AN ASSESSMENT OF SERVICE DELIVERY CHALLENGES: INTSIKA YETHU MUNICIPALITY

BY

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Dedication

This treatise is dedicated to my loving Mother, Nancy Nothozamile Shasha, my patient and dedicated wife, Kholiswa Nyengane-Shasha and my five children Eza, Gwiba, Lilitha, Zizo and Sanda for their support and understanding during my studies.
Declaration

I, Zamuxolo Shasha, solemnly declare that this treatise is my own work, and has not been submitted by myself for evaluation at any other University. It is the product of my work through the professional guidance of my supervisor, Prof Dr Kishore Raga.

SIGNATURE ........................................
DATE ..................................................
Abstract

This study assesses service delivery challenges in Intsika Yethu Municipality with reference to water and electricity. This report presents the findings of a study conducted to identify the service delivery challenges related to the provision of basic services such as water and electricity, together with the recommendations on how these challenges can be resolved. This study was prompted by the huge number of backlogs experienced regarding water and electricity as well as complaints of non-service delivery and little understanding of the programme and plans within Intsika Yethu Municipality. The results of this study show that the communities do not fully participate in their development planning processes and they do not understand the purpose and existence of IDP document.

The researcher hopes that this study will sensitise the community to participate in the affairs of their development that will change the quality of their lives. Intsika Yethu Municipality should improve their strategies and consultation structures in the implementation of water and electricity projects as well as the IDP processes.
# TABLE OF CONTENTS

Acknowledgements ........................................................................................................... i

Dedication .......................................................................................................................... ii

Declaration ......................................................................................................................... iii

Abstract .............................................................................................................................. iv

CHAPTER ONE: INTRODUCTION AND BACKGROUND .................................................. 1

1.1 INTRODUCTION .......................................................................................................... 1

1.2 RATIONALE FOR THE STUDY ................................................................................ 2

1.3 LITERATURE REVIEW ........................................................................................... 3

1.4 PROBLEM STATEMENT ............................................................................................. 6

1.5 ASSUMPTION ............................................................................................................ 7

1.6 KEY RESEARCH QUESTIONS .................................................................................... 7

1.7 RESEARCH OBJECTIVES ......................................................................................... 8

1.8 DELIMITATION OF RESEARCH .............................................................................. 8

1.9 RESEARCH DESIGN .................................................................................................. 8

1.10 RESEARCH METHODOLOGY ................................................................................ 9

1.11 DATA ANALYSIS ..................................................................................................... 11

1.12 SAMPLE .................................................................................................................. 12

1.13 ETHICAL CONSIDERATIONS .................................................................................. 12

1.14 DEFINITION OF CONCEPTS .................................................................................. 12

a) Municipality .................................................................................................................. 13

b) Community Participation ................................................................................................ 13

c) Public Participation ......................................................................................................... 13

d) Basic Municipal Services ............................................................................................... 13

1.15 CHAPTER OVERVIEW ............................................................................................ 14

Chapter 1: Rationale and background of the study. ......................................................... 14

Chapter 2: Literature review ............................................................................................. 14
Chapter 3: Research methodology .............................................................................. 14
Chapter 4: Data analysis and interpretation ................................................................. 14
Chapter 5: Conclusion and recommendations ............................................................... 14
CHAPTER TWO: LITERATURE REVIEW ........................................................................ 15
  2.1 INTRODUCTION ........................................................................................................ 15
  2.2 MUNICIPAL SERVICE DELIVERY ......................................................................... 16
  2.3 DEMOGRAPHIC PROFILE OF CHRIS HANI DISTRICT MUNICIPALITY ............... 19
  2.4 SERVICE BACKLOGS: WATER AND ELECTRICITY ........................................... 20
  2.5 WATER SERVICES BACKLOGS AT INTSIKA YETHU MUNICIPALITY ............... 21
  2.6 ELECTRICITY SERVICE BACKLOGS AT INTSIKA YETHU MUNICIPALITY ...... 21
  2.7 COST OF ERADICATION OF WATER BACKLOGS ............................................. 22
  2.8 NECESSITY FOR PUBLIC POLICY ....................................................................... 23
  2.9 POLICY FORMULATION ......................................................................................... 23
  2.10 POLICY APPROVAL ............................................................................................. 24
  2.11 CONSTRAINTS ON MUNICIPALITIES IN THE PROVISION OF WATER AND ELECTRICITY SERVICES ........................................................................... 25
  2.12 CONCLUSION ....................................................................................................... 30
CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY .................................... 31
  3.1 INTRODUCTION ...................................................................................................... 31
  3.2 PERMISSION TO CONDUCT THE RESEARCH ..................................................... 31
  3.3 RESEARCH DESIGN ............................................................................................. 32
  3.4 RESEARCH METHODOLOGY ............................................................................... 33
  3.4.1 Respondent selection ........................................................................................ 34
  3.4.2 Population explained ........................................................................................ 34
  3.4.3 Sample size ....................................................................................................... 35
  3.4.4 Sampling selection procedure/methods ............................................................ 35
  3.4.5 Details of selected sample ............................................................................... 37
  3.4.6 Data Collection instruments and procedure .................................................... 37
5.4.2 Chapter Two...........................................................................................................64
5.4.3 Chapter Three........................................................................................................64
5.4.4 Chapter Four..........................................................................................................65
5.4.5 Chapter Five..........................................................................................................65
5.5 FINDINGS OF THE STUDY ......................................................................................65
5.6 RECOMMENDATIONS...............................................................................................66
5.6.1 Skills Development..............................................................................................66
5.6.2 Prioritisation of projects to be implemented.........................................................66
5.6.3 Need to improve community participation...........................................................66
5.6.4 Monitor and evaluate service delivery.................................................................67
5.6.5 Promote proper planning.....................................................................................67
5.7 CONCLUSION.............................................................................................................68

ANNEXURE 1: LIST OF STRUCTURED QUESTIONS......................................................75
ANNEXURE 2: LETTER: ETHICS CLEARANCE ...............................................................78
ANNEXURE 3: LETTERS REQUESTING PERMISSION TO CONDUCT RESEARCH ....79
ANNEXURE 4: LETTERS OF PERMISSION TO CONDUCT RESEARCH........................81
ANNEXURE 5: LETTER FROM LANGUAGE PRACTITIONER ........................................83
TABLE OF FIGURES

Figure 4.1: Gender profile ............................................................................................................. 44
Figure 4.2: Age and home language .............................................................................................. 45
Figure 4.3: Education level .......................................................................................................... 46
Figure 4.4: Employment status .................................................................................................... 47
Figure 4.5: Service delivery provision .......................................................................................... 48
Figure 4.6: Electricity infrastructure for IYM adequate? ............................................................... 49
Figure 4.7: Electricity usage by IYM residents ............................................................................. 50
Figure 4.8: Adequate budget for the basic services such as electricity? ....................................... 51
Figure 4.9: What should IYM do to improve electricity service delivery ....................................... 52
Figure 4.10: Personnel in place .................................................................................................... 53
Figure 4.11: Set targets on provision of water .............................................................................. 54
Figure 4.12: What should be done to overcome water cuts .......................................................... 55
Figure 4.13: Dealing with IYM residents who do not pay for services ....................................... 56
Figure 4.14: Skills provision ........................................................................................................ 57
Figure 4.15: Are elected councillors committed to basic service delivery ................................. 58
CHAPTER ONE: INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

Soon after the first democratic election in 1994, service delivery became the buzz word among the historically disadvantaged masses in South Africa. The African National Congress in its election manifesto requested the people of South Africa to vote for the party, and promised that it would, inter alia, provide clean water and sanitation, electricity and housing. From the recent service delivery protests by the citizen’s one can conclude that, the promises regarding service delivery have not be fulfilled.

The provision of basic services is the responsibility of the local sphere of government. In 1995 transitional local councils were instituted as an interim measure. Both urban and rural councils were responsible for the provision of basic services such as water, electricity, refuse collection and sanitation.

*The Constitution of the Republic of South Africa*, 1996, which was adopted by the Constitutional Assembly on 8 May 1996 (hereafter referred to as the Constitution) in Chapter 7, inter alia, explains the composition, status, objectives, powers and functions of municipalities.

For the inhabitants of a community to play a meaningful role in service delivery, it is essential to understand the level of services that are available, the way services can be delivered and the alternatives the municipality may undertake to render a specific service. The Constitution of 1996 stipulates that municipalities must ensure that citizens in their areas have access to basic services. Municipalities provide a number of services. The most important of which are, inter alia, provision of water, electricity and gas, disposal of sewerage and refuse and municipal health services. These services must comply with specific standards such as Reconstruction and a Development Plan standard which means a communal stand- pipe tap that provides water to the household must be a distance of 200m from a household. Electricity which is provided to the community should be 20 amps grid electricity. If poor quality water is provided or refuse is not collected regularly, it will create an unhealthy and unsafe environment. Poor services make it difficult to attract business or industry to
an area. This can result in the limitation of job opportunities for residents. The study will focus on the evaluation of two basic services, namely water and electricity at the Intsika Yethu Municipality. According to central government, all citizens will have access to clean water by 2012. The latter promise has been revised to 2014. The study will also focus on service delivery challenges that led to the revision of the targets. All citizens will have access to universal electricity by 2014. The original target was 2014 for universal access to electricity.

1.2 RATIONALE FOR THE STUDY

According to a discussion document of the Department of Local Government and Traditional Affairs (2000), there are three categories (levels of service) of the most important services to be provided by municipalities. Level one is basic, level two is intermediate and level three is full. Refer to Figure 1 below.

<table>
<thead>
<tr>
<th>Service Type</th>
<th>Level 1 Basic</th>
<th>Level 2 Intermediate</th>
<th>Level 3 Full</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water</td>
<td>Communal standpipes</td>
<td>Yard taps, Yard tanks</td>
<td>In house water</td>
</tr>
<tr>
<td>Sanitation</td>
<td>(Sewerage collection/disposal)</td>
<td>VIP Latrine Septic tanks</td>
<td>Full water borne</td>
</tr>
<tr>
<td>Electricity</td>
<td>5-8 Amp or non-grid electricity</td>
<td>20 Amps</td>
<td>60 Amps</td>
</tr>
<tr>
<td>Roads</td>
<td>Graded</td>
<td>Gravel</td>
<td>Paved/ tarred &amp; kerbs</td>
</tr>
<tr>
<td>Storm water and Drainage</td>
<td>Earth lined open channel</td>
<td>Open channel lined</td>
<td>Piped systems</td>
</tr>
<tr>
<td>Solid Waste Disposal</td>
<td>Communal (Residents)</td>
<td>Communal (Contractors)</td>
<td>Kerbside</td>
</tr>
</tbody>
</table>

**Figure 1**: *(Department of Local Government and Traditional Affairs discussion document 2000)*

In order to expedite the access to basic services, the government took the initiative to introduce free basic services such as water, electricity and refuse collection to those who earn less than R3500 per month. On 10 February 2001, the former state President (Thabo Mbeki) stated that “the provision of free basic amounts of electricity and water to our people will alleviate the plight of the poorest amongst us while plans for the stimulation of the local economy should lead to the creation of new jobs and
the reduction of poverty”. In the last 10 years the percentage of citizens receiving universal access to electricity has increased from 280 000 households to 380 000 households (Journal of Energy in Southern Africa, Volume 19 No 2, 2008: 4)

From the above announcement it is clear that water and electricity had been prioritised as free basic services for the poor who earn less than R3500 per month. However, in the submission of the Financial Fiscal Commission (FFC), it was reported that services such as housing and roads also fit the definition of “basic services” (Financial Fiscal Commission, 2002).

It is the responsibility of local government to provide water whilst National and Provincial Government provide support to municipalities.

According to Central Government, all citizens will have access to clean water by 2012 and basic sanitation by and electricity by 2014. All 2012-targets are not going be achieved when analysing allocations. Furthermore, 2014-targets will also not be achieved when one evaluates the allocations to enable municipalities to meet these targets (Division of Revenue Act 2011). The study shall evaluate service delivery with specific reference to water and electricity.

1.3 LITERATURE REVIEW

Literature is an extremely valuable resource of knowledge. The documentation utilised for this study comprises, for example, research reports, theorising and reflections about the topic or area, literature reviews on the topic and relevant documentary material.

According to the South African Government Programme of Action – 2010, the Comprehensive Rural Development Programme is part of government’s plan to increase the growth of rural areas. It essentially aims to enable people living in rural areas to use natural resources at their disposal to become economically active.

Government policy documents such as the Constitution of the Republic of South Africa, 1996, articles on the rights of citizens and participatory democracy, legislation
on local government, and Integrated Development Plan (IDP)-programmes, will be consulted. Chapter 7 of the Constitution, section 152 (1) (e), states: the objects of local government are, *inter alia*, to “encourage the involvement of communities and community organisations in the matters of local government”. This requires a co-operative approach and “effective partnership” where “local authorities provide strong leadership for their areas and their communities”. Therefore, the institution of local government, as stated in the Constitution, “should enhance opportunities for participation by placing more power and resources at closer and more easily influenced level of government” (Mogale, 2005:1).

