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The Role of Good Governance in Enhancing Service Delivery: A Case of Mnquma Municipality.

A dissertation submitted in fulfillment of the Master of Public
Administration Degree

to the

Faculty of Management and Commerce

University of Fort Hare



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by

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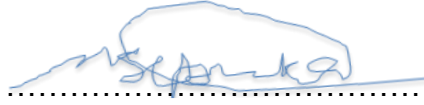
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January 2021

DECLARATION

I, Noluthando Sipuka 201414615, declare that this dissertation is my own work, and has never been submitted to any other institution for a similar purpose.

Signature:



Date: 11/06/2021



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ABSTRACT

This study examines the role of good governance practices in enhancing service delivery in Mnquma Municipality in an effort to assist municipalities in the greater Eastern Cape and South Africa in general. Good governance has become a popular theme in Africa and worldwide, attributed to the increasing need to alleviate rampant corruption in municipalities, of which Mnquma Municipality is not immune. This study positioned in the constructivist paradigm employed the qualitative research paradigm, using semi-structured interviews with 15 community members and officials, secondary data and field notes. Collected data was analysed using content analysis and various themes were extracted from the data. The study found that the community in the Mnquma Municipality is dissatisfied with service delivery as there are rural areas who are still battling to get clean water and decent ablution facilities. This municipality has been marred by violent protests, infighting amongst those who are tasked to oversee the delivery of services. The infighting amongst municipal officials and municipal council which results in minimal involvement of the third leg of the municipality which is the community in the affairs of the municipality.

This study sought to explore the roles of good governance in enhancing service delivery in Mnquma Municipality, investigate the challenges that impede good governance practices in Mnquma Municipality and to recommend possible strategies that can be used to enhance good governance in Mnquma Municipality. Good governance has become a popular theme in Africa and worldwide, attributed to the increasing need to alleviate rampant corruption in municipalities, of which Mnquma Municipality is not immune. The study found that the community in the Mnquma Municipality is dissatisfied with service delivery as there are rural areas who are still battling to get clean water and decent ablution facilities. This municipality has been marred by violent protests, infighting amongst those who are tasked to oversee the delivery of services. The study recommends various approaches to end the bad governance and insufficient service delivery such as ensuring effective monitoring and evaluation of community projects, skills audits and trainings for municipal officials, increased community participation in municipal decisions as well as increased access to loans to community members.

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CHAPTER 1: INTRODUCTION AND BACKGROUND OF THE STUDY

1.1 INTRODUCTION AND BACKGROUND

Efficient and effective delivery of goods and services largely depends on organizational structure and administration. According to Zonke and Matsiliza (2015:45), “the socio-economic and political activities of the government should take into cognizance the importance of service delivery and strong administration that will promote public participation in the decision making process and developmental issues”. Moreover, Mayekiso (2015:15) noted that, when South Africa gained independence in 1994, apartheid continued in the current government “characterized by fragmented population, poor governance and administration which affects smooth distribution of goods and services to meet the demands of the people”. Municipalities formed during that time centered on delivering goods and services to urban areas at the expense of rural communities. Thus, most rural communities were left underdeveloped and resulting in most citizens struggling to make ends meet. Due to these inequalities and poor governance in local municipalities, service delivery protests have become prone (Mwetsi, 2014:78; Dentlinger, 2018:22). These protests are largely influenced by shortage of resources and the prevailing incapacity of municipalities to deliver goods and services to its people.

South Africa experiences critical service delivery problems which is attributable to poor governance structures and administration within its public sectors. Apparently, “The citizens have waited too long for improved service delivery and this raises questions of the municipalities’ capabilities” (Bassett, 2016:78). The incapacity of Mquma Municipality to improve service delivery has compromised the living standard and provision of basic needs to the Mquma community. According to Molaba (2016:23), community participation promotes strong administration the public has an active participation in decision-making and developmental concerns affecting them. Campbell (2016:34) noted that all three tiers of the South African government need to consult the public on matters that affect development and decision-making in their various communities. The incorporation of public participation makes the municipalities more

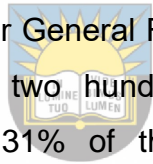
responsive, efficient and accountable for their actions. In addition, Bayo (2016:78) argued public participation as a positive initiative to improve governance and sound decision making in public institutions thereby holding the government accountable to their actions regarding service delivery.

The South African government is making efforts to improve the problematic governance structures created by the apartheid regime. There is need to move away from the apartheid regime and develop strong administration and governance structures that will improve service delivery (Mbaku, 2020). Good governance has become a popular discourse as most scholars believe in its critical role in improving standards of living. Chaski and Greenberg (2015:31) are convinced that municipalities should deliver services and goods to the public within a stipulated time. Section 156 of the South African Constitution, 1996, states that municipalities have a mandate to efficiently and effectively deliver basic services to the communities in their jurisdiction. However, in pursuit of delivering services to communities and fulfilling their mandates, municipalities encounter a myriad of challenges, which are the core objective of this research. In support of Chaski and Greenberg, Campbell (2014:35) and Gruzd (2020:7) pointed that service delivery in municipalities, needs restructuring and transformation to meet the needs of the communities. In the past two decades Mquma municipality has experienced politic-administrative interface challenges coupled with corruption, civil unrest, maladministration as well as non-compliance financial regulations and policies which have resulted in irregular and wasteful expenditure by the municipality (Mquma Annual Report 2016:34).

In addressing the challenges being faced by the municipalities, Cooperative Governance and Traditional Affairs-COGTA (2016:57), emphasize the need to strengthen the developmental state of municipalities and good governance to move local governments forward. This commitment was a result of many interventions that had been made in various municipalities including Mquma Municipality to steer good governance practices when dealing with municipality affairs.

