (2005) suggests that researchers should always ask for more than one referral from a respondent to ensure that the chain does not get broken (2005:203). Thus, the researcher used referral sampling is deciding on the picking of respondents in the categories of those working for the Mnquma local municipality, politicians and administrators alike, as well as and the representatives of NGOs and CBOs, members of the sample helped the researcher in picking other members until the required number of 40 respondents was reached. Table 3.1 illustrates the details of the sample.

Table 3.1: Sample Details

<table>
<thead>
<tr>
<th>DESIGNATION OF RESPONDENT</th>
<th>NUMBER OF RESPONDENTS</th>
<th>% TOTAL OF THE SAMPLE</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>MALE</td>
<td>FEMALE</td>
</tr>
<tr>
<td>Municipal Mayor</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Municipal Manager</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Ward Councillors</td>
<td>8</td>
<td>6</td>
</tr>
<tr>
<td>Directors</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Executive Manager</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Community Based Organisations</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Non-Governmental Organisations</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>TOTAL</td>
<td>25</td>
<td>15</td>
</tr>
</tbody>
</table>

n=40 Source: Own illustration based on sample data
3.5 DATA COLLECTION METHODS

Kumar (2005:119) states that, observations, interviews and questionnaires make primary sources of data, while government publications, earlier research, personal records and mass media occupy the secondary source category. Layder (1993:54) notes that, instruments such as interviews, intakes forms, questionnaires and surveys and attendance records can be useful in gathering data. The study utilised questionnaires, interviews, observation and documentary analysis to collect empirical data.

3.5.1 Questionnaires
Kumar (2005:126) states that a questionnaire is a method used for collecting data by means of written questions which call for responses on the part of the respondent. Brynard & Hanekom (1997:37) mention that questionnaires are used to explore and expose data which lies deep within the heart, mind, and feelings of people. The study used questionnaire to collect empirical data for the sake of analysing the interactions and effects of the politics and administrative interface in the Mnquma local municipality. The researcher used one universal questionnaire (see appendix A) in the study, which was distributed to the entire sample of 40 respondents (both politicians and administrators). The use of one universal questionnaire was done in order to maintain validity and reliability in the measuring instrument, which in turn produces valid and reliable results.

3.5.2 Interviews
Interviews were conducted with the target sampler compromising of former and existing municipality officials, political parties. The researcher used interviews guides and questions designed carefully beforehand to solicit information about how politicians and administrators work with one another (see appendix B). The study also includes interview with representatives of NGOs and CBOs. Each of these interviews took an accumulative thirty (30) minutes and sought to shed some light on the extent political-administration interface at local government impact on service delivery. Not all the respondents were interviewed in the study, but the researcher conducted interviews individuals from both the side of politicians and administrators.
3.5.3 Observations
This entailed informal sessions with office bearers from and other interest group from different municipalities to enable to understand and establish different scenarios of political administration interface at those respective municipalities. Non participatory observation mechanisms were adopted, listen to debates on the subject matter, adopted, and listen to debates on the subject matter, getting into formal and informal gathering with the general public in the study area, to understand their perception of political-administration interface within their municipal area. The researcher also, participated as a third-party and observed trends in relation to decision making process in the Mnquma Municipality. Observations were used especially in forums and areas were decision making involved the two sides of politicians and administrators.

3.5.4 Documentary Analysis
The Department of local Government and the Mnquma local municipality granted the researcher access to pre-existing documents and reports to help in the study. The DLGTA provided reports that relate to the study area, more specifically in relation to political-administration interface in Mnquma municipality. Some information relates to interventions made by the Department to defuse tensions between politicians and administrators. Furthermore forty three (43) relevant media articles were obtained which provided evidence how political-administration interface has impacted on the Municipality’s performance and its impact on service delivery.

3.6 ETHICAL CONSIDERATIONS OBSERVED IN THE STUDY
In conducting the study research ethics were of utmost consideration as the study involved interviews, collection and analysis of data. Confidentiality of information and protection thereof was observed. The names of interviewees were protected and details of the verbal and written conservation were not divulged except in an analysed form. The researcher observed ethical considerations included; confidentiality, informed consent and avoidance of harm to the participants.
3.6.1 Confidentiality
Babbie (2001:59) mentions that, no matter how sensitive the information, ethical researchers protect the right to privacy by guaranteeing anonymity or confidentiality. Invasion of privacy remains a public concern as a result of widely publicised accounts of government wiretapping, police entrapments, and corporate drug testing (Singleton & Straits, 2004). Social research presents many possibilities for invading the privacy of research participants, and it is essential that researchers be sensitive to the ways in which their actions can violate the participants’ basic right to privacy. Thus the researcher ensured that no privacy invasion occurred during the entire course of the study, and confidentiality was observed throughout.