The Bill of Rights incorporated in the Constitution (Chapter 2) is a cornerstone of South Africa’s democracy. It enshrines the rights of all people and affirms the democratic values of human dignity, equality and freedom. Everyone has a right to have access to sufficient water. It is the responsibility of government to provide citizens with water. The study will focus on service delivery challenges with reference to water and electricity, which is a constitutional right.

The provision of basic services is the responsibility of the municipality. The objectives of local government are stipulated in Section 152 of the Constitution. During the interim period after 1994, the *Province of the Cape of Good Hope*: (Ordinance 20 of 1974) provided the framework that governs municipalities while the *Local Government Transition Act*, 1993, dealt with the finances of municipalities. Immediately after 1994, statutory and non-statutory bodies started negotiations that led to the 1995 local elections. This resulted in the formation of transitional local municipalities and transitional rural municipalities. The Constitution of 1996 stipulates that local authorities promote social and economic development of the community and not only provide basic services. This resulted in the establishment of three spheres of government, namely National, Provincial and Local spheres. Chapter 3 of the Constitution of 1996 provides principles of co-operative government and inter-governmental relations of the three spheres of government.

Since the first democratic election in 1994, South Africa has made strides in improving housing while expanding access to clean water and electricity. However,
there are many citizens without electricity and the access to running water remains a challenge in most of the rural areas of South Africa.

In his State of the Nation Address, 1999, the former President (Nelson Mandela) said: “Life has started to have real meaning for hundreds of thousands who now have access to clean and safe drinking water. The benefits of democracy have a tangible impact for the 400 000 homes which have been supplied with electricity during the course of last year, and to the millions of children who benefit from the school nutrition scheme, free medical care and free and compulsory education. Not only has the present become better, there is also great confidence in the future” (Mandela, 1999).

In his State of the Nation Address in 2006, the former State President (Thabo Mbeki) said: “The public sector will also accelerate infrastructure investment in the underdeveloped urban and rural areas of our country through the Municipal Infrastructure Grant, Expanded Public Works Programme and other infrastructure funds to improve delivery in the areas of the second economy including the provision of roads and rail, water, energy, housing, schools and clinics, business premises and business support centres, sports facilities and multi-purpose government service centres, including police stations and courts” (Mbeki, 2006).

Questions regarding the performance of provincial and local structures led to a review of such structures. This review which was discussed at an African National Congress Summit was initiated as a result of observations of service delivery, inefficiencies in levels of government in phenomena such as gaps (that is, the envisaged service not allocated to a specific post, section or department. In other words, nobody was made responsible for the actual delivery of the envisaged service), duplications or non-achievement of service delivery targets (ANC, 2010).

In the African National Congress summit the debate is on serious assessment of what Provincial Government’s role is in the provision of local services and in particular, basic service delivery. Municipalities are the face of government; therefore, they are the most important sphere of government in terms of service
delivery and efficiency. Local government needs continual support from both Provincial and National Government (Constitution 1996).

In his State of the Nation Address, 2011, the State President (Jacob Zuma) said: “Our infrastructure development programme enables us to expand access to basic services and to improve the quality of life.” This includes projects for the provision of water, electricity and housing (Zuma, 2011).

It can be inferred from the state of the nation addresses by the State Presidents that provision of basic services (for example: water, electricity, housing) is an imperative for all South Africans.

1.4 PROBLEM STATEMENT

A research problem refers to some difficulty that the researcher experiences in the context of either a theoretical or practical situation and to which he or she wants to obtain a solution (Welman, Kruger and Mitchell, 2005:4). Numerous government institutions in South Africa are facing national and international scrutiny primarily because of apparent poor service delivery (Luvuno, 2004:2). The Intsika Yethu Municipality is facing challenges in terms of providing adequate basic service delivery such as water and sanitation. According to central government, all citizens will have access to clean water by 2012 and access to universal electricity by 2014. The study will focus on service delivery challenges, with reference to water and electricity. In terms of the current and future allocations it seems unlikely to achieve the set target. Access to both water and electricity to all citizens of South Africa has been revised to 2014.

Some backlogs in terms of water, roads, and electricity in municipalities, especially rural municipalities, are inherited from the past. Municipalities in rural areas have no revenue base to deal with these backlogs. Some rural municipalities depend on government grants for their existence. Without these grants, the municipalities in the rural areas cannot survive. The formula that is used to allocate grants to municipalities does not address the issue of backlogs.
1.5 ASSUMPTION

An assumption is a realistic expectation. It is something that is believed to be true. However, no adequate evidence exists to support this belief (Robinson 2007:87). The study will be based on the assumption that Intsika Yethu Municipality will be unable to meet the targets set to provide clean water by 2012 and electricity by 2014 to all its citizens. It is also assumed that some backlogs were inherited prior to 1994. Rural municipalities are fully dependent on government grants for their existence. The study will attempt to evaluate whether the backlogs are the result of lack of funding or capacity of the municipality.

1.6 KEY RESEARCH QUESTIONS

In the following section key research questions will be outlined.

The evaluation of the study is designed to address the following broad questions:

1.1.1 Is there a political will (desire) to focus on the provision of water and electricity? (This will be measured by the availability of the budget which is the political tool)?

1.1.2 Are the processes such as planning, budgeting and procuring to provide water and electricity being adequately performed?

1.1.3 Are municipal managers properly skilled to ensure that the available resources, both financial and material are effectively and efficiently utilised for the provision of water and electricity?

1.1.4 Does the municipality, on a regular basis, monitor the progress of the provision of water and electricity?

1.1.5 Does the municipality regularly provide reports of service delivery performance to their inhabitants?
1.7 RESEARCH OBJECTIVES

The main objective of the research is to evaluate service delivery of the Intsika Yethu Municipality with reference to water and electricity. The specific objectives of the study are to evaluate:

1.1.6 The status of the service delivery, specifically water and electrification;

1.1.7 The direct costs to the municipality, ESCOM and the Department of Water Affairs to provide the said services;

1.1.8 Whether the provision of free water and electricity has an impact on the citizens; and

1.1.9 Whether resources both financial and material for the provision of water and electricity are available.

1.8 DELIMITATION OF RESEARCH

This study has been limited to evaluate the provision of water and electricity at the Intsika Yethu Municipality which is located in the Chris Hani District in the Province of the Eastern Cape.

1.9 RESEARCH DESIGN

Research design is the plan and structure of investigation conceived so as to obtain answers to research questions (Saville, 2008:118). The plan is the overall scheme or programme of the research (Lee, 2000:449) and (Saville, 2008:118). For the purpose of this study, the qualitative research methodology will be employed. This type of research commonly uses qualitative data.

The research design includes an outline of what the investigator will do from writing the hypothesis and the operational implications to the final analysis of data. A research design is a plan or structured framework of how the researcher intends to
conduct the research process in order to solve the research problem (Babbie and Mouton, 2001:118).

The research design focuses on the logic of research, and the kind of evidence required for addressing the research question adequately. Research designs can be classified according to whether they are empirical or non-empirical. Empirical designs that involve empirical data can also be further classified according to the type of data. (Babbie and Mouton, 2001:74-75.) Empirical designs can be further distinguished into primary and secondary data analysis studies. (Babbie and Mouton, 2001: 104).

Research design is the planning and visualisation of data problems associated with the employment of those data in the entire research project. It is further stated that research design is not related to any particular method of collecting data or any particular type of data (Leedy, 2009:93). In principle, research design can use any type of data collection method and can use either quantitative or qualitative data. Research design refers to the structure of an enquiry. It is a logical matter rather than a logistical one. (Leedy, 2009:94).

The research tool that will be used in this study is qualitative research.

1.10 RESEARCH METHODOLOGY

In order to ensure a research document with a logic exposition and meaningful conclusions, it is essential that attention also be paid to the research methodology, in other words the logic behind the research methods and techniques should be considered and explained. Research methodology, therefore, has a much wider scope than research methods (Welman, Kruger and Mitchell, 2005:2). A methodology shows how research questions are asked in the field. Its effect is a claim about significance (Clough and Nut-Brown, 2007: 32).

Research methodology refers to the coherent group of methods that complement one another and that have “goodness of fit” to deliver data and findings that will reflect the research question and suit the research purpose (Mouton, 2001, Babbie and Mouton, Henning van Rensburg and Smit, 2004:36).
Research methodology focuses on the research process and the kind of tools and procedures to be used. It focuses on the individual steps in the research process and is the most objective to be employed (Babbie and Mouton, 2001:75).

The study will employ the qualitative approach with face-to-face interviews with selected officials to obtain rich data. A list of structured questions will be posed to the focus groups that will consist of five random selected residents from each cluster of wards. Intsika Yethu Municipality comprises of seven clusters. The qualitative approach is justified on the grounds that the participants will not be identified in the study. The data will be collected through detailed notes. The data will be analysed through emerging patterns, themes and content analysis. An appropriate computer software programme for qualitative research will be employed for purposes of data analysis.

**Qualitative Research Explained**

According to Creswell (2009:18), a qualitative approach is one in which the inquirer often makes knowledge claims based primarily on constructivist perspectives, or advocacy/participatory perspectives or both. He further states that it also uses strategies of inquiry such as narratives, phenomenologies, ethnographies, grounded theory studies or case studies. Hair, Money, Page & Samouel (2007:193) state that there are two broad approaches to qualitative data collection, namely: observation and interviews.

According to the above mentioned authors, if the objective of the research is to investigate the behaviour of people or events, then observation is the suitable method, whereas, if the objective is to understand why something happens, the appropriate approach is to interview people.

The qualitative research paradigm is described as the general research approach in social research in terms of which research takes as its point of departure the insider perspective on social action. It is further asserted that qualitative researchers attempt to examine human action from the perspective of the social actors themselves, also referred to as the “emic” perspective by anthropologists. The basic aim of these
types of studies is describing and understanding (Verstehen) rather than explaining human behaviour (Babbie & Mouton, 2001:270).

The qualitative research paradigm arises from an anti-positivistic interpretative approach, is idiographic and holistic in nature and its goal is to understand social life and the meaning that people attach to everyday life. It elicits participant accounts of meaning, experience or perceptions and generates descriptive data in the participant’s own written or spoken words. Participant’s beliefs and values that underlie the phenomena are thus identified by the qualitative paradigm. The key elements that a qualitative research is concerned with, understand rather than explanation; naturalistic observation rather than controlled measurement; and the subjective exploration of reality from the perspective of an insider as opposed to the outsider perspective that dominates the quantitative paradigm (De Vos, 2002:79).

It can be inferred from the above that qualitative approaches are those approaches in which the approaches are not strictly formalised while scope is more likely to be undefined and a more philosophical mode of operation is adopted.

1.11 DATA ANALYSIS

Data analysis is the process of inspecting, cleaning, transforming, and modeling data with the goal of highlighting useful information, suggesting conclusions, and supporting decision making. Data analysis has multiple facets and approaches, encompassing diverse techniques under a variety of names, in different business, science, and social science domains (Creswell, 2009:153)

Data analysis requires that:

- The researcher is comfortable with developing categories, making a comparison and contract.
- The researcher is open to possibilities and sees contrary or alternative explanations for the findings (Creswell, 2009: 153).
Data analysis is not limited to the mass media, but can also include interviews, political documents and minutes of meetings. After the interviews are completed, the information collected will be transcribed by the researcher in order to conduct a content analysis of the transcript for the purposes of analysis and interpretations (Bayat, 2007:104 - 110).

1.12 SAMPLE

Sampling is the process of selecting observation (Mouton, 2001:164). It has often centred on the ability of resources to gauge public opinions. A random sample of five residents will be selected from each cluster of wards. Intsika Yethu Municipality comprises of seven clusters. This will equal to a total sample of thirty five residents. Five officials of Intsika Yethu Municipality will also be interviewed. The focus group interview method will be utilised because the majority of the residents are illiterate hence the qualitative approach is justified.

1.13 ETHICAL CONSIDERATIONS

In any research there are three parties involved, namely the researcher, the sponsoring agent (user) and the respondent (subject) (Zikmund, 1994:56). The interaction of these parties presents a series of ethical questions. Consciously or unconsciously, each party expect certain rights and feels certain obligations towards the other party. Ethics in social science research will be maintained. This inter alia implies:

a) Voluntary participation.
b) Participants could withdraw from the study at any stage.
c) No harm to the participants.
d) Anonymity and confidentiality (Babbie & Mouton, 2001:520).

1.14 DEFINITION OF CONCEPTS

The section that follows, deals with the explanation of terms in the context of the study.
a) Municipality


b) Community Participation

According to De Beer and Swanepoel (2006:8), community participation is normally associated with the actions of communities, groups or individuals in relation to development for improving an existing less acceptable situation. Community participation is local, active and direct and communities must be fully involved in the local development process.

c) Public Participation

The World Bank Learning Group defines public participation as a process through which stakeholders influence and share control over development initiatives and the decisions and resources which affect them (World Bank, 1995). From this perspective, public participation could be viewed from the level of consultation or even decision-making in all phases of the programme or project cycle in the community, namely from needs assessment to implementation to monitoring and evaluation. For the purpose of this study, the terms public and community are used interchangeably.

d) Basic Municipal Services

According to the *Local Government: Municipal Systems Act* 32 of 1998, basic municipal service means a municipal service that is necessary to ensure an acceptable and reasonable quality of life and if not provided will endanger public health or safety of the environment.
1.15 CHAPTER OVERVIEW

Chapter 1: Rationale and Background of the study.