1.2 PROBLEM STATEMENT

After independence in 1994, the democratic South African government promised to improve service delivery in the country. Although the government promised to deliver effective and efficient service delivery, sporadic communities still lack access to basics including clean water, electricity, houses, employment opportunities and educational facilities (Thornhill, 2014; Nantulya, 2019). Consequently, service delivery protests have become prevalent as citizens' frequently express dissatisfaction with poor service delivery. According to Mquma Annual Report (2017:22), Mquma Municipality has a high level of poverty, illiteracy and unemployment; approximately 11% are unemployed, 25% are employed while 64% economically inactive. These statistics can be attributed to poor governance which has compromised service delivery resulting in reduced standards of living in the community. A survey by Singh and Twalo (2015:19) found that, "...39% of the Mquma Municipality has no access to clean water and about 26 000 families have no access to electricity". The Auditor General Report (2017:45) noted with concern that only thirty-three of the country's two hundred and fifty-seven municipalities had established a clean audit while 31% of these municipalities were found to be dysfunctional.



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In addition, the Mquma Municipality is characterized by poor administration and service delivery challenges which compromise the living standards of the majority. The dire situation in the municipality can be attributed to poor policy and institutional structures within the organization thereby contributing to poor service delivery (Eastern Cape Annual Report 2016:67). In 2013 Mquma Municipality was placed under Section 139 for the second time in 4 years due to poor governance. In support of this, Twalo (2015) highlighted that in 2009 the then Minister dissolved the municipal Council although the Councilors challenged the declaration in court and were reinstated, after-which governance of the municipality remained unstable. Again, in 2013 the Province sent another administrator to the municipality noting poor governance amongst others, as the reason for the intervention. Sithole, (2017:87) pointed that service delivery in Eastern Cape municipalities is affected by poor integration and coordination within the local government structures and lack of capacity of public officials to implement projects that

cater for the needs of the communities. The above challenges experienced in the Municipality hinge the aim of the study of how *Mnquma Municipality can improve its governance so as to improve service delivery to its communities.*

1.3 RESEARCH OBJECTIVES

The main research objective is to:

To examine the impact of good governance practices in enhancing service delivery in Mnquma Municipality.

The sub-objectives are to:

- I. To explore the role of good governance in enhancing service delivery in Mnquma Municipality.
- II. Investigate the challenges that impede good governance practices in Mnquma Municipality.
- III. Recommend possible strategies that can be used to enhance good governance and service delivery in Mnquma Municipality.



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1.4 RESEARCH QUESTIONS

- I. What is the role of good governance in enhancing service delivery in Mnquma Municipality?
- II. What are the challenges that impede good governance practices in Mnquma Municipality?
- III. What strategies can be used by Mnquma Municipality to improve good governance and service delivery?

1.5 SIGNIFICANCE OF THE STUDY

Practicing good governance is central to effective and efficient service delivery in improving the livelihood of citizens in Mnquma municipality and other municipalities in the Eastern Cape Province and the greater South Africa. By adhering to good governance practices communities will receive goods and services efficiently and effectively. This study is pertinent to the field of Public Administration as it creates awareness for public

officials to realize and adopt good governance practices to ensure effective and efficient service delivery. This thereby minimizes corruption and fraud in the provision of service delivery in municipalities. Good governance promotes public participation that allows citizens to contribute to local development initiatives, thus increasing municipal transparency and accountability in service delivery concerns (Puni and Anlesinya, 2020). Good governance recommendations from this study encourage the implementation of effective administration leading to improved service delivery patterns.

The management and leadership in government will benefit from the findings of this study as they reveal the need for skilled employees to develop strong structures that promote proactive administration and governance in the municipality. Furthermore, the results of this study can be implemented by municipalities to adopt strict measures that promote good governance practices that strengthen positive relations between the public and the government in general. The study also contributes to the growing academic literature on the importance of good governance in municipalities and how it affects service delivery.



1.6 CONCEPTUAL FRAMEWORK

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1.6.1 Good Governance

According to Chirlesan (2015:67), “good governance involves the use of procedures and organizations to produce results meeting the societal needs, at the same time using resources at their disposal wisely”. Thebe (2017:23) on the other hand says that government structures need to improve service delivery. Mnquma Municipality needs to improve its administrative structures and governance to enable the community to receive the right services at the right time. Good governance practices require public institutions to create a favorable environment, ideal for service delivery and public participation to take place. (Naidoo, 2017:79) stated that good governance enables efficient service delivery to the communities as it speeds up the distribution of goods and services within government structures.

1.6.2 Service delivery

According to Zonke and Matsiliza (2015:87), “public service can be explained as different kinds of essential services offered by the government to the citizens”. Worthy to note is that the mandate for public organizations is to offer service delivery to citizens. Moreover, “...Public institutions need to walk away from internal administrative structures and approaches in the municipalities and power should not be centered in order to deliver quality services” (Chaskin and Greenberg, 2015:34). According to Chapter 7 of the Constitution, 1996, “the municipalities must responsibly deliver and monitor the administration, costing and development procedures that address community needs”. Municipalities are public institutions meant to effectively and efficiently deliver quality services (water and sanitation, electricity and refuse collection) to the public.

1.7 THEORETICAL FRAMEWORK

1.7.1 Structural Functional theory.

This structural functional theory was developed by Durkheim (1881) and Parsons (1961). It views society as an organization of interrelating parts that encourage stability or transformation through their connections (Chettiparamb 2014:11). In addition, Lenski (2005:23) noted that in structural functional theory each social structure has social functions that speed up the operation of the society as a whole; for instance, as education promotes socialization, interactions and learning to take place. In addition, the theory views society as an interconnected system designed to meet individuals' social needs in that community (Holmwood, 2005). This theory is applicable to the study as municipalities must include traditional leaders' stakeholders, civil society and government ministers in decision making process and in developmental projects that would transform the lives of the citizens.