3.6.2 Informed Consent
Participants have the right of informed consent. This means that their participation in a research study is based on a sufficient understanding of the project goals and methods. This does not mean that the researcher must tell a potential participant every detail about his or her research (Diener & Crandall, 1978). In studies involving human subjects, participants must be informed that they have the right to withdraw from the study at any time. This is particularly true of so-called “vulnerable” groups in society. When potential participants are children, or individuals of low intelligence, or are institutionalised, special care is necessary so that the researcher does not take unfair advantage of these individuals who are not fully capable of protecting themselves. Thus, the researcher ensured that participants voluntarily participated and had to consent to participate.

3.6.3 Avoidance of harm
A researcher should never harm the people being studied, regardless of whether they consented and volunteered to participate in the study. Sometimes it is difficult to define and predict harm. Given the nature of Social Science research project, it is unlikely to cause physical harm to the research participants (Singleton & Straits, 2004; Babbie & Mouton, 2005:546). However, not all harm is of a physical nature. The following are the ways through which researcher can harm participants is a study:
• By asking participants to reveal information that would embarrass them or endanger their home life, friendships and jobs.

• By asking participants to reveal deviant behaviours, attitudes they feel are unpopular, or demeaning personal characteristics such as low income, the receipt of welfare payments, and the like. This has the potential of harming participants psychologically.

• By forcing participants to face some aspects of themselves that they do not normally consider. A certain past behaviour that may appear unjust or immoral could be a source of continuing personal agony for the participants.

• Through the analysis and reporting that violates the participants’ rights of privacy and possibly even exposes them to retribution or punishment (Singleton & Straits, 2004).

Therefore, in the study, no any kind of harm was caused on the participants throughout the research. This was made possible by abiding to the above described ethical principle. This principle was observed before; during and even after the research process was completed. Hence, the data was not compromised by uncomfortable participants.

3.7 PLANS FOR DATA ANALYSIS

Empirical data is meaningless unless it has been analysed and meaning attached to it, hence the study used a descriptive analysis to interpret the data in the coming chapter. The analysis covers the exclusive proof that the research objectives have been achieved factually and ensures that the data is readable and understandable by an ordinary reader.

3.8 CONCLUSION

The chapter outlined the research design and methodology, which is the roadmap of the study. It discussed, inter alia, the research paradigm, the data collection techniques, sample and sampling details, and the ethical considerations observed in
the study. Chapter three was of value towards the achievement of the objectives of the study since it mapped-out the procedures followed in the study, which sought to critically analyse the effects of the politics-administrative interface on municipal service delivery. The next chapter covers data analysis, presentation and interpretation.
CHAPTER FOUR

DATA ANALYSIS, PRESENTATION AND INTERPRETATION

4.1 INTRODUCTION

The preceding chapter detailed the research design and methodology used in the study as tools and strategies employed in achieving the critical analysis of the politics-administrative interface and its effect on municipal service delivery in the Mnquma local municipality. The chapter is mainly focusing on the analysis of data collected in relation to the articulation of political-administration interface in Mnquma local municipality. The analysis also covers the findings from the documents and report provided by both the Mnquma local municipality and the Department of Local Government and Traditional Affairs (DLGTA) generated for the period 2001 to 2012. Furthermore, the analysis covers all four data collection instruments’ findings, which are, questionnaires, interviews, observations and documentary analysis. Generally, the data indicates a lot of disparities in the relationships between politicians and administrators at local government level. As outlined in the previous chapter, the study used a descriptive data analysis method, since it provides a detailed and insider’s perspective on data collection.

4.2 DESCRIPTIVE DATA ANALYSIS

This section analyses data by way of description, aided by facts and figures gathered in the reports, observation and data collection instruments. The analysis is all inclusive based on data gathered from documents and the primary sources of data. The data gathered from the reports obtained trace the tension and instability of Mnquma municipality as a result of political-administration relationships as back as 2001 and the study focused on the periods, 2001-2006 and 2011-2012 to analyses and establish the tensions and interferences which happened and how they affected
municipal service delivery. These reports were under the banner of the Eastern Cape DLGTA but were specifically targeting the Mnquma local municipality.

4.2.1 Interference between politicians and administrative office bearers
Structured questions were used in the questionnaire generated and responses were received which entailed background and issues that transpired when there were clashes between politicians and administrators in the municipality. The basis as presented in the interview stems its roots from politician’s interest in micro managing administration through extorting its influence to administrators, the analysis in this section also includes the findings from the departmental reports and the researcher’s observation.