In this chapter the research problem, methodology and research design for the study are explained and discussed.

Chapter 2: Literature Review

In this chapter the theoretical framework of service delivery is presented. This is achieved through evaluating service delivery backlogs in the Intsika Yethu Municipality. The legislative and policy framework, speeches, as well as public announcements instructing the municipality and the community on matters of service delivery will be analysed. Special attention will be given to aspects such as the quality of service and the maintenance of targets regarding the rendering of water and electricity.

Chapter 3: Research Methodology

This chapter outlines the research methodology and design of the study, the sample and sampling procedures as well as the instruments used to collect data.

Chapter 4: Data Analysis and Interpretation

This chapter focuses on the presentation, analysis and interpretation of data collected.

Chapter 5: Conclusion and Recommendations

This chapter summarises the conclusions regarding the level at which services are delivered to the citizens especially the maintenance of targets and the quality of water and electricity provided by the Intsika Yethu Municipality. Recommendations based on the conclusions arrived at in this study regarding the provision of the basic services, water and electricity are also be presented.
CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

Municipalities are at the cutting edge of service delivery and it is, vital that stability prevails in these institutions. Whenever there is instability, service delivery is compromised which in turn leads to the communities not receiving the services which they deserve. When a municipality fails to provide its communities with basic services, the Provincial Government has a constitutional obligation to intervene and assist that particular municipality.

The primary objective of the intervention is to help the municipality to redress challenges and guide the municipality to provide an acceptable level of service delivery.

The rendering of water and electricity services by a municipality cannot take place without formulating and implementing clear policies, which ought to be continuously analysed and evaluated to meet the requirements of a changing environment. The aim of this chapter is to present provision of water and electricity as essential for the ‘public good’, especially that of poor communities. Water and electricity is a basic need, and inadequate water and electricity contributes to the dynamics of poverty. In this chapter, evaluation of service delivery challenges at Intsika Yethu Municipality with reference to water and electricity will be examined. The provision of water and electricity is a foundation of human development. Intsika Yethu Municipality still use references used in chapter one. Eskom was approached by the researcher in order to provide new information in relation with the provision of electricity. The response was that, Eskom and the department of energy still utilised information researched by David and Mwakasonda, 2004. Regional Electricity Distributers (REDS) that were introduced by the minister of energy are still relevant and are used by the council Intsika Yethu Municipality. This means resources used in chapter one are still valid and used by the council. The White paper on local government 1998 is still used by the Department of Energy.
2.2 MUNICIPAL SERVICE DELIVERY

The advent of democracy in 1994 brought with it not only the necessary political transformation but also the institutional reforms that were vital for dealing with the socioeconomic and developmental challenges in South Africa. All these changes were part of an overall process of democratic transformation that provided the necessary political inclination at the highest levels of government to prioritise delivery of basic services to previously under-serviced communities in South Africa (SALGA Annual Report, 2009).

It is widely acknowledged that the local government sphere in South Africa is critical of the country’s developmental processes and delivery of services to communities. South Africa’s Constitution of 1996 mandates local authorities to ensure the provision of services to local communities in a sustainable manner. These momentous political and institutional reforms were carried out on the three spheres of government. Between 1995 and 2000, municipalities underwent a democratic transformation process. Alternative service delivery arrangements at the municipal sphere in South Africa saw previously racially divided local authorities transformed into single and united municipalities. This included the introduction of policies and legislative reforms such as the Municipal Systems Act 32 of 2000 that encouraged municipalities to promote democratic participation by citizens in the way they are governed. The political reforms were also aimed at making local authorities democratically accountable to their citizens and efficient and effective in delivering basic services (White paper on local government, 1998). Accompanying the political reforms were also institutional reforms that saw the number of local authorities throughout the country drastically reduced from over 800 to 283. This saw the creation of large metropolitan local authorities (in Gauteng, Western Cape, Eastern Cape and KwaZulu-Natal), district councils and local town councils throughout the country. All these political and institutional reforms culminated in the first democratically elected municipalities in 1999 and 2000 (White Paper on Local Government, 1998). These institutional reforms were aimed at rationalising the local government sphere and turning municipalities into effective and efficient service-oriented entities. However, these changes also resulted in increased constitutional responsibilities for the new geographically integrated municipal authorities. They were now required to serve much larger populations and communities with
overwhelming services backlogs. Municipalities are, therefore, faced with the task of improving not only the quantity but also the quality of basic services being delivered to citizens in South Africa. However, in the wake of the political and institutional reforms, it has become clear that many local authorities throughout the country are still facing severe capacity constraints and institutional weaknesses in delivering basic services effectively and efficiently. The severe lack of capacity at municipal level is as a result of inadequate managerial skills and technical expertise, which has proved debilitating for service delivery. This is particularly evident outside the metropolitan areas. Also, the perceived lack of service-orientation at municipal level, including ineffective and inefficient administrative structures, are often seen as obstacles to dealing with the huge services backlogs in many poor communities (White paper on local government, 1998).

At the local sphere of government, even if municipalities have adequate financial resources, they struggle to provide water and electricity services. Municipalities tend to rely on service providers to do design and implement the mentioned services.

Many municipalities face problems with a severe lack of funds to execute their constitutional mandates to improve the quantity and quality of basic services to the citizens. The local government services backlogs are estimated at between R47 – R53bn, with an annual service backlog of R10bn. (Local Government Annual Report, 2007). These are amounts that will be required for municipalities to increase access to services and, therefore, deal successfully with the massive backlogs. Initially, state financial resources had been dwindling due to reduced fiscal transfers from national government.

According to the research done by Human Sciences Research Council 2006, Intsika Yethu Municipality has been declared amongst the ten poorest municipalities in the country (HSRC, 2006). The research was based on the Human Development Index. The levels of poverty are very high and the levels of education very low. The rate at which people are infected by HIV-AIDS is increasing compared to last year 2005. Provision of basic services like water and electricity is still a challenge. The residents of Intsika Yethu Municipality are still without clean drinking water and do not have access to electricity (Intsika Yethu project profiling, 2008). Definitions of poverty have progressed from “absolute” concepts defined in terms of minimum
subsistence levels, to “relative” concepts, which define it in terms of exclusion from mainstream society (Noble *et al.*, 2010). Subsequently, greater emphasis has been placed on the interdependence between scientific concepts of poverty and the social and institutional structure (Townsend, 1993:33). “Relative” deprivation points to the importance of both material and social deprivation, applying to ‘[individuals] whose resources do not allow them to fulfil the elaborate social demands and customs placed on citizens of that society’ (Townsend, 1993:36). The basic needs strategy extends the definition of poverty alleviation beyond increasing the incomes of the poor and also recognises the insufficient effects of traditional growth rate policies for the poor. Thus, it is concerned with both productive and basic functions such as education, health, shelter and nutrition (Chatterjee, 2010:2-3). The basic needs approach proposes that ‘there are basic human needs which, apart from variations attributable to biological factors (such as gender and age) and geographical factors (such as climate), have to be satisfied in any society to ensure survival’ (Townsend, 1993:19). Grant (1997:7) writes that, basic needs are the minimum standards of living set for the poorest groups of society. These minimum standards usually include nutrition, health, shelter, clean water, transport, and schooling (Moller and Schlemmer, 1998:229 and Brinkerhoff *et al.*, 1997:2-3). Households are defined as poor if their food, clothing, medical, educational, and other fundamental needs are not met (Glewwe and van der Gaag, 1998:9).

Intsika Yethu Municipality consists of two units, that is, Cofimvaba and Tsomo. The challenge with these units is the rapid growth of informal urban settlements. The informal settlement in the municipality includes Mzomhle, Joe Slovo and Enyanisweni. These settlements are without basic services such as proper water, roads, sanitation and not all sections are electrified. The rapid growth of informal urban settlements presents a major challenge. According to recent statistics, approximately 5 million people (28 percent of the urban population) live in such settlements without proper water services infrastructure (Intsika Yethu Integrated Development Plan, 2010). Some informal settlements are located along river reaches, which exposes them to waterborne diseases and makes them vulnerable to flooding. The fast growth of settlement development poses major challenges to municipalities and service providers. Extensive effort and funding is directed to water services, electricity and integrated programmes to address urbanization and the
creation of sustainable human settlements. This goes hand-in-hand with social development programmes and associated job creation (Chris Hani District IDP, 2008).

The rural population (about 20 million people or 41 percent of the total population), also presents a major challenge for ensuring sustainable livelihoods. Although groundwater represents only about 9 percent of available water resources, 74 percent of South African rural communities are dependent entirely on groundwater, while another 14 percent depend partially on it (Chris Hani Water Services Development Plan, 2010).

Intsika Yethu Municipality is not a water scarce municipality (Chris Hani Water Services Development Plan, 2010). There are five big dams that have not dried up. The challenge is to get the water to the people. The Free Basic Water (FBW) programme to ensure access to effective and efficient water supply and sanitation services, in association with access to health facilities and services, plays a major role in addressing water-related diseases and improving the health and quality of life of all people. The South African Government is also promoting improved hygiene practices through national programmes, campaigns and education awareness at schools and in communities. Furthermore, the provision of Free Basic Water services to the poor has become a national policy since 2000. This programme aims to ensure that poor households receive 6,000 litres of FBW per month (Intsika Yethu Indigent Register, 2010). Beyond this basic allowance, users are required to pay for the extra consumption. The programme is progressively implemented by the Water Services Authorities, and over 76 percent of the population already have access to FBW. Progress is also being made to ensure access to water supply and sanitation services at all citizens (CHDM IDP, 2006).

2.3 DEMOGRAPHIC PROFILE OF CHRIS HANI DISTRICT MUNICIPALITY

Chris Hani District Municipality is composed of 8 local municipalities, namely: Intsika Yethu, Inxuba Yethemba, Tsolwana, Inkwanca, Emalahleni, Sakhisizwe and Engcobo Municipality. The district appointed all eight municipalities to be water services provider. This is a delegated function where the WSP must consult the District before taking a decision with regard to this delegated function.
Chris Hani District Municipality currently has a substantial backlog with regards to basic services for water and sanitation. This Water Services Development Plan (WSDP) estimates that currently 47% of the population are not adequately served with water and 33% are inadequately served with sanitation infrastructure (WSDP, 2010).

Chris Hani District Municipality has a programme of water and sanitation infrastructure projects funded by the Municipal Infrastructure Grant (MIG) and the Regional Bulk Infrastructure Grant (RBIG) to address these backlogs.

Chris Hani District Municipality also has an ambitious plan to eliminate water service delivery backlogs through the implementation of a number of cluster water supply schemes. This programme is funded through the Regional Bulk Infrastructure Grant funding from National Government.

The District Municipality has a Free Basic Water policy that undertakes to provide the first 6kl of water per month at no charge to consumers (CHDM Indigent policy, 2008). This policy is an attempt to minimise the cost of basic services on poor and indigent consumers.

2.4 SERVICE BACKLOGS: WATER AND ELECTRICITY

The following estimate of the extent of water service delivery backlogs has been obtained from Chris Hani District Municipality data on village service levels. A service provider was appointed by the district to undertake a survey on water service delivery backlogs. During the survey, the community was consulted by the service provider under the monitoring of ward councillors. Intsika Yethu Municipality experienced the most extreme water backlogs in the district.
2.5 WATER SERVICES BACKLOGS AT INTSIKA YETHU MUNICIPALITY

The following table indicates the number of households served with water and those without water. Percentages are also indicated in the table. In estimating water services backlogs, the following service level definitions are used:

Greater than Reconstruction and Development Plan (RDP) standards – “Served”
RDP standards –” Served”
Less than RDP standards – “Unserved”
Unserved – “Unserved”

<table>
<thead>
<tr>
<th>Intsika Yethu Municipality</th>
<th>Served</th>
<th>Unserved</th>
<th>Served</th>
<th>Unserved</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>23,387</td>
<td>26,595</td>
<td>47%</td>
<td>53%</td>
</tr>
</tbody>
</table>

The above table reflects households served with water in the form of standpipe are 23,387 and households without water are 26,595 in the entire municipality. This is Reconstruction and Development Plan Standard. It means for the first phase, inhabitants are supposed to receive water in a standpipe at a distance of 200m from their home. Consequently, in the entire Intsika Yethu Municipality, only 47% of the inhabitants are provided with clean drinking water. The remaining 53% of the inhabitants have not had access to clean drinking water (CHWSDP 2010).

Less than RDP standards – defined as “Unserved”
Unserved – defined as “Unserved”

2.6 ELECTRICITY SERVICES BACKLOGS AT INTSIKA YETHU MUNICIPALITY

The following table indicates the households with universal access to electricity and those that do not have access to electricity. The table indicates that Intsika Yethu municipality has a huge backlog of universal access in electricity.
The above table reflects that only 37% of households have been electrified (13,377) in the entire municipality. Households without universal access to electricity is 36,585 (63% of the inhabitants do not have access (Chris Hani IDP, 2010-2011).