1.7.2 Transformational leadership Theory

The transformational theory was developed by Burns in 1978. Burns (1978:56) defines transforming leadership as, “...a practice where leaders and their supporters work together to achieve the goals of the organization”. Leaders are very important in any organization in encouraging other employees to work collectively to achieve the goals

and vision of the organization. Transformational leaders must have the organization at heart, be able to influence other employees to implement administrative structures that are conducive to increase organizational output and attain organizational goals (Kotlyar and Karakowsky, 2006). Transformational leaders should be able to lead and encourage employees to work extra miles for the accomplishment of organizational goals (Burns, 1978). The theory is applicable to the study in Mngoma Municipality by encouraging it by all means to promote good governance by involving the public in processes or activities related to the development of the municipality, provisioning of essential services and transforming the lives of the public.

The role of transformational leaders further transcends, to the responsibility to raise morality in the organization by designing rules and policies that improve the administration and functioning of the organization thereby paving way for the goals and mission of the organization to be accomplished (Albritton, 1998). The theory is applicable in this study in the sense that the municipalities need to redesign their administrative structures and operations that will encourage citizens to meet their developmental needs.

1.8 LEGAL FRAMEWORK THAT PROMOTES GOOD GOVERNANCE

1.8.1 The Constitution of the Republic of South Africa, 1996

Section 152 and 153 of the Constitution 1996, decrees municipalities to deliver basic needs to the communities in their areas of jurisdiction. Basic services in this regard include employment opportunities, health, sanitation, electricity supply and waste collection. The South African constitution chapter 10 proposes nine principles that encourage good governance. Some of the principles include, promoting effectiveness, efficiency, economic growth and high ethos standards in the public sector. The public officers are mandated to follow democratic values that foster an improvement in service delivery and aims at meeting the needs of the publics. Of pertinent importance is the need for public officials to work in their interest so as to provide effective and efficient services and create conducive environment that promotes good municipality governance.

1.8.2 The White Paper on the Transformation of the Public Service 1995

The White Paper of 1995 aims at improving the functionality and administration of municipalities in terms of its services so as to promote transparency, accountability and public participation in the public sector. This Paper encourages smooth flow and distribution of goods and services so as to meet the demands of the citizens. Continuous poor water, sanitation and refuse collection services affect the health of communities and is a huge challenge to the government. In Mquma Municipality, service delivery remains the greatest challenge which sparked numerous service delivery protests and demonstrations.

1.8.3 Eastern Cape Public Sector Transformation Strategy (2009-2014)

According to the Eastern Cape Provincial Public Sector Transformation Strategy (2009 – 2014), the new democratic government identified new institutional reforms to transform the provision of basic needs to the communities. The Eastern Cape Public Sector Transformation Strategy also suggested that service delivery needs improvement in all municipalities to curb the prevalent citizen complaints and protests about poor services. Similarly, the Mquma Municipality should involve public involvement into service delivery and decision making processes to strengthen its governance structures. The public should be involved in the execution of government projects and be able to evaluate the outcomes of the projects with the expected results. Naidoo (2017:79) noted that the municipality should have a mandate to serve people that had been marginalized and excluded so as to mold a public service that complements the continuous revolutionary restorative project of the democratic state.

1.8.4 Promotion of Access to Information Act, 2000

The above Act Influences Section 32(1) of the Constitution (1996) and encourages accountability and openness in government institutions ensuring the right of access to data. This act allows people of South Africa including those in municipalities, access to information whenever they need it. The Promotion of Access to Information Act, 2000 promotes democracy where individuals are given the constitutional right to access any information in order to critically scrutinize government's activities against the set

standards. By accessing information, the public are able to monitor and evaluate government activities thereby promoting accountability and transparency in government activities. The Access to Information Act (2000) empowers citizens to comment and express their suggestions in regard to services rendered by the government, this promotes good governance

1.9 EMPIRICAL LITERATURE

Literature shows that poor service delivery remains a challenge in Mnquma Municipality. Many scholars have identified the causes of poor service in South Africa, linking them to poor governance in municipalities leading to poor service delivery to communities. Many municipalities, however, continuously fail to satisfy the needs of their residents, leading to protests and demonstrations. In example, the data collected in Mnquma Municipality showed that, 62 % of the families use pit latrines ventilation, 24.6 % use flush toilets that have a sewerage system, 5.9 % have no toilets at all, 6.2% uses chemical toilets and 0.2% uses a bucket system (Amathole Municipality Annual Report, (2015:16). Meth, (2017:56) says, low income received by many local municipalities poses challenges to service delivery as many municipalities have a low revenue base which limits their financial capacity to provide certain services.

More so, the inability of Mnquma Municipality to render essential services to its people led to its placement under forced administration. The fight over poor governance in the Mnquma local municipality has been going on since early 2008 (Eastern Cape Consolidated Report on municipalities, 2017). Furthermore, the lack of openly well-structured roles and responsibilities in the municipalities is caused by the political administrative interface which is a huge challenge in municipalities resulting in poor decision making (Hopper 2018:56). Lack of clarity regarding the responsibilities of each group, affects good governance of the public sector. A study conducted by Houghton (2017) showed that poor service delivery caused by the relationship between conventional leaders and ward councilors, was the major attribute to poor governance.