4.2.1.1 Interference by party political office bearers in administrative affairs
The ANC through cadre deployment policy tasked the Amathole Regional Executive Committee to deploy trusted cadres both in the municipal council and administration. In trying to gain control in administration, the mayor and some councilors wanted to ascertain that all key administrators are serving the interest of the ruling party. However, this practice indirectly created tensions amongst officials who saw the ANC Regional committee intrusion on various issues of administration in the municipality unacceptable thereby affecting its functionality.

As a result the municipality across both the political and administrative divide, was at war with others opting to defy the regional structure which then affected the entire municipal operations. The tensions transcended to the municipal manager supported by the Mayor and some councilors whilst the director strategic management and IDP in collaboration with the deputy mayor and councilors as another block. Consequently, this resulted in two factions which were divided along political and administrative camps.

During this period the ANC region committee tried to ensure that those that are not adhering to its agenda are fired. This situation created acrimonious tensions within the council. The regional structure broader political agenda impacted adversely in municipality as there was political pressures to undermine those that are stifling its political interests in the municipality.
Data gathered, through interviews and questionnaires indicate that the politicization of the local municipalities in the Eastern Cape Province affected the politics-administrative interface. Since the inception of the new municipal council system, the ANC aimed at controlling the management and running of the affairs of the municipality, evidently flouting legislation that governs local government entities through:

- Directing municipal officials to undertake municipal duties and activities which are not in accordance with the law;
- Causing municipal council meeting chaos through failure to distinguish between political authority and government, by deploying EXCO members in councilor’s caucus;
- Participating in the suspension and or axing of municipal officials in the council;
- Micro managing the municipality to be accountable to the ANC whilst ANC is the majority in the council thereby undermining the electorate; and
- Ensuring that recruitment and employment procedures are provided to those trusted cadre and loyalists throughout the helm of the municipality without adherence to the law.

Political party involvement in Mnquma municipality affairs has exacerbated and complicated the stability in the municipality. The gravity of political party involvement in micro managing municipality was again affirmed by other participants who gave another dimension in relation to infighting that political structures interest in Mnquma municipality can be attributed to, *inter alia*, the following:

- Political patronage by either councilors or administrators to political faction within the regional structure;
- Control and Management of municipal resources to secure personal interest of political leaders serving in the structure;
- Ensuring that the regional structure determines who to be appointed in the strategic priority positions and awarding of tenders;
• Alignment and allegiance of councilors along national party political factions; and
• Council and municipal decisions taken must first have blessings of the political party.

Currently there is misguided relationship between two political structures in Mnquma that is the provincial and interim regional ANC structures that are functionalized as both want to ensure that officials in the municipality will serve their interest. Hence, the factionalised political structures also affect administrators since they jostle and wrestle for the administrators to pledge allegiance to either side, thereby crippling municipal service delivery. As a result the municipality political and administration is split into two groups, mayor aligned with the municipal manager, speaker and chief whip aligned with other senior administrators. Since beginning of the 2012 there has been suspensions and counter suspension and litigations amongst municipal officials.

4.2.1.2 Interference by administrators on political issues
During the period 2001-2012 Mnquma local municipality experienced a high turnover of mayors and municipal managers due to interference by either politicians on administrative matters and administrators on political affairs and programmes. Incoming administrators particularly at senior management level in Mnquma municipality were trusted party loyalist who neglected their administrative duties and found themselves actively political thereby encroaching on areas that are in the turf of politicians in the municipality. For example, there was once an appointed manager during this period who was a political activist who was seen as an administrator who could better articulate policies than politicians of the ruling party within the council. Such frosty relations between politicians and administrators in the Mnquma local municipality have led to a catch 22 situation which have been characterized by:

• A section of councilors not in support of the municipal mayor;
• There was a smear campaign suspicions and allegations between political and administration office bearers;
• Infighting amongst politicians in this case mayor vs Deputy mayor;
• Municipality dysfunctional during the entire period leading to intervention from provincial DLGTA into the local municipality;
• Invocation of section 139 (provincial intervention into failing local municipality) of the Constitution (1996) because of rampant maladministration, non-adherence to municipal procedures systems. A failure and inability of the municipal council to execute its mandate in terms of section 152 of the Constitution (1996) and section 4(2) of Local Government: Municipal Systems Act (No. 32 of 2002); and
• Some municipal councilors and officials having informal meeting called (Umgqumshelo) outside council where they caucus and discuss municipal affairs in relation to restructuring of the municipality structures, supply chain management issues and selecting and appointing of senior municipal administrators.

4.2.1.3 Mistrust between politicians and administrators
It appears that there has been a lack of trust and strained relationship between politicians and administrators in the municipality as a result of the ongoing tensions and this has made the politics-administrative interface difficult to maintain and sustain in Mnquma local municipality. The current Mayor and the Municipal Manager with some Councilors are seen as a block whilst the speaker Chief Whip and some officials within Mnquma Municipality are belonging to another faction.