2.7 COST OF ERADICATION OF WATER BACKLOGS

The following cost estimates of water backlogs are based on the latest planning feasibility studies conducted by appointed service providers (Chris Hani Water Services Development Plan 2010).

<table>
<thead>
<tr>
<th>LOCAL MUNICIPALITY</th>
<th>HOUSEHOLDS (WATER)</th>
<th>BUDGET</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intsika Yethu Municipality</td>
<td>26,595</td>
<td>R594,725.562.00</td>
</tr>
</tbody>
</table>

The following cost estimates of electricity backlogs are based on the latest planning feasibility studies conducted by ESKOM as government implementing delivery arm which is used to implement electrification in municipalities with low capacity. ESKOM receives a budget from the Department of Energy to electrify municipalities (ESKOM Electrification Programme, 2010).

<table>
<thead>
<tr>
<th>LOCAL MUNICIPALITY</th>
<th>HOUSEHOLDS (ELECTRICITY)</th>
<th>BUDGET</th>
<th>YEAR</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intsika Yethu Municipality</td>
<td>32,195</td>
<td>R50 m</td>
<td>2012</td>
</tr>
<tr>
<td></td>
<td>32,195</td>
<td>R50 m</td>
<td>2013</td>
</tr>
<tr>
<td></td>
<td>32,195</td>
<td>R50 m</td>
<td>2014</td>
</tr>
</tbody>
</table>
2.8 NECESSITY FOR PUBLIC POLICY

Every government has to focus on the general welfare of its citizens. The promotion of general welfare of society depends on the policies formulated by policy-makers, resources available, whether policy-makers have a clear understanding of societal problems and needs and the nature of policy. It is also necessary to know who influences whom in making policy, what has an effect on what and to what extent; what justified and what not and who should do what (Hanekom et al., 2001: 25).

It can be inferred that for any policy to be meaningful, cooperative participation and interaction of all role-players for which the policy is intended is very critical. Failure to involve targeted beneficiaries will make it difficult to measure the impact of such a policy. A clear predetermined policy is essential for the effective and efficient implementation of its programmes and the rendering of services. Such policy will provide direction to all role-players and guide the role-players towards the achievement of objectives. In the absence of a policy, uncertainty and confusion will reign and role-players will not know what to do or expect. Service providers appointed by Government without clear policies will be harmful to the citizens. Provision of electricity has to be in line with health and safety policy. Electricity is a service needed by all inhabitants. Water is a scarce resource that needs to be conserved.

2.9 POLICY FORMULATION

Policy formulation, which follows policy initiation, can be divided into two main phases. Firstly, it must be resolved what action is needed to solve or prevent a problem. Secondly, a suitable proposal or recommendation must be formulated and submitted to the policy-makers for consideration. By formulation is meant the clear, precise and accurate writing of the processed information (Meiring, 2001:170). Policy formulation can, for the purpose of this study, be classified in the following steps:

- Liaison with interesting parties;
- Processing of information;
- Setting of objectives;
- Determining of priorities;
- Considering of alternatives; and
• Survey of financial resources (Dunn, 2007:45; Dror, 2002:166; and Meiring, 2001:173).

Consultation must be undertaken before policies are formulated. The community becomes frustrated by delays in water projects because their participation is often ignored. This results in a delay in the actual implementation of policies.

2.10 POLICY APPROVAL

Policy is found in various forms and levels in the public sector because policy is approved by various participants on the political, executive, departmental/administrative, and operational levels. Meiring (2001:60) writes that a specific policy, such as a water policy can have political, executive, departmental and operational aspects to be taken into account. Policy proposals/recommendations in draft form, for example, bills, are not automatically approved by the policy-makers/legislator. A specific procedure is followed for the consideration and approval of policy proposals/recommendations and such documents may be rejected, amended, referred back, or referred to a specific committee before it is approved (Meehan et. al, 2011:153).

It can be concluded that delivery of clean running water and electricity is a national challenge that needs unity of direction. With-in the process of, for example, water policy implementation, and community involvement will not only speed up service delivery and development but will as well build capacity. Through consultation, communities will be proud of projects within their communities and they are likely to protect service delivery projects against vandalism.

Water policy implementation has an impact on providing water as a basic service. Some water projects are delayed due to approvals by the Department of Water Affairs, which is a policy matter. By-laws passed by the municipality in controlling the usage of water and electricity are not being adhered by communities. By-laws are made in consultation with communities, but when implemented, the same community will be the first to break these by-laws. The by-law will state that nobody is expected to do illegal connections. People will have connections that by pass the meter. This has a negative impact on provision of water as a basic service (CHDM WSDP, 2010). Electricity provision is a constitutional right; the department of energy is
responsible for provision of electricity. Policies guiding how electricity is generated and how it is distributed are developed by the department of energy. The cost of each unity of electricity is regulated by government. When policies are formed people participate directly or through their representatives.

2.11 CONSTRAINTS ON MUNICIPALITIES IN THE PROVISION OF WATER AND ELECTRICITY SERVICES

Municipalities face a challenging set of constraints when providing basic water and electricity services, including compliance with legal requirements; cost-recovery – a tariff must generate sufficient revenue to cover the costs of service provision; accommodating (appeasement of) socio-political pressure for intra-water-service-provision income transfers; not exceeding water and electricity availability – the short-run supply constraint; affordability – there must be sufficient demand; allowance for environmental opportunity cost (SALGA Conference, East London, 2009).

Even if the municipality has a budget for provision of water and electricity it has to comply with government policies. Tsojana and Tsomo state that the RDP 3 phase had been budgeted for. However, the Department of Water Affairs had delayed in approving these projects. Policies on provision of water and electricity should be synonymous speedy delivery of services. ESKOM is a delivery arm of government for provision of electricity in municipalities with low capacity in providing electricity. ESKOM has to request funding from the department of energy. Even if there is capacity in Eskom to electrify many villages simultaneously, the latter is reliant on a budget from the department of energy and is required to follow processes which at times result in delays to be complied with. Much planning that has to be undertaken which takes time before the project can commence. Whether it is a water or electrification project, an environmental impact assessment must be undertaken and approved. The delay in processes is as a result of stringent government policies. Some policies protect the very same citizens. The policy on Free Basic Services assists the indigent people.
Under the apartheid government, prior to 1994, government policies were geared at serving the needs of the minority white population group. Energy policies, including electricity provision, focused on ensuring sufficient supply for the mining, chemical and agricultural industries, which formed the backbone of the South African economy. Due to the UN-led oil embargo energy policies were shaped by the objective of becoming energy self-sufficient, leading to large, often uneconomic investments in synthetic fuel plants and in the nuclear fuels chain (DME, 1998), leaving little financial resources for improving household access to electricity. The researcher consulted the department of energy, requesting new information on research done by the department. The new department of energy still use principles by the Minister of the Department of Minerals and Energy. There is no new research done in provision of electricity especial on rural electrification. REDS was introduced to address new challenges emanating from provision of electricity as a basic service. Furthermore, the last research on the status of electrification and challenges was done in 2004 by David and Mwakasonda. Other research conducted after, still refer to David and Mwakasonda and no new information was obtained. Eskom was consulted with the possibility of getting new information, but still refer to DME (1998).

Thus, in terms of domestic access to electricity there was (and still is) a huge discrepancy between population groups and areas. The vast majority of people without electricity are black South Africans and electrification levels in rural areas generally fall short of the ones in urban areas. In both rural and urban areas, the poorest people are most likely to be the ones without access to electricity (David and Mwakasonda, 2004:32).

Against this background the newly elected democratic government initiated a large scale electrification programme with the objective of improving access to electricity for the poor and ultimately providing access to electricity for all South Africans. The electrification programme is complemented by further policies directed at improving electricity availability for the poor, such as the Free Basic Electricity (FBE) policy, as a result of which households receive a minimum amount of 50 kW/h of electricity per month for free. At the same time, a substantive restructuring of the electricity supply and distribution industry is on the way, with the goal to make the industry more efficient in order to ensure that growing industrial and domestic electricity demands can be met in the future (DME, 1998).
The White Paper on Energy, 1998 analysis’s the ongoing implementation of the electricity sector policy reforms in South Africa with specific emphasis on domestic electricity provision for the poor.

- **Sources of Energy and Consumption by Sectors**

South Africa’s energy supply system is largely based on the country’s abundant coal reserves. Coal plays an important role for the country’s synthetic fuel production (the conversion of coal to synthetic fuels) and coal is by far the most important energy source for electricity generation (David and Mwakasonda, 2004:33).

In 1999, 69 percent of South Africa’s total primary energy supply stemmed from coal, with crude oil accounting for 22 % and the rest being made up by nuclear energy (3 %), gas (1%) and renewable (solar, wind) and waste (5%). As far as energy sources for electricity generation are concerned, the importance of coal as a primary energy source is even more predominant. In 2001, 93 percent of electricity in South Africa was generated from coal, with nuclear energy and hydropower accounting for the remaining 7 % (see Figure 1) (David and Mwakasonda, 2004:33).

![Figure 1: Energy sources used in electricity generation in South Africa
Source: NER, 2003](image)

In 1995 the government established the National Electricity Regulator (NER) as a successor to the Electricity Control Board that had been established in 1987. (The following cost estimates of water backlogs are based on the latest planning feasibility studies conducted by appointed service providers (Chris Hani Water Services Development Plan, 2011-2012).

South African energy (including the electricity) sector culminated in the White Paper on the Energy Policy of the Republic of South Africa (hereafter the White Paper on

According to the White Paper on Energy, 1998 the overall objective of the government’s electricity policy is to create an electricity sector that is capable of being the engine for growth, development and prosperity for South Africa (DME, 1998). Specific objectives for the restructuring of the electricity sector are, therefore, to:

(a) Improve social equity by specifically addressing the energy requirements of the poor.
(b) Enhance the efficiency and competitiveness of the South African economy by providing low-cost and high quality energy inputs to industrial, mining and other sectors.
(c) Achieve environmental sustainability in both the short-term and long-term usage of natural resources (DME, 1998).

Against this background the White Paper identifies a number of challenges, all of which directly or indirectly deal with or impact electricity provision for the poor in one or the other way. The most relevant challenges in this context are:

Approximately 40 percent of all homes in South Africa and tens of thousands of schools and clinics are without access to electricity supply. The distribution sector is highly fragmented, with more than 400 distributors, resulting in low efficiencies, high costs, wide disparities in tariffs, and financial viability problems in many distributors.

The electricity distribution industry continues to experience high levels of non-payment and electricity theft, resulting in increasing arrears and payment defaults. Municipal electricity departments are expected to make a contribution towards the funding of other municipal services, particularly in major urban areas, but are faced with the burdens of non-payment and the need for significant expenditure on electrification (DME, 1998).

Eskom and the Department of Minerals and Energy developed a programme which is informed by the indicative budgets from 2009-2014. The programme could not be followed because, no funding was provided by Treasury. Targets were set by National government that South Africans will get universal access to electricity by
2014. This is impossible when one examines the indicative budgets by medium term framework. This is also informed by the fact that both Eskom and the new Department of Energy developed a new programme (Intsika Yethu Eskom Programme, 2012-2013).

The White Paper assumed that while there are many distributors that are not financially viable, collectively the industry is able to fund both the supply of electricity and electrification over the long-term (DME 1998). In order to improve the efficiency of the distribution sector with the goal of ensuring the provision of low-cost electricity to industries and domestic consumers, the government has decided to reduce the number of electricity distributors to only six distributors nationwide. The process started after the establishment of Electricity Distribution Industry Holdings (EDI Holdings) in 2003, a 100 percent government owned company with a mandate to conceptualise, implement and monitor the creation of the REDs (Thale, 2004:1).

The six Regional Electricity Distributors (REDs) are located in the six major metropolitan areas in South Africa, viz.: Johannesburg, Tshwane (Pretoria), Ekurhuleni (East Rand), eThekwini (Durban), Nelson Mandela Bay Municipality (Port Elizabeth) and Cape Town.

The restructuring process will see Eskom Distribution and the electricity distributing municipalities transferring all their assets, liabilities, obligations, staff and rights to the six REDs (Thale, 2004:56). The first RED is expected to be operational towards the end of 2005 and once all REDs are set up, the role of EDI Holdings will be to monitor and support them until the company is disbanded in 2008 (Thale, 2004:2). The rationale behind the restructuring was that the optimal area for the effective performance and sustainability of electricity reticulation would be greater than the area of any single municipality (FFC, 2002). Although each RED would have its own set of tariff structures and rates for various consumer categories, the multitude of different rates as currently being experienced would be abolished. There could be price differences between different RED areas; however, consumers of the same category within the same RED area would pay the same electricity prices, thereby ensuring greater price equity compared to the current system. Due to the more efficient, concentrated distribution system, was expected that the massive price
increases that were expected could be avoided and low-cost electricity be provided (FFC, 2002).