1.10 RESEARCH DESIGN AND METHODOLOGY

1.10.1 Constructivist paradigm

The research adopted the constructivist paradigm to solve the research problems and the research questions. The constructivist paradigm is guided by the assumption that knowledge is created by people who are involved in the research process. Researchers should obtain as much knowledge and understanding of the world from people who have already lived in it (Newman 2014:23). Constructivists believe that knowledge is accrued in the mind of the individual. In this study, the constructivist paradigm provides the researcher with the deep knowledge on issues to improve governance and structures of Mquma Municipality.

1.10.2 Research design

Van Wyk and Taole (2016) state that, a research design is defined as a strategy mapping a number of phases that the researcher undertakes to do a study. The study adopts the qualitative research methodology, which enables in-depth understanding of participants' perceptions about the research (Wolhuter, 2015). More specifically, this study employs the explorative and descriptive nature of the case study research design to examine the Mquma municipality.

1.10.3 Target population

Gopaldas (2016:9) defines population as a group of people whence from the researcher decides to draw the findings of the study. The target population in this study includes the officials from the directorate of community services in Mquma Municipality and community members.

1.10.4 Sampling

Mondy and Martocchio (2016) define sampling as the selection of a certain number respondents from the bigger population and these respondents are used to solicit the required information. The non-probability purposive sampling technique was employed in this research where the respondents were chosen to critically examine good governance

practices in Mngquma Municipality. The sample included (10) community members and five (5) officials from the directorate of community services. Thus, the sample size was (n)= 15 participants.

1.10.5 Data collection instruments

According to Bryman and Bell (2015:67), "...data collection instruments involve several methods of collecting information from the participants to answer the research problems as well as the objectives of the study". In-depth interviews were used to collect data from participants.

1.10.6 In-depth interviews

According to Murphy (2016), interviews are a reciprocal method of communication whereby one asks interrogates respondents on the subject under study and participants respond accordingly. Moreover, this type of interview technique enables probing as participants verbalize their views, sentiments, observations and explanations with regards to the subject being investigated. The researcher interviewed fifteen (15) respondents from Mngquma Municipality. The interviews might take 20-30 minutes to be completed depending on the structure of the interview questions.

1.10.7 Secondary sources

The researcher used secondary sources to collect data including textbooks, journal articles, newspapers, audited reports, official documents as well as published research. Official documents included Mngquma Municipality Annual Reports, Mngquma Integrated Development Plan, Amathole General Annual Reports, Amathole Financial Year Reports Eastern Cape General Reports, Constitution of South Africa (1996) and the Consolidated General Report on the Audit Outcomes of Local Government (2014-2019). Official documents such as census statistics are easily accessed on government websites. However, like any other data collection techniques, documents have some disadvantages; sometimes documents might not provide exact information required by the researcher. Documentary sources have been criticized of their authenticity, credibility and representativeness and the meaning of the document. Creswell (2014) concurs that

documents are not always candid to evaluate the legitimacy, reliability, representativeness and significance of the document.

1.10.8 Data analysis

Wolhuter (2015) states that when the data collection process has been done, it is crucial to make a decision of how data will be narrowed down and presented. In essence data analysis permits a researcher to sort data through consolidating and reviewing results in an attempt to create meaning to others (Creswell, 2014:54). Qualitative researchers need to be creatively interpret the collected data, which is usually unstructured and generalized. This study employed the thematic analysis technique, “whereby data is streamlined, categorised and emerging themes developed” (Kurmar, 2015:78).

1.10.9 Trustworthiness of Qualitative data

Trustworthiness in qualitative research is very important as it centers around issues of validity and reliability in research. According to Leedy and Ormond, (2014:66) the idea of discovering truth and establishing confidence in the findings through measures of reliability and validity is replaced by the idea of trustworthiness which is defensible. There are four aspects of trustworthiness: credibility, dependability, Confirmability and transferability.

1.11 DELIMITATION OF THE STUDY

When carrying out a study, the researcher ought to create boundaries in research (Kurmar 2015:34). The study was carried out in Mnquma Municipality which is in the Amathole District Municipality. The study focused on good governance practices in enhancing service delivery in Mnquma Municipality, thus the researcher will ignore any information which does answer the research objectives and the problem statement. The researcher used in-depth interviews to collect data from the respondents in Mnquma Municipality. The sample consisted of only fifteen (15) participants due to financial constraints. In reviewing literature (chapter 2) in some case, some websites or documents will be secured depending on the sensitivity or important of the information contained, the

researcher will use some ideas and perceptions of various scholars which can results in some generalizations in the study.

1.12 ETHICAL CONSIDERATIONS

When conducting research, ethical principles must be followed to adhere, respect and promote the rights of the participants. These principles include privacy, confidentiality, anonymity, protection from harm and informed consent (Kurmar, 2015:101). The researcher applied for an Ethical Clearance Certificate from the University Research and Ethics Committee (UREC) before the data collection process. Respondents signed informed consent forms before participating in interviews. To ensure anonymity, the researcher omitted personal details of respondents and instead used letters to describe participants. The researcher sought informed consent from the Mnquma Municipality as they were knowledgeable of the purpose of the study, moreover data collected was confidentially kept and used for academic purposes only. Wolhuter (2015:28) argued that “the researcher must avoid putting participants in any danger or do anything that will cause them harm”. To protect respondents from psychosocial harm the researcher avoided sensitive questions that could potentially cause harm.

1.13 ORGANISATION OF THE STUDY

Chapter 1: Introduction and Background to the study

Chapter gives a context of the problem statement of the problem, the explanation of problem and an overview of the significance of the study.

Chapter 2: Literature Review

The chapter reviews literature related to the topic under study.

Chapter 3: Research methodology

This chapter explains the research design and methodology used in this study.