Once again, it appeared that there were two factions in the Council, the one is led by the executive Mayor and the other is led by speaker and Chief Whip. This faction can be seen as something more of politicians versus politicians and overall affect the administration matters. The two factions are operating parallel resulting to Mnquma Municipality having two heads of administration. Hence the current Municipal Manager considered legitimate, has the support of the Executive Mayor whilst the other group led by the speaker has installed an acting Municipal Manager. In this way the politician has now taken the reigns of the municipal administration, an issue that weakens service delivery and the politics-administrative interface. The two structures that have established a direct control in the administration have caused
instability on governance due to non-sitting of council meeting, as the speaker faction sit meeting without the Executive Mayor and Municipal Manager. Mutuality should be fostered through the politics-administrative interface thereby minimizing the legal costs of strained relationships between the factions.

4.2.1.4 Court battles between politicians and administrators
According to the respondents in the study, currently as a result of these infighting in Mnquma there are a total of six (6) pending High Court cases all relating to the issues of governance at the municipality. Incidents that affected Municipalities ability to fulfill its mandate and impacted on the political-administration interface include:

- On the 30th of March 2012, a council meeting was adjourned by speaker because the two groups (faction led by the speaker vs that led by the municipal mayor) could not agree on the adoption of the agenda, due to the addendum on the extension of contracts of Municipal Manager and section 56 Managers. It is clear that councilors had interest in ensuring that either side has control of who will lead Municipal administration; and
- Councilors that were for the inclusion of the item proceeded with the meeting, in which a resolution to extend contracts of Municipal Manager and section 56 Managers was adopted. Furthermore they took a resolution to suspend speaker and another councilor. Essentially the Municipality existed with two political and administrative structures.

This situation exposed the municipality to serious legal consequences of the invalidity of action by either of the unlawfully appointed Municipal Manager and or acting Municipal Manager. It is further confirmed that contrary to the legislation and rules of order, majority of councilors led by the Executive Mayor resorted to have their own council meeting in exclusion of the speaker’s group. The municipality now has to grapple with the legal costs of the court cases, thereby loosing time and resources which may be dedicated to service delivery.

The Executive Mayor’s action of convening a municipal council meeting without the speaker is in contravention of section 36(5) of the Local Government: Municipal Structures Act (No. 117 of 1998) which states that a councillor may not hold office as
a speaker or Executive Mayor, without the entire council resolution. This is an illustration of low political-administration interface which is not in the interest of the broader community instead only used to settle political scores. The abuse of powers has been the case with both officials, as the speaker also attempted to change the signatories to the Municipality’s bank account which is an administrative matter. The involvement of either the Executive Mayor or the speaker to deal with administrative issues affecting the council is in direct conflict with Section 56(3)(d) of the Municipal Structures Act.

In this case both the Executive Mayor and Speaker are in breach of the code of conduct for Councilors in terms of section 2(a) of the Local Government: Municipal Structure Act (No. 117 of 1998). These functions are delegated to the Municipal Manager as the accounting officer for administration. The political infighting in the Mnquma local municipality has rendered administration ineffective and could not discharge its mandate of ensuring that services are optimally delivered to the people. According to Daily Dispatch (15 Nov 2012), the Superintendent General of the Department of DLGTA addressing its portfolio committee, expressed concerned that councilors were interfering in recruitment processes. The report further stated that the Municipal Finance Management precluded councilors’ involvement in the tendering processes as that is the responsibility of administrators.

On the 22nd of November 2012, the situation in Mnquma Municipality has turned ugly when some of the Mnquma Municipality ANC and opposition councillors attended a special Council meeting to remove the Executive Mayor and a new executive mayor was appointed. The tension continues as the majority of councillors were not part of the Council Meeting. Since this meddling on Municipal operation service delivery has been affected and services not afforded to citizens. During interviews, respondents from the residents association raised serious concerns about the situation prevailing, like:

- Refuse and garbage has not been collected which has for reaching consequences as a health time bomb;
- Street lights not maintained resulting to high rate of crime and safety of residents has been endangered; and
• No progress on housing development projects with regards to registration of beneficiaries.

If no immediate and remedial action is taken promptly, the situation in Mquma local municipality may result to unintended consequences as there is a panic on the community which may lead to violent service delivery protest. Decisiveness on political leaders is critical at local government as it is in the heart of providing services to the people. In Mquma local municipality the importance of adherence to legislature framework is critical for realization of the importance of working together amongst public office bearers.

4.2.1.5 Administrators serving in party structures (political activists)
According to the reports from the Eastern Cape Provincial Department of Local Government and Traditional Affairs intervention had to be made at the municipality as some senior municipal officials in the administration held positions in the political party. Their appointment in administration was on the auspices of the cadre deployment policy of the ANC. Consequently these officials tended to be drawn and embroiled in conflicts between politicians and administrators.