The reform is not without implications for municipalities, which could affect service delivery to consumers. Currently, many non-electricity related services provided by municipalities are effectively cross-subsidised by revenue made from electricity sales and ring-fencing of costs is not practised. On the hand the restructuring model takes this into account as the municipalities will own shares in the REDs and thus benefit from the profits made by the REDs. Additionally there are other compensation mechanisms in place to off-set the direct income loss of municipalities. However, municipalities might experience indirect income losses as a consequence of the restructuring. Those municipalities with the capacity to operate sophisticated billing systems can link electricity provision to the (none)-payment of rates and other municipal services. This provides them with a powerful mechanism for consolidated billing and integrated customer management (FFC, 2002). Once electricity provision has been transferred to the REDs this tool is lost and could lead to income losses from non-electricity services such as refuse removal, water or sanitation. Hence, whereas electricity provision by the REDs is likely to generate overall economic benefits, it remains to be seen whether or not service provision by municipalities is adversely affected in the long-term.

2.12 CONCLUSION

The access to electricity for domestic consumers has remarkably improved in numbers compared to the pre-democracy situation. In South Africa, water scarcity is a limiting factor for development. The value of water is, therefore, high in all aspects of society, the economy and the environment.

South Africa is a country emerging from a history of political oppression to become a nation of democratic values for human dignity, equality and freedom. Poverty is the foremost social concern, and the government aims to address the needs of the poorest in society by ensuring access to basic services through dedicated programmes for infrastructure and free basic water and electricity services.
CHAPTER THREE: RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

The way of doing something is determined by the methods used. Research is a collection of methods used systematically to produce knowledge. Methodology refers to a coherent group of methods that complement one another. Methodology should be able to produce data and findings. This chapter is about the design of research methodology and methods in evaluation of service delivery challenges: a case study of Intsika Yethu with reference to water and electricity.

This chapter seeks to describe and explain the methods and techniques employed in the collection of data. The qualitative research methodology was utilised in conducting research for this study. Specific aims and objectives were set in chapter one. This chapter describes and explains the:

- Methodology selected to gather information;
- Various methods and techniques for data collection;
- Population and sample details;
- Data collection instruments;
- Techniques for data analysis; and
- Ethical considerations applied in the study.

3.2 PERMISSION TO CONDUCT THE RESEARCH

Prior to conducting of interviews to the selected respondents, written permission to conduct the research at Intsika Yethu Local Municipality was requested on 11 August 2011 from the Mayor and Speaker. Cohen et al (2003:54) writes that in the process of obtaining permission the researcher should clarify, before meeting the officials and significant figures, the nature and scope of the research. This was done through the identification of the following: aims of the research, its practical application methods and procedures to be used, nature and size of sample, degrees of disruptions envisaged, arrangements to guarantee confidentiality with respect to data, the role of feedback and how findings can be best disseminated. In the process of obtaining permission to conduct research, there should be absolute clarity about what has to be done. Respondents in the research were ensured confidentiality and the value of the research. Any research undertaken would be done with accuracy.
and scientific impartiality. In order for the respondent to contribute meaningfully in a study, the precise boundaries of the study was explained and clarified.

Permission was granted per letter dated 16 August 2011. Copies of both letters are attached as Annexures A and B in the treatise. No special conditions were set by the Mayor and the Speaker.

Research design is one of the main stages in research and it involves the methods of data collection and analysis, which is explained below.

3.3 RESEARCH DESIGN

Research design is seen as a process of designing the overall plan for collecting and analysing data, including specifications for enhancing the internal and external validity of the study (Polit and Hungler, 1993:445). Research design refers to the researcher’s overall plan for obtaining answers to the research questions and for testing the research hypotheses (Polit and Hungler, 1993:129). Kerlinger (1999:10) writes that scientific research is a systematic, controlled, empirical and critical investigation of natural phenomena, guided by theory and hypothesis about the presumed relations among such phenomena. In every research project it is important to determine exactly what methods are to be used to collect data and what factors will influence the collection. The research design spells out the strategies and techniques that can be adopted to develop information that is accurate, objective, and interpretable. Hofstee (2006:120) writes that research design provides a theoretical background to the methods to be used in the research. A research design is the basic plan which guides the data collection and analysis phases of the study. It provides the framework which specifies the type of data to be collected, the sources of data and the data collection procedure. The research design dictates the boundaries of the research activity (De Vos, 2005:132 & Salkind, 1997:371).

Research approaches and strategy

Two research approaches, namely: the quantitative and qualitative research approach is discussed briefly below.
Quantitative research requires that the data collected be expressed in numbers. It can be quantified. Various factors will influence it. The methods used to conduct quantitative research are exploratory, descriptive and experimental (Struwig, 2004:41).

Qualitative research reflects approaches to knowledge production. This type of research commonly uses qualitative data. Qualitative data refers to any information that the researcher gathers that is not expressed in numbers (Tesch, 2007:55). Qualitative data includes information such as words, pictures, drawings, paintings, photographs and films.

In this study the qualitative research approach was used because it embraces a transparent process and strives to avoid errors, false conclusions, and misleading inferences (Pierce, 2008:178). In this regard De Vos et. al (2002:81) write that there is general agreement amongst most authors that human science in reality employs both qualitative and quantitative methodology - “...sometimes consciously, sometimes unconsciously.”

3.4 RESEARCH METHODOLOGY

Fundamental to every scientific research is a method which can be explained as a prescribed manner for performing a specific task, with adequate consideration of the problem, objectives and hypothesis (Meiring, 2001:156). Hofstee (2006:107) writes that the method is vital to the success of the study because a result can only be accepted, rejected, replicated or even be understood in the context of how to get there. The method will explain how to get to the conclusion. Mouton (2002:35) writes that research methodology involves the application of a variety of standardised methods and techniques in the pursuit of valid knowledge, and is committed to the use of objective methods and procedures that will increase the likelihood of attaining validity. Mouton (2002:36) also emphasises that research methodology is referred to the means required to execute a certain stage in the research process. It explains the knowledge of how to do things or the total set of means that social scientists employ reaching the good of valid knowledge. Empirical research also involves the selection of respondents selected from a larger population to answer question whether verbally in an interview or in a questionnaire (Bailey, 1982:110 and Polit and Hungler, 1993:445). The respondents selected in this study are identified below.
3.4.1 Respondent selection

For a clear understanding of the respondents to be used in a study, a distinction was made between two concepts namely: population and sample.

3.4.2 Population explained

By population is meant a group of potential participants or cases from which the researcher draws a sample and to which results from the sample are generalised (Newman, 2006:224 & Salkind, 1997:96). Brynard and Hanekom (1997:43) write that the population refers to objects, subjects, phenomena, cases, events and activities, which the researcher would like to study to identify data. Polit and Hungler (1993:442) define a population as the entire set of individuals (or objects) having some common characteristics. A specific relationship thus exists between the population and a sample. The population is the entire set from which the individuals or units of the study are chosen. In this study the population entailed the inhabitants of the Intsika Yethu Local Municipality and the target population was five residents in the form of four ward committees and one ward councillor as a senior resident in the ward and five municipal officials. Intsika Yethu municipality has 7 clusters, from each cluster 5 residents in the form of four ward committee members and one ward councillor, were selected. Five municipal officials were also selected to participate in the study. A total of 35 residents and 5 municipal officials which totalled 40, participated in the study. The participants comprised of 28 ward committees, 7 ward councillors and five municipal officials. When ward committees are elected, youth, elderly, professionals, businessmen and faith organisations are considered. Newman (2006:224) writes that a target population is required and that a target group is a specific pool of cases that are studied. However, the target population was, too big to make a meaningful and objective study for the purpose of a treatise. Neuman (2006:224) writes in this regard that a target population is “(t)he concretely specific large group of many cases from which the researcher draws a sample and to which results from a sample are generalised.” It was decided that a small sample size be selected from the population. These small samples that are a cross-section of the entire population may help save time and cost as it may be impossible to cover the entire population. Intsika Yethu Local Municipality has a population size of 194 246 living both in rural and in semi-urban areas.
3.4.3 Sample size

Sampling means any portion of a target population as representative of that population. A sample always implies the simultaneous existence of a larger population of which the sample is a smaller section or a set of individuals are selected from a target population (De Vos et al., 2005:193 & Gravetter and Forzano, 2003:465). The process of selecting the elements from a larger population is called sampling. It is clear that data is generally collected from a sample rather than from an entire population. This is not only less costly but also more practical.

A random sample is a selection of a sample such that each member of the population has an equal probability of being selected (Polit and Hungler, 93:444). When unable to investigate the entire population due to various practical reasons, for example, a large size of the population a representation sample must be selected and defined. A sample is a subset of the population (Sekaram, 2004:266). It consists of some members selected from it, but not all. It is a process of selecting a sufficient number of elements from the population, so that a study of the sample and the understanding of its properties would make it easy for the researcher to generalise such properties.

The two main groups of respondents were identified.

Residents in the form of ward committees and ward councillors from identified 7 clusters were selected because they prioritise villages to be electrified and villages to be provided with water as a basic service and Municipal officials were also selected as implementers of council resolutions and other government policies.

3.4.4 Sampling selection procedure/methods

A method can be described as “a route that leads to a goal” (Kvale, 1996:4 quoted in Henning, 2004:70). A method deals with a task comprising one step of a procedure and specifies how this one step is to be performed (Koontz and O’Donnell, 2011:87). A method is thus more limited in scope than a procedure. Various methods of obtaining a sample are available. However, the adequacy of a method is assessed by the representativeness of the selected sample. Polit and Hungler (1993:184) write that “(t)he larger the sample, the more representative of the population it is likely to be.” Nel (2001:345) concludes that the sampling procedure must be
designed so that samples of the actual population are collected accurately and consistently and reflect the concentrations of the population at the time and place of research.

Sampling theory distinguishes between probability and non-probability sampling methods. The characteristics of each method can be explained as follows.

- Probability sampling is a section of subjects from a population using random procedures, for example, stratified sampling, simple random sampling, cluster sampling, and systematic sampling (Polit and Hungler, 1993:443). Probability sampling methods are the most commonly used because the selection of respondents is determined by change. This method provides known, equal and calculable changes that each subject of the population can be included in the research (Salkind, 1997:97, Bless and Higson-Smith, 2002:87).

- Non-probability sampling is where the likelihood of selecting any one member from the population is unknown. It consists of methods such as purposive sampling, quota sampling, convenience sampling, snowball sampling and theoretical sampling. Non-probability sampling is the selection of sampling units from a population using non-random procedures (Neuman, 2006: 220).

In this study both the probability method and the non-probability methods were used. Stratified sampling as a probability method creates a sample frame for each of several categories of subjects or cases, draw a random sample from each category, and then combine the several samples (Neuman, 2006:241).

Purposive sampling as a non-probability method is a non-random sample in which the researcher uses a wide range of methods with a specific purpose in mind. It uses all possible subjects or cases that fit particular criteria. The sample is based on the judgment of the researcher and do not follow the theory of probability in the choice of elements, such as political office-bearers and chief officials from the sampling population (Kumar, 2005:177, Salkind, 1997:97, and Neuman, 2006:220).

A sample was selected because the population was very large. For the purposes of this research, to avoid biasness, probability sampling was used because it does not involve personal judgment. Under probability sampling, this study used simple random sampling as a sampling technique. Bhattacharyya (2004:80) sees it as the
simplest method of probability sampling in the sense that it involves the withdrawal of sample size \((n)\) in such a way that each of the \(N\) members of the population has the same chance of being included in the sample.

As previously stated, the sample was drawn from Councillors, Municipal officials and Ward Committees. Both male and female respondents were included in the sample. The sample consisted of forty (40) respondents from Intsika Yethu Local Municipality.

### 3.4.5 Details of selected sample

A sample is a cross-section of the population, which is made up of members selected from the population. It is also a process of selecting a sufficient number of elements from the population so that a study of a sample and its properties make it possible for generalisation by the researcher (Sekaran, 2004:266).

The selected sample is comprised of 5 municipal officials: that is; the Technical manager, two project managers responsible for water and electricity, the customer care officer of the water section and the office manager in the office of the municipal manager.

In selecting participants from ward committees, stakeholders such as the youth, the elderly, professionals, businessmen, faith based groups, civil organisations and the unemployed were randomly selected.

### 3.4.6 Data Collection instruments and Procedure

Data needs to be collected and analysed to test the viability of the hypothesis. Various instruments can be used for the collection of data, for example a literature study, interviews and questionnaires. Furthermore, scientific research consists of two supplementary phases, namely: a theory construction phase, based on a literature study and a theory testing phase based on an empirical study. The literature study consists of primary and secondary sources. Primary sources for the purpose of this study consisted of applicable legislative measures, municipal annual reports and minutes. Secondary sources consisted of relevant published books on the topic. In the empirical study, interviews and a study of available literature and public
documentation were used to collect data from the respondents. The interview details are discussed as follows.

3.4.7 Interview details

Allison et al (1996:156) claim that an interview is a good way to gain insight into the meanings, interpretations, values and experiences of the interviewee and his or her world. Gabrium and Holstein (1999:120) state that interviews are dynamic conversations where meanings are “cooperatively built up” by both interviewees and interviewers. Individual face to face structured interviews were conducted in this study. For the purpose of this investigation, the interview questions were determined in the same sequence in advance. The aim of interviews was to obtain information from the ward councillors, ward committee members and municipal officials. The interview questions were designed in such a way that the following information could be obtained regarding municipal planning and implementation of water and electricity projects.