Chapter 4: Data Presentation and data analysis

Chapter 4 discusses the research findings as well as the interpretation of the collected data.

Chapter 5: Summary of conclusion and recommendations

Chapter 5 gives an overview of the research, the findings, suggestions and recommendations.

1.14 CONCLUSION

Conclusively, this chapter explored how good governance practices can improve service delivery in Mnquma Municipality. This chapter highlighted that Mnquma Municipality needs to adopt good governance practices to improve its administration and service delivery performance. The problem statement, significance have been discussed. The theories and concepts have been developed to support the study. Moreover, the researcher summarised literature which proves the lack of good governance in Mnquma Municipality. Research methods, sampling, data collection, data analysis techniques and ethical considerations when conducting research have been properly explained. The following chapter reviews literature on good governance practices and service delivery as a discourse and its state around South African communities.



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CHAPTER 2: LITERATURE REVIEW

2.1 INTRODUCTION

South Africa still faces critical service delivery challenges which are attributable to poor governance structures and administration within its public sectors. The Mquma Municipality is of no exception. Chapter one gave an overview and context of the research problem surrounding governance issues in Mquma Municipality. Lack of good governance practices in Mquma Municipality delayed service delivery in the municipality. Good governance practice has become a popular discourse as it plays a vital role in improving the functioning of the public sector, particularly municipalities. Numerous scholars believe that good governance practices improve the livelihood of citizens. This chapter reviews extensive literature on the need to implement good governance practices so as to advance service delivery in Mquma Municipality. The major aim of this chapter was to link the conceptual framework, Structural Functional theory, Transformational Leadership theory and good governance practices to enhance good service delivery in the municipality. Empirical literature on the lack of good governance at both national and local level is discussed in this chapter.

According to Gruzd (2020:14), ever since the present South African government acquired power in 1994, improved governance and service delivery was prioritized by government, further making promises to transform the quality of citizens' livelihood through effective and efficient service delivery. Rural development was prioritized as a key objective to develop citizens' livelihood (Batory and Svensson, 2019). Thus, local governments' mandate to provide quality service delivery to citizens, more specifically those in rural areas. Rural development remains a prevalent challenge in Eastern Cape, South Africa. Pertinent to this study's purpose, there is a need to enhance services delivered to rural communities within Mquma Municipality considering the dawdling pace of rural development.

Municipal service access pertinently enhances citizen livelihood graduating the poor from poverty (Thebe, 2017). In an effort to deliver services to South African citizens, the three-tier governance layer was formed; namely the local, provincial and national. The local

layer was formed as a decentralization approach to get the government and the citizens closer for a quick service delivery (Nantulya, 2019). However, in spite of the powers granted to local authorities to manage and deliver resources, most municipalities are still failing to meet their objectives as set out in the constitution of South Africa (Reddy, 2016). Arguably, urban service delivery improved whereas the challenges experienced in rural areas have either been addressed slowly or ignored (National Treasury, 2015). Moreover, implementation problems prevail in rural municipalities, thus the need for innovative solve rural context complexities, further preventing funds from being diverted to urban development.

Governments do not function without stakeholder involvement. Such democracy ensures that the government operates as an active public participant that is accountable, transparent, responsive and has integrity. Bellet (2014), David (2018) and Gilchrist (2019) concur that the government is anticipated to enact proper governance arrangements to increase institutional capacity and implement decisions that are useful to the citizens, particularly the previously marginalized groups. Thus, appropriate planning, governance, and constant program and project evaluation are vital to excellent service delivery. The necessity toward performance enhancement was influenced when the State accepted the challenges faced by municipal service delivery, thus access to decent municipal services was no longer a minority privilege (Buccus, 2016). Instead, Fye (2018) notes that South Africa has undergone a transfiguration to inverse the apartheid objectives thus, service delivery is the fair and legitimate anticipation of all citizens, particularly the previously disadvantaged.

2.2 MUNICIPAL SERVICES

Reddy (2016) says that, local government is a part of government closer to citizens and it is mandated to develop and provide municipal goods and services to the benefit and satisfactions of the public, improve their quality of life. Local governments are there to give effective and sustainable service delivery to its residents. Schedule Part B of the South African Constitution (1996), states that municipal duties include providing water, sanitation, transport services, electrical power, education good health services, housing

in a none threatening environment to all citizens, on condition that the endowment is practical and maintainable. Moreover, the Municipal Systems Amendment Act (No.32 of 2000) regulates the responsibilities for all municipalities. These include prioritizing the needs of local citizens, enhancing the growth of local communities and guaranteeing that all local citizens are able access the minimum primary services. Municipal services are however not completely well-defined, rather the Constitution and its new laws (Municipal Systems Act, 2000 and Municipal Structures Act, 1998) decide what is deemed as basic municipal services. Section 73 of the Systems Act explains the basic municipal service as a kind of municipal service that is essential in ensuring a standard and sensible quality of life that if not rendered, is a danger to public safety, health and or the environment. Mnquma Municipality must make efforts to ensure that citizens access basic services as stipulated in the constitution.