Thus, the Municipal Manager as a political activist had a grasp of political principals which during his tenure form 2001-2006, some councilors were discontent as was viewed as siding with a certain faction in the council. The situation became complicated with suspensions, expulsions and court orders. In this municipality, during this period, due to narrow political interests, senior administrators had conflicting interest as they tended to side with a certain political faction within the council. The situation led to manipulation by politicians with the intention of pursuing a political agenda, which they utilised to drive the municipality towards a certain political alignment. Furthermore in most instances the administration had to take decisions that are contrary with the legislation, and then the other political faction opposes by taking action that compromise Municipality and service delivery.

After local government elections in May 2011, the political-administration interface took another form and context, as the elected Executive Mayor was during previous
years an administrator serving under the current Municipal Manager. In this case the erstwhile administrator who was reporting to the Municipal Manager is the political principal to the current head of administration. This created a solid ground for effective political-administration interface both have worked together before and will be able to stir and drive the municipality towards fulfilling its Mandate. However, this situation did not bring any stability to the municipality; instead other councilors viewed this arrangement as unholy and began to act against actions taken by the two top officials of the municipality.

The political alignment of the Municipal Manager with the Executive Mayor rocked the Municipality resulting to two factions with one led by the Executive Mayor against non-extension of employment contracts of senior administrators and the one led by the speaker. In attempts to destabilize the Municipal Manager and political faction led by Executive Mayor, speaker with a group of councilors opposed the extension of the employment contract, terminated their contract which is against local government legislation which essentially was political meddling in administrative affairs. Hence, respondents in the study further alleged that the Speaker interfered on administrative matters whilst attempting to unseat the Municipal Manager on the following:

- Giving instruction to officials to attend induction session at the Mpekweni Holiday Resort without municipal manager’s approval;
- Instructing officials to prepare reports;
- Demanding car allowance which is not allowed for political office bearers; and
- Delineating responsibility of Municipal Managers.

4.2.1.6 Interventions by Department of Local Government and Traditional Affairs

The Department has endeavored to intervene in the best interest of Mnquma Municipality to solve the impasse amongst politicians and administrators. In a bid to solve various problems in ailing municipalities in the province, the provincial department saw that there were logistical and administrative problems in Mnquma municipality for the period 2001-2012. The Member of Executive Council (MEC) sought approval of Executive Council of the Eastern Cape (EXCO) to delegate the
power to invoke section 139 (1)(c) of the Constitution (1996) of the Republic of South Africa due to the municipality’s unwillingness and inability to fulfill its executive obligation as a result of political and administrative instability prevailing within Mnquma local municipality.

The Department of local government realized the serious and damaging impact of the poor relationship between politicians and administrators in the municipality, coupled with poor service provision to its inhabitants opted to provide innovation to the municipality focusing on the following areas:

- Building the capacities of councilors;
- Technical support and administration of the municipality;
- Human resources development; and
- Public financial management and administration.

However, the intervention again could not be implemented due to political interests with the Executive Council particularly during 2008 as a result the MEC getting instructions from the political party and deliberately blocking the implementation of the section 139 intervention as was recommended whilst other politicians including the standing committee in the legislature insisted that section 139 must be implemented. As a result, tensions escalated to the provincial legislature with MEC asked to take an oath in reporting the status quo in Mnquma local municipality due to his reluctance to invoke the section 139 intervention.

Data gathered in the study shows that infighting within the ruling party ended-up with section 139 not implemented. Instead the MEC invoked section 154 of the Constitution (1996) which was just merely support without taking over Municipality to ensure service delivery as the Municipality was unable to discharge its responsibility and fulfill its executive obligation including:

- Failure to comply with section 64(2)(a) of the Municipal Finance Management Act (MFMA) (No. 56 of 2003) in ensuring that there is an affective revenue management system since the municipality had no sound financial management system in place to prove that it is financially viable;
- Non-compliance with GAAP or and GAMAP requirements on the preparation of financial statements without any prior approval from national treasury;
- Failure to meet the requirements of section 20(1) (a) of the Health Act (No. 63 of 1977), which requires that every local authority to take lawful, necessary and reasonable, practical measures to maintain its locality at all times in a hygiene and claim management. During that period waste management has deteriorated to unacceptable levels. Streets in Mnquma local municipality were waste dumping sites.

This situation of maladministration situation again ensued during 2011-2012 which necessitated the MEC to intervene due to ongoing conflict in Mnquma local municipality assigning officials to investigate the root cause of the problem. From the terms of reference, the reports state that the MEC confirmed that there is interference in the administration by political office bearers, and that there are two factions operating parallel in the municipality, one led by the Executive Mayor and the other by the Speaker with two administrative heads, Municipal Manager and acting Municipal Manager aligned to the each of the factions.