The questions that were used in the study were structured questions. The structured-direct questions require questions be asked with exactly the same wording and in exactly the same sequence to all respondents.

In the interviews, questions were open-ended. Open-ended questions do not restrict the respondent’s answers to pre-established alternatives. The interviews consisted of the following focus areas:

- Instructions on how to respond to questions.
- Water and electricity as an essential service.
- Problems with the rendering of water and electricity services.
- Possible solutions to the solving of water and electricity problems.
- Adequate qualified personnel employed by the municipality.
- Targets on provision of water and electricity.
- Skills to deliver on provision of water and electricity as a basic service.
- Challenge of non-payment of water and electricity by the residents.
- Budget provided for water and electricity.
- Regular water cuts.
All the targeted population attended the interviews and responded to the questions posed.

Newman (2006:295) writes that “...the failure to get a valid response from every sampled respondent weakens a survey. Barbie (2001:165) writes that a response figure of at least 50% should be sufficient for data analysis. A figure of 60% can be seen as “good” and a figure of 70% and above as ‘very good’. The response rate of the respondents for the study was very good and as such the credibility of the findings.

3.4.8 Data Collection Procedure

Forty (40) participants responded to all the questions asked. The researcher first explained the contents and the purpose of the study to the respondents so that everybody was clear about what was expected. Councillors, municipal officials and ward committee members were asked the same questions. The researcher took two weeks to conduct the interviews. Each question was explained to the respondents in the language of their choice. Adequate time was allocated to enable each respondent to respond in detail. Detailed field notes were noted during the interviews.

3.4.9 Data Analysis

Data analysis is the process of selecting, sorting, focusing and discarding data. These activities were performed to ensure accuracy of the data and the conversion from data form to a reduced form, which is more appropriate for data analysis.

Data analysis means qualitative data. Qualitative data analysis involves the integration and synthesis of narrative numerical data were analysed through statistical procedures. Statistical analysis covers a broad range of techniques (Polit and Hungler, 1993: 41 and Henning, 2004: 104 and 127). The data was analysed in a deductive mode.

Data was coded to make it suitable for analysis. Coding is the assigning of codes in the form of symbols (usually numbers) for each category of each answer or variable in a study. It is a process of transforming raw data in its standardised form, usually

According to Cohen et al (2003:147) data analysis “… involves organising, accounting for, and explaining the data. It means making sense of the data in terms of the participants’ definitions of the situation, noting patterns, themes, categories and regularities” The purpose of any research is not simply having data, but to deduce information from the data collected. The researcher clearly described and explained how the data was changed into information. The data was analysed deductively (for qualitative mode). The analysis of data was premised on deductive analysis, which methodologically is ideal for a qualitative research. Vithal and Jansen (1997:27) write that researchers can only make sense of the data they collect through organising and arranging the data into manageable form. The data was coded by categorising and breaking it into broad sections in order to make sense of the accumulated information. Data was collected, recorded and arranged systematically for interpretation. In this study the approach followed for data analysis was mainly based upon the content data analysis method suggested by Henning (2002: 26). Data was reduced by means of coding the categories and sections. The aim of this data analysis method is to identify patterns and draw conclusions in order to generate appropriate recommendations.

3.4.10 Ethical considerations

Ethical considerations refer to a process where the researcher considers ethical problems in advance and showing how the researcher intends to deal with such problems is a good way of demonstrating the understanding of the research process to the audience (www. web-miner.com/busethics.htm). This is a process followed during data collection. It considers whether there are any possible ethical problems associated with (i) the researcher’s research methods (ii) the researcher’s approach to contacting people. Strydom (2007:56) writes that the fact that human beings are sometimes the objects of study in the social sciences brings unique ethical problems. A researcher has completely conformed to specific ethical requirements. These requirements were divided into two broad categories of responsibility. Firstly, the responsibility towards human and non-human participants, and secondly the responsibility towards the discipline of science that require them to report with
accuracy and truth. Marlow (1998:151) emphasises that it is important that the researcher obtain the informed consent of the potential participants, as it was obtained in writing, and that the participants were told what the purpose and the objectives of the research project are, to enable them to give a voluntary consent or otherwise reject participation before commencement of the exercise.

De Vos (2007:57) explains that emphasis should be placed on precise and complete information so that the participant may be able to thoroughly make up a reasoned decision about possible participation. Leedy (2009:102) writes that all researchers should respect the participant’s right to privacy.

The issue of ethical consideration is that, in the course of the research, the following ethical guidelines and practices were considered in the course of the study:

- **Honesty:** According to Hanekom (1997:04) honesty pertains to the manner of reporting where a researcher should at all times and under all circumstances, report the truth and should never present the truth in a biased manner. The researcher took utmost care when reporting.

- **Confidentiality:** Hanekom (1997:04) emphasises that even if the researcher stumbles upon data of a confidential nature, the publication which could be harmful to the persons or groups involved, the researcher should remember that the interests of the participants should always prevail and that no confidential data should be recorded or published. Anything learnt from the participants was not disclosed including names of the participants.

- **Freedom of choice:** Participants were approached personally and were given freedom of choice in participating in the research through informed consent and typed information. It was reported to the participants that they could withdraw from the study at any time should they feel like.

- **Anonymity:** To participate in the study, participants were not asked to provide their personal details and their names were not disclosed. All the respondents were informed about their rights and obligations in writing.
3.5 CONCLUSION

The first stage of the research required one to secure permission to conduct the study and subsequent approval from the targeted community of Intsika Yethu Local Municipality. The research approach, namely: the qualitative research approach was adopted in this study.

The research methodology was discussed as well as the population of the study was provided. The probability method and the non-probability methods were used in the study. The detail of selected sample was also discussed.

The response rate of the study was also provided. The data collection instruments and procedure was discussed and the structured questionnaire details were provided. Lastly, in undertaking the study, a specific ethical conduct and behaviour was strictly followed to ensure the credibility of the study and its findings. The next chapter will analyse and evaluate the research data collected.
CHAPTER FOUR: DATA ANALYSIS AND FINDINGS

4.1 INTRODUCTION

The evaluation of the impact of service delivery challenges relating to the provision of basic services such as water and electricity is fundamental as it impacts on the general welfare of the citizens. (2004:196) writes that “… the promotion of the general welfare is greatest Rodee et.al happiness of the greatest number”. The interest of the community of Intsika Yethu Municipality and the promotion of their general welfare is at the centre of this study. The previous chapter focused on the research design and methodology. In this chapter, the findings of the study are discussed.

4.2 BACKGROUND AND CONTEXT OF DATA COLLECTION

Contemporary science recognises that there are facts independent of theory that organises them. Rein (1983:236) writes that research must also, even if only implicitly, presume a theoretical concept that organises the study. The previous chapter elucidated on how the researcher obtained data from the respondents namely: councillors, municipal officials and ward committee members. This chapter presents the interpretation of the data collected. Hofstee (2006:137) refers to this part of the study as the heart of the dissertation.

4.3 DATA ANALYSIS, PROCEDURE AND PRESENTATION

Data was collected using the qualitative research method. Interviews were conducted and detailed field notes were taken. The respondents comprised of twenty eight ward committee members, seven ward councillors and five municipal officials. The respondents were informed that they could withdraw from the interview at any time and anonymity was guaranteed. Before the interviews, the procedure to be used was also explained.

Below, the responses are illustrated using the bar and pie chart followed by a brief explanation of each response. Inferences are also drawn of the responses.
4.4 SECTION A: BIOGRAPHICAL INFORMATION

4.4.1 Gender profile

![Pie chart showing gender profile]

Figure 4.1: Gender Profile

Out of the forty respondents, 72% were females while 28% comprised males. Interestingly, the community comprises of a much larger percentage of women than men.
4.4.2 Age and home language

With regard to figure 4.2 above, 36.6% of the respondents were below the age of 30; 26.6% were above the age of 50 years while 29.9% were between the ages of 30 and 49 years while 6.9% were above 60 years. The distribution above is indicative of a balanced group where no one group dominated. The majority of the respondents used isiXhosa as their mother tongue (home language).
4.4.3 Education level

![Bar chart showing education levels](image)

**Figure 4.3: Education Level**

The diagramme above reflects respondents according to their education levels. The chart shows that twenty seven of the respondents had grade 8 to 12, but did not proceed beyond grade 12. It can be inferred that due to socio-economic challenges, the respondents could not afford to further their education. A very small proportion (6) had acquired a senior certificate, 4 were diplomates while 3 had obtained their degrees.
4.4.4 Employment Status

![Pie chart showing employment status](image)

**Figure 4.4: Employment status**

The figure above indicates that out of forty respondents, twenty seven were unemployed. This could be as a result of their poor educational background as reflected in Figure 4.3, or the absence of employment opportunities.

4.4.5 Section B: Perceptions regarding the provision of water and electricity.

The perceptions of the provision of water and electricity by Intsika Yethu Municipality are explained in the paragraphs that follow.

4.4.6 Section C: Analysis of questions

The analysis below reflects the questions asked during the interview.

Question: Analysis:

1. *Do you think Intsika Yethu Municipality (IYM) has done enough to provide basic service delivery such as electricity to citizens? If yes, please elaborate.*
The twenty eight ward committee members stated that Intsika Yethu Municipality had done enough in the provision of basic services. Seven ward councillors and five municipal officials agreed that the municipality had done much in the provision of the services. From the responses it was clear that ward committee members did not have information about municipal services in villages. Only councillors and officials had better knowledge of municipal services. Both councillors and municipal officials had the knowledge about the provision of basic services such as water and electricity at Intsika Yethu Municipality. During the interview, one of the interviewees indicated that the municipality had had no public meetings to establish their needs regarding water and electricity services. They were only privy to the list of villages to be provided with water and electricity. Furthermore, they were unsure of who had drawn up the lists. Bardill (2004:11) emphasises that if appropriate information is lacking or unreliable, this will compromise the ability of policy makers to effectively understand the policy context, diagnose the key policy issues and problems, identify and evaluate different policy options, make rational decisions based on the available evidence and to monitor and evaluate effectively. Khan’s (1998:11) observation is that “the apparent inaccessibility and lack of visibility on the part of the officials in the community has meant that the needs of the vast majority of citizens have largely
gone unaddressed”. Municipalities tend to forget to use the media as an instrument to engage the citizens in constructive debate. A key requirement would be the need for municipalities to build the capacity of community representatives so that they have both the skills required and the understanding to effectively represent the needs of their communities (Smith, 2003/04:4).

2. *Is the available electricity infrastructure adequate enough to enable uninterrupted provision of electricity? Please provide details.*

![Figure 4.6: Is Electricity infrastructure for IYM adequate?](image)

The results as indicated in Figure 4.6 above reflect that out of twenty eight ward committee members, twenty respondents did not comment because they did not have electricity. Five ward committee members indicated that electricity infrastructure was inadequate because where electricity was available, it was unreliable. They experienced regular load-shedding. Only three ward committee members agreed. They experienced no load-shedding and the electricity supply was uninterrupted. When problems were experienced, timeous notices were given by the municipality. Seven ward councillors agreed that electricity infrastructure was adequate, and there were no interruptions. Out of five municipal officials, three of the
municipal officials disagreed that the electricity infrastructure was adequate since there were regular interruptions. Two municipal officials agreed that the infrastructure was adequate and that problems were not related to infrastructure but to weather conditions.

3. What do Intsika Yethu Municipality residents use electricity for?

![Electricity usage by IYM residents](image)

**Figure 4.7: Electricity usage by IYM residents**

Twenty eight ward committee members indicated that they used electricity for domestic use whilst five ward councillors said electricity was used for both domestic and commercial use. Two ward councillors and five municipal officials stated that electricity was for commercial use in the municipality. The responses indicate that electricity is utilised predominantly for domestic use.
4. *Is the budget for provision of basic services such as electricity adequate?*

![Bar chart showing the distribution of responses to the question about the adequacy of the budget for basic services.]

**Figure 4.8: Is there an adequate budget for the basic services such as electricity?**

Twenty eight ward committee members agreed that the budget is adequate but is misused by councillors and municipal officials. Five ward councillors said the budget was inadequate and blamed the National Treasury for the shortfall. Two ward councillors said that the budget is adequate but poor planning by municipal officials is a contributing factor resulting in electricity load-shedding. Five municipal officials responded that the budget was insufficient.
5. What do you think Intsika Yethu Municipality should do to improve electricity service delivery provision?

**Figure 4.9: What should IYM do to improve electricity service delivery**

Thirteen ward committee members expressed that if councillors stopped or minimised corruption, electricity services could be provided to the community. Fifteen ward committee members stated that the government needed to provide more resources. Seven ward councillors suggested that the budget to be increased by national government in order to provide uninterrupted electricity. All five municipal officials agreed with the ward councillors that the budget needed to be increased so as to increase services such as electricity.
6. *Does the municipality have adequate personnel in place to overcome challenges in the provision of basic service delivery such as water?*

![Figure 4.10: Personnel in place](image)

All twenty eight ward committee members agreed that municipality did not have adequate personnel for the provision of basic service delivery such as water. Four ward councillors agreed that there were inadequate municipal personnel while three ward councillors stated that the municipality had adequate personnel. Municipal officials also agreed that there were adequate personnel but the problem was the funding model.
7. Do you think Intsika Yethu Municipality will be able to meet set targets for the provision of water services?