2.3 IMPORTANCE OF GOOD GOVERNANCE PRACTICES IN SERVICE DELIVERY

Good governance practices improve municipal service delivery. Poor service delivery is attributable to weak government structures and administration to provide basic services to the public. According to (Mbaku, 2020:18), good governance strengthens the operations of public institutions in regards to service delivery. It is a key responsibility of the nation to be abide by universally accepted democratic standards. In addition, real governance guarantees that political, social and economic progressions are based on an extensive societal consensus (Puni and Anlesinya, 2020), and that the voices of the voiceless (the poor and the vulnerable) are encouraged in decision-making with regards to the distribution of resources (World Bank, 2018a). Good governance in the public sector encourages improved standards for service delivery and accountability (Tapela, 2015:14). Notably, effective governance structures and administration in the public sector encourage improved decision making, effective resource use, strengthening accountability to resources (Gilchrist, 2019). According to Kuhlmann and Wollmann, (2019:41), proper governance is accompanied by a robust scrutiny, providing important pressures to enhance public sector performance and tracking wrongdoings. Proper governance also enhances good administration, enhancing an effective application of the deemed interventions, good service delivery and healthier outcomes.

2.4 GOOD GOVERNANCE AND SERVICE DELIVERY.

Good governance principles provide opportunities for citizens to obtain accountability from public administrators. Moreover, good governance enables service provision to be centered on tolerable governance framework and the participation of larger citizens. Briggs (2015) says this method calls for good management and coordinated governance that has accountability systems in place. This means that effective service delivery requires control systems which ensure collaborative work between private and public entities. Institutions like the Auditor-General Office, Public Protector Office and the Anti-Corruption Commission Office ought to effectively support accountable administration while averting public resource mismanagement (Lewis, Ricard and Kleijn, 2018:290). The formation of structures that ensure good governance practices at local level is important for service delivery. Such structures enable the citizenry to be involved in decision-making process to smoothly implement government policies and programs. According to Campbell (2016), governance structure describes how things are determined and understood in an organization, whether a private or public. Moreover, he says governance is a important tactical issue for loyal counties as it regulates how they are managed, directed, controlled. Decentralized governance systems have been successfully implemented by various countries worldwide (World Bank, 2018a:57). Good governance practices promote efficient and effective distribution of goods and services.

Mnquma Municipality encounters various service delivery problems as many who lack indispensable services have questioned the efficiency of public officials (Thebe, 2017:56). Insufficient service delivery can be attributed to political transformation, cadre deployment, incompetence of the public officials, political-administrative interface among others (Reddy, 2016:85; Majid, Salad, Taliyah, Sudarmoyo and Hanaysha, 2019:39). Most of the newly created government structures and departments probably fall short of active governance structures that improve service delivery for economic development. Thebe (2017:131) found that in South Africa, poor customer service in the public sector is triggered by disorganized management and accountability by the public service workforce.

2.5 THE STATE OF SERVICE DELIVERY IN MNQUMA MUNICIPALITY

According to Cotteril (2020), local government is a governance that is closer to the citizens, carrying responsibility for initiating community development. Wagner (2018:300) argues that the South African Constitution specifies that local government structures are purposed to promote socio-economic growth throughout the country. Local municipalities are failing to deliver services to local residents thus raising questions about municipal efficiency. Local government experiences a lot of challenges, stretching from skills shortages that facilitate the increase of poverty due to financial misconduct, fraud, corruption, political interference and nepotism (Crocker, 2019).

Houghton (2017) identified the slow service delivery to the rural community in local South African municipalities, which has led to numerous protests by those living in poverty, demanding improved public service delivery. In addition, Logsdon and Yuthas (2020) noted that many people who live in rural areas no longer have confidence in the democratic government as a result of local government's shortfalls in delivering services and applying policies into use. Hopper (2018:34) noticed that since democracy in 1994, the government has failed to provide adequate infrastructure and sanitation access to rural areas in Mquma. Thebe (2017:56) argued that the unequal distribution of services, creates migration of rural settlers to the city, leaving the old and young whilst most of the working class has migrated to look for better opportunities outside Mquma Municipality. Additionally, Humby (2019) noted that Mquma Municipality is dominated by rural areas and still experiences poor service delivery. Poor service delivery in Mquma Municipality has raised several questions about the incompetence of the councilors in their wards. Several complaints have been lodged to the municipality and nothing has changed, thus worrying the inhabitants of the municipality. Sluggish transformation has been experienced in implementing policies and distributing resources in local municipal areas like Mquma Municipality. According to Mquma Annual Report (2017: 45), people engage long distance travels to access public services though health services have significantly improved since the apartheid government era. Moreover, the financial problems in Mquma cause suffering to rural residents due to the sluggish economic development in Mquma Municipality. Though these problems were identified at national

and provincial level, they have been slowly implemented at local level thus, Mngquma is found having continuous service delivery challenges.

According to Waweru, (2020:29) increased service delivery protests that have absorbed urban and rural communities signify that citizens are frustrated over lack of adequate service delivery from their municipal councils. In support of this, Hopper (2018) noted that limited programs were accessible for community empowerment, these situated in towns surrounding rural areas. Unfortunately, these services inaccessible to communities and currently no community development programs or initiatives were availed to deep rural areas (Macanda, 2014:64; Ullah, Muttakin and Khan, 2019:34). Rural communities in Mngquma Municipality were not consulted when government was rolling-out services, this exemplified by the recent building of community toilets yet there was greater need for clean water and improved roads. Herman (2018: 10) emphasized that rural communities ought to be equidistant to services such as health, welfare and education as it reduces travel costs and improves easy access.