Evidently therefore, this again shows a clear demonstration by politicians in managing administration, as a result the municipality is a state of paralysis. In addressing Mnquma municipal council situation, DLGTA through MEC has again considered making a recommendation to the provincial Executive Council (EXCO) for invocation of Section 139 of the Constitution (1996), because there was rampant maladministration and non-adherence to municipal procedures and systems which is a reflection of the Mnquma municipal council inability to discharge its mandate in terms of Section 152 of the Constitution (1996) and section 4(2) of Local Government: Municipal Systems Act (No. 32 of 2000). Some respondents noted that, if action is not taken the situation might blow to uncontrolled state as citizens are being impatient with municipality not fulfilling its obligation.

The stalemate between the two factions in the council has regressed and governance has completely deteriorated to the detriment of service delivery. Instability in the municipality to perform is causing other relevant government
departments who have programmes to implement in Mnquma local municipality to find it difficult to implement their programmes. As a result, they have to consult some councilors and administrators, to establish their readiness to embrace and implement government programmes. Grants and discretionary funds from National and Provincial Treasury remain unspent and have to be rolled over stifling development to the community. This also affects Amathole District Municipality (ADM) to provide its support as Mnquma is amongst seven municipalities under the jurisdiction of ADM. Such a scenario makes a municipality ineffective and hence the urgent need to promote and sustain the politics-administrative interface at the local sphere of government becomes an urgent matter that needs attention.

4.3 CONCLUSION

Mnquma local Municipality had since its inception in 2000 till to date has been known for its political dynamics which has taken different forms resulting to poor services delivery, maladministration and poor governance. Moreover, the municipality has proven to be hard for politicians and administrators to strike a mutual balance and embrace the politics-administrative interface. Consequently, Support teams have been dispatched but politicians and administrators have not been cooperating ending up disregarding the legislative and execute mandates. This chapter analysed data, highlighted some of the areas which are failing and the implications of meddling into political and administrative issues and vice versa. It is quite evident that more needs to be done in promoting the politics and administrative interface for effective service delivery in Mnquma local municipality. The next chapter concludes the study and provides recommendations.
CHAPTER FIVE

CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

Politics and administrations are practically inseparable; hence they are complementary in nature. The complementarity model is the ideal model which the public sector of today should adopt and utilize through the cardinally important politics-administrative interface. This study sought to critically analyse the effects of the politics-administrative interface on service rendering at local government level. Paradigmatically, the study took a qualitative approach because of its insider and in-depth analysis of behavior feelings and attitudes of the study subjects. The study was categorically structured into five chronological chapters. The chapters covered detailed presentation and in-depth views as summarized in the following section.

5.2 SUMMARY OF THE STUDY

This section chronologically summarises the study, which comprises of five equally important chapters:

Chapter one was critical to the study since it provided a foundation of the whole study by presenting the introduction and background of the study, the statement of the research problem and the research questions as well as the study objectives/aims. The chapter also covered the significance, limitations, delimitation, and an outline of the study and wrapped-up with the definitions of key concepts and terms on which the study is hinged on.

The second chapter was the literature review, which critically analyzed the literature related to the study topic towards findings gaps and critical links in both the theory and practice of public administration. Literature review took shape through the
presentation of the theoretical models informing the politics-administrative interface, the legislative framework informing the interface in the South Africa public service, the genesis of the interface in the context of South Africa and the challenges which confront the effective utilization of the politics-administrative interface for sustainable service delivery. Chapter two exclusive revealed that the complementarity model is the ideal approach to managing relationships between politicians and administration in the public sector.

Chapter three presented the research design and methodology, which served as the roadmap or blue-print towards the achievement of the study objectives. The chapter covered the paradigm of the study (qualitative research design), the sampling and sample procedures (which were non-random techniques for a sample size of 40 respondents), the data collection techniques/procedures (questionnaires, interviews, observations and documentary analysis), the ethical considerations observed in the study (confidentiality, informed consent and avoidance of harm). This chapter also detailed the plans for data analysis.

The fourth chapter analyzed data gathered using the tools and techniques laid-out in chapter three. Empirical data gathered from the four data collection tools was analysis through a content and descriptive analysis, which critically analyses, interpreted in order to give meaning to the data and make it readable by the ordinary reader. Chapter four is the one section that provided a solid linkage between the research objectives, findings and the literature, thereby bridging the gap between public theory and praxis.