**Figure 4.11: Set targets on provision of water**

The twenty eight ward committee members said that it was not possible for the municipality to meet set targets, because the pace is too slow and ward councillors and municipal officials are corrupt. The seven ward councillors agreed that set targets could not be met by the municipality due to poor funding by the National Treasury while the I five municipal officials agreed that set targets could not be met sighting lack of funding for provision of basic services.
8. What do you think the Intsika Yethu Municipality must do to overcome regular water cuts which affect citizens? Please explain your response.

Figure 4.12: What should be done to overcome water cuts

Twenty four ward committee members said that the municipality should appoint skilled officials who have the requisite skills to provide basic water service. Four ward committee members said that more funding was needed in order to prevent water cuts. Seven ward councillors blamed municipal officials stating that the water available was not being utilised effectively and efficiently. Officials should pay more attention to preventing water cuts which could limit complaints by the citizens. All five municipal officials agreed that the community was the main cause of disruptions because of illegal connections. People are required to use stand pipes which must be at a distance of 200m.
9. **What do you think Intsika Yethu Municipality should do to overcome dilapidated the water infrastructure?**

All respondents agreed that the infrastructure was not properly maintained because of a lack of funding. Increased funding could assist in maintaining the existing infrastructure. The respondents also referred to the old infrastructure of the erstwhile government of Transkei e.g. the old wind mills, protected fountains and springs.

10. **What can the municipality do to overcome the challenge of non-payment of water services by the residents?**

![Figure 4.13: Dealing with IYM residents who do not pay for services](image)

Twenty eight ward committee members said that residents could not pay for what they did not have. Even in areas where water was available, there were still problems of a lack of access to water for three months at a time. Five ward councillors blamed the residents who could afford to pay for services but refused to do so. Two ward councillors blamed municipal officials for not billing water consumers who were not indigent. All the municipal officials blamed the politicians for not being aggressive towards community members who did not pay for essential services.
11. *Does the municipal manager and managers have adequate skills to deliver on the provision of electricity and water as basic services? Please explain your response.*

![Figure 4.14: Skills provision](image)

All twenty-eight ward committee members said that the managers in the municipality did not have adequate skills to deliver on the provision of water and electricity. Managers were labelled as corrupt like their councillors. Five ward councillors agreed that the managers did have the necessary skills for the provision of services. The problem, respondents claimed, was the shortage of funding. Two ward councillors believed that managers did not have the necessary skills to deliver services. Hence, they relied on service providers. All the municipal officials claimed that the managers had the necessary skills.
12. Do you think elected councillors are committed in the implementation of service delivery in particular water and electricity? Elaborate your response.

![Figure 4.15: Are elected councillors committed to basic service delivery](image)

All twenty eight ward committee members agreed councillors lacked the political will to provide adequate services to their communities. Once they were voted in, they tended to forget the citizens who had voted them into power. Seven ward councillors blamed National Government for not providing adequate funding for basic service delivery. Politicians who are deployed in other spheres of government only delivered on their promises during national elections. All the municipal officials agreed with the politicians that the budget was inadequate as provided by the National Government.

4.4.6 Provision of water and electricity by Intsika Yethu Municipality

When a service is provided, it could be in the form of environmental service or location service or both (Stewart, 1997:3; Marais, 1998:237-239). Environmental services include the supply of clean water, waste disposal and energy, while location services include access to jobs and social infrastructure.
The municipality has a plan which is used as a strategic policy instrument for effective administration. The analysis revealed that about 47 percent of the citizens have been provided with water. About 53 percent of the citizens still do not have access to clean drinking water. It was also revealed that about 37 percent of the citizens had universal access to electricity, whilst 63 percent did not have universal access to electricity. There was a general concern regarding the process between planning and implementation. This, therefore, implied a need for a continuous monitoring mechanism to determine whether or not the approved development projects had been effectively executed. The fact that there is a plan does not imply that the projects will actually be implemented.

4.4.7 Water and electricity budget

There was a general consensus that the budget provided by national government to Intsika Yethu Municipality was inadequate. The budget fell short when compared to the needs of the citizens. Much as citizens agreed that even the little that had been provided was not effectively used, national government did not support the municipality. It was also noted that the citizens lacked skills in understanding budgetary processes.

4.4.8 Interruptions to water and electricity

The responses revealed that even though villages were provided with water and electricity, interruptions affect the communities negatively. The citizens agreed that the provision of water and electricity improved their lives. Planning by the municipality had not been effective when it came to the alleviation of poverty. Furthermore, it was mentioned that the efforts to avoid interruptions by the municipality were inadequate. However, the municipality in its attempt to prevent interruptions had a backup strategy in place. This was a strategy that would ensure that interruptions to water and electricity would be kept at a minimal level.
4.4.9 Targets set for provision of water and electricity

In the response provided by ward councillors it was revealed that there was a lack of adequate funding by national government. This resulted in non-achievement of the targets set for provision of water and electricity by the national government. Comments from the municipality revealed that the municipality had not accomplished all the set goals. Ward councillors stated that there was neither proper planning nor sufficient time to implement the budgeted projects by municipal officials. It is inferred that there is a need for a rigorous and integrated planning strategy and constant consultation with the community before decisions were taken and implemented.

4.4.10 Dilapidated water and electricity infrastructure

The response from municipal officials revealed that the municipality’s future plan focused on the refurbishment of dilapidated infrastructure. Some ward councillors indicated that the current municipal plan did not correspond with the previous infrastructure because the council struggled to provide clean drinking water and universal access to electricity to all citizens. Several councillors remarked that they were waiting for the next financial year to enable the community to identify projects that would benefit them and reduce the unemployment rate. This indicated that the budget did not make provision to deal with the old infrastructure. Furthermore, provision was not made in immediate municipal plans. Fox et al (2006: 113) write that planning contributes to the effective handling of change, provides direction, unifying of framework, provide opportunities for increased participation and also creates higher levels of predictability and facilitating control.

4.4.11 Non-Payment of municipal services: water and electricity

The responses to this question revealed that there was a lack of capacity to bill the consumers on both water and electricity usage. Funding was also mentioned as a fundamental challenge, as there were insufficient funds to execute the functions. The non-payment of consumed services contributed to non-provision of basic services. The lack of capacity on the side of municipal officials in providing accurate billing to citizens resulted in huge numbers of debtors which resulted in the municipality obtaining a disclaimer from the external auditors. It was also revealed
that non-payment by those who could afford to pay was as a result of suspected corrupt activities by municipal officials and ward councillors. Municipal officials also complained about corrupt citizens who registered their names on the indigent register to be exempted from paying for services they consumed even though they could afford to pay.

4.5 CONCLUSION

In this chapter the analysis and interpretation of the qualitative data collected through interviews was presented. The findings based largely on the respondents' views as expressed in their responses to questions were analysed. Responses were presented in the form of bar and pie charts. Municipal officials at different levels were interviewed and it was observed that their responses were similar. Ward committee members provided similar responses but differed from those of the municipal officials. Ward councillors in most instances agreed with municipal officials. From the responses, a lack of information from ward committee members was noted. Of concern was that ward committee members lacked insight of the municipality's strategic plans and activities although they participate in the formulation of the municipality's Integrated Development Plan. All the participants agreed that the budget provided for basic services such as water and electricity was inadequate.
CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS

5.1 INTRODUCTION

Conclusions based on the findings which were discussed in Chapter Four, in line with the objective of this study will be presented in this chapter. A summary of the findings will be provided regarding the evaluation of service delivery challenges at Intsika Yethu Municipality. This chapter also provides an overview of the previous chapters and proposes recommendations based on the findings.

The significance of the study was outlined in Chapter One, as well as the following key research questions:

- Is there a political will (desire) to focus on the provision of water and electricity? (this will be measured by the availability of the budget which is the political tool)
- Are the processes such as planning, budgeting and procuring to provide water and electricity being adequately performed?
- Are municipal managers properly skilled to ensure that the available resources, both financial and material are effectively and efficiently utilised for the provision of water and electricity?
- Does the municipality, on a regular basis, monitor the progress of the provision of water and electricity?
- Does the municipality regularly provide reports of service delivery performance to their inhabitants?

The main objective of the research is to evaluate service delivery of the Intsika Yethu Municipality with reference to water and electricity. The specific objectives of the study are to evaluate:

- The status of the service delivery, specifically water and electrification.
- The direct costs to the municipality, ESCOM and the Department of Water Affairs to provide the said services.
- Whether the provision of free water and electricity has an impact on the citizens.
• Whether resources both financial and material for the provision of water and electricity are available.

5.2 RESEARCH APPROACH

Interviews were conducted with seven ward councillors from seven identified clusters of Intsika Yethu Municipality. Twenty eight ward committee members from 7 clusters, that is, 4 ward committee members per cluster. Five municipal officials were also interviewed. These interviews were characterised by open-ended questions to allow flexibility. The interviews were conducted in the language of preference. The respondents were advised before the interviews that they could withdraw at any time during the interview session as well as refuse to answer any of the questions. Finally, anonymity was guaranteed since no persons were introduced by name.

5.3 ANALYSIS OF INTERVIEW QUESTIONS AND RESPONSES

During the interviews, the same questions were asked to all the respondents. The responses from the twenty eight ward committee members were largely similar. There were a few instances where ward committee members responded differently. In most cases, the seven ward councillors and five municipal officials provided similar responses. It is the researcher’s view that this could be attributable to the fact that ward councillors and municipal officials form part of Intsika Yethu Municipality’s formal structure and as such are exposed to similar information about the municipality’s services. Twenty eight ward committee members fall outside the municipality’s structure. The responses provided by all the respondents reflect that whilst public participation structures are in place, these structures were perceived by the respondents as being not fully functional.

5.4 SUMMARY OF CHAPTERS

5.4.1 Chapter One

In this Chapter, the significance of the study, key research questions and the limitations of the study were outlined. The research method applied was also outlined. Sampling was also explained in this chapter. Chapter one of this study focused on the study plan.
5.4.2 Chapter Two

In Chapter Two, the relevant literature was reviewed with pertinent policies and the circumstances under which the policies were developed. The review of the wide range of sources exposed the researcher to a broad view of the subject studied and assisted with the identification of gaps in the literature and policies. The broad perspective also assisted the researcher with understanding how like municipalities tackled the problem of service delivery, especially as it related to water and electricity. Best practice was finally learned which could be followed by Intsika Yethu Municipality in dealing with its service delivery problems.

5.4.3 Chapter Three

In this chapter the research design and method was discussed and the research setting explained. Permission to conduct research was obtained from the Speaker and the Mayor of Intsika Yethu Municipality. Interviews were conducted at the Joe Slovo, Emzomhle informal settlement and seven clusters of Intsika Yethu Municipality.

The target population of this study constituted of ward councillors from seven clusters and four ward committee members for each cluster. Five municipal officials constituted of 2 project managers responsible for water and electricity, one customer care official, the technical manager and the office manager in the office of the municipal manager also participated in the study.

Both the probability and the non-probability methods of sampling were used. The selected sample consisted of seven ward councillors, twenty eight ward committee members and five municipal officials. The aim was to ensure a representative sample and to obtain data from participants of different age groups and levels of education. A total of forty participants in the study were interviewed using the same questions. Qualitative data analysis which involved the integration and synthesis of narrative numerical data were analysed through statistical procedures. Data was analysed qualitatively and following an inductive and deductive approach. The data was coded for analysis. Coding is the assigning of codes in the form of symbols (usually numbers) for each category of each answer or variable in a study. Finally, the respondents were reassured that the ethical guidelines of honesty,
confidentiality, freedom of choice, plagiarism and anonymity would be strictly adhered to in the study.

5.4.4 Chapter Four

This chapter dealt with the analysis and interpretation of the research data collected. The purpose was to analyse, interpret and evaluate the data collected to determine whether the stated problem of evaluating service delivery challenges with regard to water and electricity at Intsika Yethu Municipality.

5.4.5 Chapter Five

The final chapter of this study contains a conclusive summary and proposes a number of recommendations to address the key questions originally posed in the research. Recommendations are proposed strictly based on the findings of the study.

5.5 FINDINGS OF THE STUDY

Services such as water and electricity are services that are included in the Integrated Development Plan of the municipality. All villages that are not provided with clean drinking water and do not have universal access to electricity form part of the backlog contained in Intsika Yethu’s 2011/2012 municipal Integrated Development Plan. The IDP has been seen as a developmental initiative, which includes a wide variety of developmental interventions. The municipality has been able to identify development priorities within each area of jurisdiction and has drawn up a consolidated document of projects to be implemented. The municipality has, however, not been able to implement all of the projects that were supposed to have been completed, partly due to financial constraints, technical capacity and other logistical issues. The municipality has, however, put mechanisms in place to ensure that most, if not all, the projects identified are implemented.