2.6 IMPORTANCE OF DEMOCRACY IN MUNICIPAL SERVICE DELIVERY

The South African Constitution sought to create and nurture a democratic society whereby citizens rightfully participate in government affairs through civic education that develops competence and creates opportunities to participate in meaningful and (2016) and Pieterse, (2018) democracy is a governance system whereby the citizens have the power to elect their representatives and leaders, deliberate and resolve on important matters concerning their citizens. Thus, when representatives of citizens make decisions, the assumption is that the people have been consulted in the process. According to Tapela (2015), a democratic governance's principles include a provision of an equitable chance for all residents to regard themselves not only as autonomous residents, enjoying a broadened Bill of Rights, but as unrestricted citizens co-existing and building their different futures. This needs an in depth appreciation of democracy, the role and responsibility of the citizen in all levels of government namely local, provincial and national government (Kgosana, 2017). Public participation in politics is observed by researchers as well as democrats as a virtue and a fundamental dimension of democracy

(Sewpersadh, 2019:65). A shift from government to governance has been realized whereby different role players are involved in government activities such as participating in decision making and government politics. Governance has become popular discourse for its central role in influencing social well-being. This modern interpretation of governance portrays the diverse role of civil society in guiding and managing public resources while increasing confidence on deliberation rather than representation in issues of democracy (Chaski and Greenberg, 2015). The diverse players include ministers, departments, civil servants, political parties, civil society, media, urban rich and poor, rural rich and poor, religious groups, traditional groups, international and regional organizations.

Principles of democratic governance create opportunities for citizens to realize their sovereignty, enjoy an accommodative broad Bill of Rights and construct their destiny as free citizens. Bassett (2016) notes that scholars and democrats view public participation in politics as a virtuous and fundamental dimension of democracy. Positive democracy is where citizen participation is regular in formal political activities, scholars however disagree on the extent of citizen participation in such processes. Bayo, (2016) defines a democratic system as a situation where there is an important and competition amongst people and structured groups such as political parties, for effective government positions through systematic, free and fair elections. Democracy entails a highly comprehensive level of political participation in the appointment of leaders and regulations, such that no main group is prohibited from exercising their citizenship rights (Logsdon and Yuthas, 2020)

It however, enables the application of good governance practices and gradually enhances active facilitation of service delivery to citizens. Democracy works when citizens confidently support the current government. Ideally, people should respect and comply with the directives of legitimate governments. Democracy also defined as a set of political organizations and practices founded on the values of popular control of public decisions (Campbell, 2016:12). In a democratic society, the government is selected by citizens, setting the agenda of governance and service delivery. Citizens have statutory power to

democratically change governments. This compels public officials to respect the law as well as the principles of good governance (Cotteril, 2020). Governance of the public sector entails consideration of the environment of public institutions where policy frameworks are interpreted and executed (Bayo, 2016).

2.7 CONCEPTUAL FRAMEWORK

2.7.1 Good Governance

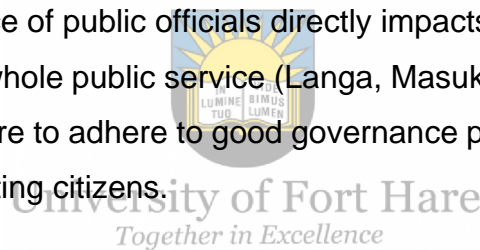
Governance can be defined differently by diverse people based on the context within which it is used. According to Mottiar and Bond (2014), governance is defined as the formal and informal provisions determining the decision-making process of the public and how the actions of public are taken into consideration from the angle of upholding the country's statutory values. Furthermore, good governance involves the use of procedures and organizations that enable societal needs to be met, using resources in the most efficient and effective way (Chirlesan, 2015). Thebe (2017:23) posits that government structures should contribute towards improving service delivery. Imperatively, Mquma Municipality needs to enhance its administrative structures and governance so that communities receive the right services at the right time. Good governance practices require the public institutions to create conducive environment for service delivery and public participation to take place. Naidoo (2017) stated that good governance practices enable efficient and timeous service delivery. Good governance practices in municipalities plays a pivotal role in promoting accountability and accountability thereby minimizing corruption in the public sectors.

According to Kuhlmann and Wollmann, (2019) good governance has gained popularity and accepted as a standard of international law and Africa is urged to accept and embrace the principle. From a political perspective good governance principles should be applied in all government structures to improve administration in the public sector. Gavkalova and Kolupaieva (2018:31) advocated that there ought to be a strong relationship between the government and its people whereby citizens are given room to share their views regarding service delivery. Kuhlmann and Wollmann (2019:65) concludes that good governance structures act as catalysts toward the realization of national development goals and

objectives. It is key for public institutions to develop necessary government structures and institutional capacities enable efficient service delivery as well as the provision of social support to citizens.