This current and last chapter summarises the study, concludes on the critical findings of the study and concurrently provides implementable recommendations for consideration by the Mnquma local municipality in order to reshape and improve public policy making and implementation. All these conclusions, summary and recommendations are in line with the overarching study aim of critically analysing the politics-administrative interface and its effect on sustainable municipal service delivery. The next section presents the summarization of the main findings of the study:
5.2.1 Summary of Findings

Based on the empirical data, reports and observation made by the researcher, the following findings can, *inter alia*, be deduced:

- The Mnquma local municipality has got a politics-administrative interface model which it is currently using, although this is facing a lot of challenges at present;
- Politicization of the municipal administration has adversely affected the rendering of services to the communities in the Mnquma local municipality;
- Administrators and politicians are not at peace with one another and these frosty relations have led to high turnovers in both offices of the municipal mayor and municipal manager;
- Some administrators in Mnquma local municipality are active political activists who brings their political ideologies into their administrative work, thereby clashing with politicians who might be pushing for a different political agenda;
- Too much political factionism between different political camps which have formed within the municipality and this has strained relationships and even spilled into the courts (where about 6 court cases are pending);
- Interventions by the provincial DLGTA using section 139 of the RSA Constitution have failed because of varying political interests and ineffective enforcement of these interventions;
- The ANC’s cadre deployment policy is damaging administrative efficiency in Mnquma local municipality. The policy is good but the manner in which it is implemented in the Mnquma local municipality leaves a lot to be desired. Hence the policy should place particular emphasis on skills, competencies and abilities rather that political activism;
- There is a great deal of mistrust between politicians and administrators such that forums and council meetings have often turned into battle grounds for politicking and arenas for pursuing personal vendettas; and
- Residents of the Mnquma local municipality have become so frustrated that they have lost confidence in their local government entity which has struggled to initially eradicate service delivery backlogs and improve the quality of their lives sustainably.
5.3 RECOMMENDATIONS

After an in-depth analysis of the evidence drawn based on the data and the scenarios in the municipality, the study recommends that the municipality, other local government entities and any other public entities which needs to effectively utilize the politics-administrative interface for sustainable service delivery, consider the following:

- Municipal officials both political and administrative needs to go through a capacity building programme on Municipal legislation guidelines, so as to assist them to effectively deal with challenges related to the politics-administrative interface. Critical to both administrators and politicians is an interpretation of the local government Acts such as the Municipal Structures and Systems Act, MFMA and the PFMA.

- There should be a clear definition of roles and responsibilities between Executive Mayor, Municipality Manager and speaker as they are the key custodians in the Municipal Council (guidelines are found in the municipal legislations). Municipal Manager must remain an administrative head of the institution not involved in political squabbles between politicians.

- The South African Local Government Association (SALGA) should play a meaningful role in guiding local municipalities by ensuring that municipal officials are accountable for their actions, ensure promotion and maintaining high standards of professional ethics by responding to people’s needs and encourage public participation in municipal affairs.

- The enforcement of disciplinary procedures as guided by the Code of Conduct should be promoted and sustained. Such that acts of misconduct by municipal officials as have been the case in Mnquma local municipality should not go unpunished. These disciplinary processes and procedures should be guided by section 14 of the Code of Conduct for Councilors schedule 1 of the Local Government: Municipal Systems Act (No. 32 of 2000).

- Deployment of administrators by virtue of their political alignment (Cadre deployment) should be reviewed as it complicates the municipality’s capacity to realize its objectives of fostering an efficient, economic and effective use of resources.
• Performance contract should also be signed in the case of senior political office bearers like Executive Mayor, the Speaker, and the Chief Whip so as it just like it applies to the municipal manager. This is because the issues of under-performance by political office bearers has been the norm in Mnquma local municipality through infighting amongst them negating the needs of the people.

• Communication channel and strategy needs to be developed particular between Troika (Executive Mayor, Speaker, and Chief whip) members and senior administrators. This linkage has caused the strained political-administrative relations because of the failure of the Mnquma communication strategy. Thus effective communication can help mitigate the risks of conflict in the entire institution.

• An independent investigating team from the provincial DLGTA department be attached to the municipality to investigate issues to the bottom of problem and present an ever lasting solution to Mnquma local municipality, including invocation of section 139 of the Constitution (1996).

• The study further recommends that chapter 9 institutions (state institutions supporting constitutional democracy) as provided by Constitution (1996) like Auditor General, Public Protector, Human Rights Commission, intervene as the conflict in Mnquma local municipality ultimately affect innocent citizens that are not provided with basic services as contained in the RSA Constitution (1996) because maladministration and corruption have become the order of the day in Mnquma local municipality.

• Lastly politicians should uphold dignity in the municipal council and discharge their responsibilities of administrative oversight role affectively in accordance with government policy guidelines.