The findings also reveal that the capacity to implement some of water and electricity projects have been constrained by a lack of resources and manpower within the municipality. This lack of resources, especially financial resources has been identified as a crucial shortcoming in the implementation of identified water and electricity projects. Some of these projects are budgeted for but frustrated by the lack of capacity to deliver on these obligations. While the programmes were well-
planned, the main problem is that some of the projects identified experienced delays in receiving timeous funding.

5.6 RECOMMENDATIONS

In the light of the findings of the study, the following recommendations are made:

5.6.1 Skills Development

There is a need to provide capacity to municipal employees so as to minimise the use of consultants who put further strain on the municipality’s funds. Capacity building for the unemployed, the poor and illiterate is needed urgently. This will help to improve monitoring of projects, quality, timeframes and budgetary conformance. Furthermore, this is necessary since the majority of the poor do not have formal qualifications to promote entrepreneurship where citizens are encouraged to create their own jobs. Their capacity needs to be developed in order to become self-reliant. The municipality should appoint skilled officials with appropriate qualifications.

5.6.2 Prioritisation of projects to be implemented

It is recommended that the municipality prioritise affected communities. The communities should draw up a list of villages which requires clean drinking water and electricity. The beneficiaries of development are still not regarded as the owners of the development process due to a tendency to employ top-down prescriptive approaches to development that do not empower the people (Chambers, 2005:207-211). Projects agreed upon could be undertaken by developing the economic development strategies with realistic timelines. Projects to be implemented must alleviate poverty and create jobs for the community. This can be achieved through the use of various economic development strategies, including skills development of small and medium enterprises and the employment of women and youth.

5.6.3 Need to improve community participation

The Local Government Municipal Systems Act 32 of 2000, states that municipalities should develop mechanisms, processes and procedures for public participation. The Local Government Municipal Structures Act 117 of 1998, states that the objective of a ward committee is to enhance participatory democracy in local government. It is
recommended that Intsika Yethu Municipality focuses its efforts on enhancing participation by residents in the matters of the municipality. Besides being a constitutional and legislative requirement, it is also one of the important principle of good corporate governance. Public participation at ward committee level must ensure that the voice of the community is heard on development issues.

5.6.4 Monitor and evaluate service delivery

It is recommended that Intsika Yethu Municipality pays more attention to the monitoring and evaluation of projects delivery. Poor quality of water projects provided in the municipality clearly indicates a lack of monitoring and evaluation on the part of the municipality. The residents are dissatisfied with the standard of water taps which break and leak within few days after the handing over of projects and unreliable electricity supply.

5.6.5 Promote proper planning

In the Intsika Yethu Municipality IDP Review (2010:172) it is stated that the IDP is a development plan for the municipality and guides council in taking planned decisions.

Planning is undertaken by the municipality, without consulting the communities. It is recommended that during the IDP development processes, communities be the drivers of the prioritisation of community needs. The process of development that is initiated by a change agent should not be a unilateral directive from outside but rather be a development process that is based on a partnership-in-planning approach between the change agent and the beneficiaries of development. Municipal planning should reflect all villages to be serviced in a specified period and this must be reflected in the IDP. It is also recommended that Intsika Yethu Municipality develop both short-term and long-term infrastructure development and maintenance plans and budget accordingly. Proper planning is vital in order to have an effective IDP. The municipal officials should work hand in hand with ward committees and councillors to ensure that the communities are fully involved in the development programmes in both informal settlements and rural villages of Intsika Yethu Municipality. The municipality must also ensure that the IDP documents and
IDP processes are understood by ward committee members and the entire community.

5.7 CONCLUSION

This study evaluated service delivery challenges at Intsika Yethu Municipality with a special focus on water and electricity. In this study an investigation was undertaken as to why some citizens are still without clean drinking water and in some cases, lack of access to electricity. Some of the reasons established during the study revealed that inadequate budget provision, poor planning, poor community participation and the lack of capacity among the municipal employees. Furthermore, lack of participation by the community can also be perceived as a contributing factor. This study revealed that poverty still persisted in the municipality despite the local municipality’s development efforts through the IDP. However, the IDP interventions have to some degree partially alleviated poverty in the municipality. It must be stated that, notwithstanding the municipality’s efforts, more remains to be done to improve the effectiveness of the implementation of basic service delivery services. The study revealed that many villages are still without clean drinking water and access to electricity. Water and electricity are basic rights; the rampant service delivery protests are an indication that the communities are dissatisfied with the current rate of service delivery. Development in the community depends on the rigorous implementation of the municipality’s IDP.
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ANNEXURE 1: LIST OF STRUCTURED QUESTIONS

FOCUS GROUP INTERVIEW SCHEDULE

GROUP A (35 Residents of Intsika Yethu Municipality) and Group B (5 officials of Intsika Yethu Municipality)

FOCUS GROUP DISCUSSION GUIDE

Moderator’s Instructions:

- Introduce yourself and clarify to the group the reasons why you are conducting the interview. Read the “Subject Information Sheet for Focus Group Participant” to the group;
- Inform the group that the interview / discussion will be confidential;
- Inform the group that you would like to record their interview / discussion and request their permission to use a tape recorder or any other audio / audio visual recording instrument;
- Inform the participants that they may withdraw from the interview / discussion at any point should they wish to do so;
- Obtain their verbal consent for participation; and
- Obtain their written consent for participation.

READ TO FOCUS GROUP PARTICIPANTS:

“Thank you for agreeing to participate in this interview / discussion today. Before we begin, I would like to confirm that you have given your voluntary consent to participate. Do you agree freely?”

“Okay, then I would like to start with the instructions.”

Begin:

- Start with the instructions;
- Proceed with participant introductions; and
- Introduce an ice-breaker activity.
GROUP A: STRUCTURED FOCUS GROUP QUESTIONS FOR THE 35 RESIDENTS OF INTSIKA YETHU MUNICIPALITY

In the structured questions listed below, questions are raised about the provision of water and electricity. Explain your responses in detail.

1. Do you think Intsika Yethu Municipality has done enough to provide basic service delivery such as electricity to citizens? Please elaborate.
2. Is the available electricity infrastructure adequate to enable uninterrupted provision of electricity? Please explain your response.
3. What do Intsika Yethu Municipality residents use electricity for?
4. Is the budget provided for the provision of basic services such as electricity adequate?
5. What do you think Intsika Yethu Municipality should do to improve electricity service delivery provision?
6. Does the municipality have adequate personnel in place to overcome challenges in provision of basic service delivery such as water?
7. Do you think Intsika Yethu Municipality will be able to meet set targets on provision of water services?
8. What do you think the Intsika Yethu Municipality must do to overcome regular water cuts which affect citizens?
9. What do you think Intsika Yethu Municipality should do to overcome dilapidated water infrastructure?
10. What should the municipality do to overcome the challenge of non-payment of water services by the residents?
11. Does the municipal manager and managers have adequate skills to deliver on the provision of electricity and water as basic services? Please explain your response.
12. Do you think elected councillors are committed to the implementation of service delivery, in particular water and electricity? Please explain your response.
GROUP B: STRUCTURED QUESTIONS FOR THE 5 OFFICIALS OF INTSIKA YETHU MUNICIPALITY

In the structured questions listed below, questions are raised about the provision of water and electricity. Explain your responses in detail.

1. Do you think Intsika Yethu Municipality has done enough to provide basic service delivery such as electricity to citizens? Please elaborate.
2. Is the available electricity infrastructure adequate to enable uninterrupted provision of electricity? Please explain your response.
3. What do Intsika Yethu Municipality residents use electricity for?
4. Is the budget provided for the provision of basic services such as electricity adequate?
5. What do you think Intsika Yethu Municipality should do to improve electricity service delivery provision?
6. Does the municipality have adequate personnel in place to overcome challenges in provision of basic service delivery such as water?
7. Do you think Intsika Yethu Municipality will be able to meet set targets on provision of water services?
8. What do you think the Intsika Yethu Municipality must do to overcome regular water cuts which affect citizens?
9. What do you think Intsika Yethu Municipality should do to overcome dilapidated water infrastructure?
10. What should the municipality do to overcome the challenge of non-payment of water services by the residents?
11. Does the municipal manager and managers have adequate skills to deliver on the provision of electricity and water as basic services? Please explain your response.
12. Do you think elected councillors are committed to the implementation of service delivery, in particular water and electricity? Please explain your response.
ANNEXURE 2: LETTER: ETHICS CLEARANCE

SOUTH CAMPUS
FACULTY OF ARTS
Tel. +27 (0)41 5042855 Fax. +27 (0)41 5041661
Noxolo.mngonyama@nmmu.ac.za

Ref: H/11/ART/PGS-0029

21 November 2011

209202477
Mr Z Shasha
P O Box 2611
Kомani
5322

Dear Mr Shasha

NTSIKA YETHU MUNICIPALITY: AN ASSESSMENT OF SERVICE DELIVERY CHALLENGES

Your above-entitled application for ethics approval served at the RTI Higher Degrees sub-committee of the Faculty of Arts Research, Technology and Innovation Committee.

We take pleasure in informing you that the application was approved by the Committee.

The Ethics clearance reference number is H/11/ART/PGS-0029, and is valid for three years, from 09 November 2011 – 09 November 2014. Please inform the RTI-HDC, via your supervisor, if any changes (particularly in the methodology) occur during this time. An annual affirmation to the effect that the protocols in use are still those for which approval was granted, will be required from you. You will be reminded timeously of this responsibility.

We wish you well with the project.

Yours sincerely

Mrs N Mngonyama
FACULTY ADMINISTRATOR

cc: Promoter/Supervisor
    HoD
    School Representative: Faculty RTI
INTSIKA YETHU MUNICIPALITY
OFFICE OF THE MUNICIPAL MANAGER

Private Bag X 1251
COFIMVABA
5380

TEL: 047 874 5211
FAX: 047 874 0062
Email: mfulathelwa@intsikayethu.gov.za

Enq. Ms Mfulathelwa

Date: 03 August 2011

The Hon Mayor
Intsika Yethu Municipality
Cofimvaba
5380

RE: REQUEST TO CONDUCT RESEARCH

I would like to request your permission to conduct a research at Intsika Yethu Municipality. The topic is an evaluation of service delivery challenges: A case study of Intsika Yethu Municipality with reference to water and electricity. Some officials in the institution will be selected to participate in the study.

Hope you will find this in order.

Yours faithfully

Z SHASHA
MUNICIPAL MANAGER
The Hon Speaker  
Intsika Yethu Municipality  
Cofimvaba  
5380

RE : REQUEST TO CONDUCT RESEARCH

I would like to request your permission to conduct a research at Intsika Yethu Municipality. The topic is an evaluation of service delivery challenges: A case study of Intsika Yethu Municipality with reference to water and electricity. Some ward councillors and ward committee members will be selected to participate in the study.

Hope you will find this in order.

Yours faithfully

Z SHASHA  
MUNICIPAL MANAGER
ANNEXURE 4: LETTERS OF PERMISSION TO CONDUCT RESEARCH

INTSIKA YETHU MUNICIPALITY
OFFICE OF THE MAYOR

Private Bag X 1251
COFIMVABA
5380

Enq. Ms Mfulathelwa
Date: 23 January 2012

TEL: 047 874 5211
FAX: 047 874 0062
Email: mfulathelwam@intsikayethu.gov.za

The Municipal Manager
15 Kei Crescent
Komani Park
Queenstown

ATTENTION: Z SHASHA

RE: PERMISSION IN RESPECT OF STUDY TO BE UNDERTAKEN

Kindly receive my confirmation of your letter dated the 03 August 2011 in respect of your request to undertake a study. Your topic as contained in the letter is AN EVALUATION OF SERVICE DELIVERY CHALLENGES AT INTSIKA YETHU MUNICIPALITY.

You are, therefore, allowed to pursue your studies in this institution.

Wishing you success in your attempts.

Yours faithfully

K VIMBAYO
MAYOR(IYM)
INTSIKA YETHU MUNICIPALITY
OFFICE OF THE MAYOR

The Municipal Manager
15 Kei Crescent
Komani park
Queenstown

ATTENTION: Z SHASHA

RE: PERMISSION IN RESPECT OF STUDY TO BE UNDERTAKEN

Kindly receive my confirmation of your letter dated the 03 August 2011 in respect of your request to undertake a study. Your topic as contained in the letter is AN EVALUATION OF SERVICE DELIVERY CHALLENGES AT INTSIKA YETHU MUNICIPALITY

You are, therefore, allowed to pursue your studies in this institution.

Wishing you success in your attempts.

Yours faithfully

AZ MBOTOLOSHI
SPEAKER (IYM)
The Study Supervisor
Nelson Mandela Metropolitan University
Port Elizabeth

January 24, 2014

Dear Sir/Madam

CHECKING OF MR SHASHA’S TREATISE FOR LANGUAGE USE

This serves to confirm that I perused Mr Shasha’s treatise for language use and I am satisfied that the document reasonably met the linguistic standards for a treatise at his level.

Dr Z. M. Dweba, PhD
CEO and Lead Consultant
Spontaneous Management Consulting