5.4 CONCLUDING REMARKS

The Mnquma local municipality can only function effectively and efficiently, if both political and administrative office bearers are able to cooperatively work together, hand-in-glove, in the interest of ensuring services are provided to the people, officials in the municipality must rise, above personnel interest and direct their energies in
rendering good service to its inhabitants who are poor and living under deplorable living conditions. Local government has recently became the boiling pot and time-bomb of service delivery, marred by service delivery protects, service delivery protest related deaths and destitutions amongst the citizens, a scenario which needs urgent address and redress, which can be achievable only when politicians and administrators mutually cooperate with one another through the politics-administrative interface.
REFERENCES


APPENDIX A: RESEARCH QUESTIONNAIRE

University of Fort Hare
Together in Excellence

FACULTY OF MANAGEMENT AND COMMERCE
SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT
DEPARTMENT OF PUBLIC ADMINISTRATION

My name is Mziwoxolo Rutherford Ndudula a student currently registered and studying towards a Masters of Public Administration (Coursework) degree in the Department of Public Administration at the University of Fort Hare. As part of the requirements of this programme, I am engaged in a research study of Performance Management, entitled, “An Analysis of the Politics-Administrative Interface and Its Impact on Delivery of Municipal Services- a case of the Mnquma Local Municipality”

I therefore kindly request your cooperation in completing this questionnaire. Your contribution to this academic endeavour will be greatly appreciated since it will provide a stepping-stone towards the realisation the objectives of this research by the researcher.

Please be advised that the information and/or data which you will provide in this questionnaire will ONLY be used for academic purposes. Your ethical right to anonymity, privacy and confidentiality is much guaranteed since you not expected to reveal your names or any personal information which might identify you as a respondent in this study.

Please answer all questions as clearly and honestly as you can
THE POLITICS-ADMINISTRATIVE INTERFACE IN THE MNQUMA LOCAL MUNICIPALITY

1. How are politicians and administrators relating in Mnquma local municipality?

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2. Is there any interface between politicians and administrators in the municipality?

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3. Which of the side do you think is not mutually cooperative with the other and why?

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4. Which reasons do you blame for the frosty relations between politicians and administrators in the municipality?

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5. Are the politicians and administrators of the municipality executing orders and duties as stipulated by the various pieces of local government legislation? Can you give reasons for your answer?

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6. Which incidences can you pin-point to be a cause of the absence of an interface between politicians and administrators?

7. Are such clashes between politicians and administrators crippling service delivery in the municipality?

8. What is your understanding of the politics-administrative interface?

9. What advantages do you think the interface brings to service delivery and municipal functioning?
10. Is the ANC using cadre deployment to appoint its comrades into the municipal administration? Can you describe how is it being done?

11. Which other challenge to the politics-administrative interface in Mnquma can you identify?

12. What solutions can you suggest in order for Mnquma local municipality to solve the identified challenges (above)?

13. Do you have any other comment regarding the utilisation of the politics-administrative interface for improved municipal service rendering in the Mnquma local municipality?

-END OF QUESTIONNAIRE-

-THANK YOU FOR YOUR VALUED PARTICIPATION-
My name is Mziwoxolo Rutherford Nduula a student currently registered and studying towards a Masters of Administration (Coursework) degree in the Department of Public Administration at the University of Fort Hare. As part of the requirements of this programme, I am engaged in a research study of Performance Management, entitled, “An Analysis of the Politics-Administrative Interface and Its Impact on Delivery of Municipal Services- a case of the Mnquma Local Municipality”.

I therefore kindly request your cooperation in responding to the interview questions. Your contribution to this academic endeavour will be greatly appreciated since it will provide a stepping-stone towards the realisation the objectives of this research by the researcher.

Please be advised that the information and/or data which you will provide in this interview will ONLY be used for academic purposes. Your ethical right to anonymity, privacy and confidentiality is much guaranteed since you not expected to reveal your names or any personal information which might identify you as a respondent in this study.

Please answer all questions as honestly as you can.
Interview Questions:

1. What is your understanding of the role of local government?

2. What is your understanding of the roles, duties and powers of the politicians in municipalities?

3. What roles should the administrators in the municipality play?

4. Should senior administrators in municipalities be political activists?

5. What is your understanding of the politics-administrative interface in local government?

6. To what extent should administrators be political?

7. To what extent should politicians be involved with the issues of administration of the municipality?

8. In your opinion, how should the relationship between politicians and administrators be managed in order to promote sustainable municipal service rendering?

9. Is the current politics-administrative relationship promoting service delivery?

10. What is the current state of service delivery in the Mnquma local municipality?

11. What is your feeling of the ANC’s cadre deployment strategy in your municipality, and how has it affected the effective functioning of the municipality?

12. Do you have any other issues which you think needs addressing in terms of the politics-administrative interface in Mnquma local municipality?

-END OF INTERVIEW-

-THANKS YOU FOR YOUR VALUED PARTICIPATION-

-END OF MINI-DISSERTATION-