2.7.2 Public sector governance

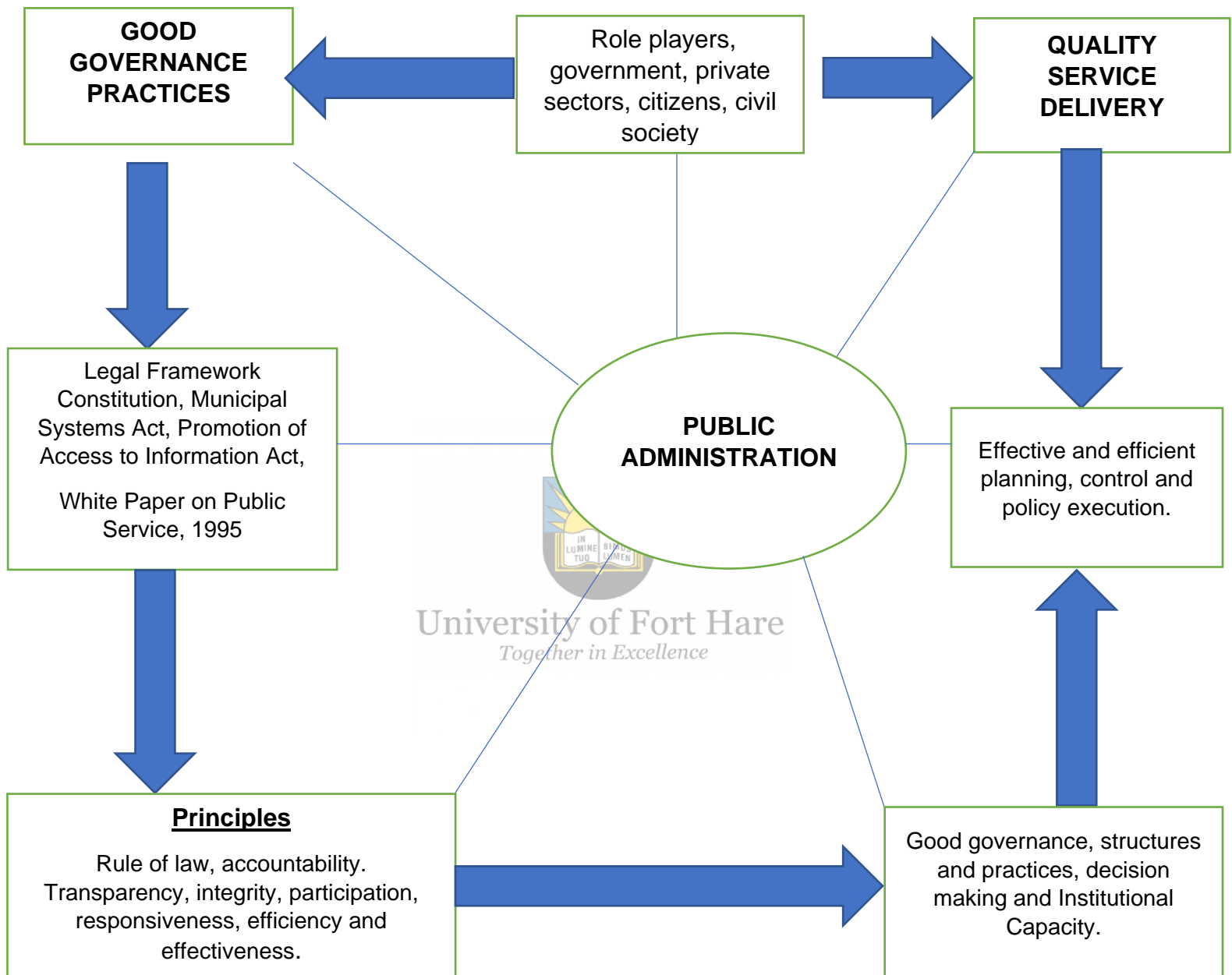
The term public sector governance refers to an efficacious governance of public resources and the execution of policy (Ingle, 2014:11). Public sector governance ensures that public sector officials are accountable and transparent when rendering public services. In the South African context, public sector governance should be promoted and maintained to refine service delivery and governance in the public sector (Puni and Anlesinya, 2020:43). Public officials should ensure timeous goods and services provision to the public in the right time and place to meet their demands. Public sector governance significantly ensures that public institutions can achieve the National Development Plan of 2030. The performance of public officials directly impacts the wellbeing of citizens and the performance of the whole public service (Langa, Masuku, Bruce and Van der Merwe, 2016:13). However, failure to adhere to good governance practices, creates poor service delivery negatively affecting citizens.



2.7.3 Service delivery

According to Zonke and Matsiliza, (2015:87), public service can be defined as certain forms essential services granted by the government to its people. It is noteworthy that public organizations are required to deliver service to the wider citizenry. Public institutions ought to divert from internal administrative structure and approaches in municipalities and centralised powers so as to provide quality services (Chaskin and Greenberg, 2015:34). According to Chapter 7 of the Constitution (1996), municipalities must deliver and monitor the administration, costing and development procedures to meet needs of the community. Municipalities are grassroots that deliver effective and efficient quality services to the public. Pertinent services include water and sanitation, electrical supply and refuse collection. The efficient and effective delivering of services and goods is of paramount importance as it improves the lives of the majority. Public officials should operate in the favorable concerns of their communities.

2.7.4 Conceptual framework for good governance



The diagram above represents a chronological approach to good governance practice and service delivery in Mnquma Municipality. The introduction of good governance practices is mainly rooted from government's legitimacy. The Constitution 108 of 1996, Municipal Systems Act, White Paper on Public Service, 1995, Promotion of Access to Information and other legal policies that will promote efficient and effective service

delivery. Public administration must offer best services to the public, imperatively the Mquma Municipality must abide by the Constitution and other relevant laws that promote good governance. Chirleşan (2015:21) notes that the government does not operate in isolation, hence the need for civil society and stakeholder participation to improve the functionality and administration of the local government. Good governance practices advocate for government's accountability, integrity, responsiveness, transparency, effective, efficient and active public participation (Bassett, 2016).

Furthermore, the Mquma Municipality needs to develop strong governance structures, institutional capacity and implement decision making that would benefit every citizen in different communities within the municipality (Campbell, 2016). This would lead to proper planning, control and continuous project and programme evaluation. Burton, (2013) added that, good governance practices involve the features of democratic government whereby all citizens are recognized and appreciated. Thus, good governance practices has to place emphasis on enhancing socio-economic development. Good governance practices contribute to public service execution and the quality of service delivery.



2.8 THEORETICAL FRAMEWORK

Swanson and Chermack (2013) mention that, theories are framed with the purpose of clarifying, envisaging and comprehending a certain phenomenon. A theoretical framework presents and elucidates the theory that enlightens us about the problem that exists in the study. Anfara & Mertz (2015:3) opinion that theoretical frameworks offer guidelines for research and determine variables that can be measured as well as their statistical relationship. This study employs the structural functional theory and transformational leadership theory to examine how good governance practices can be promoted to enhance service delivery in Mquma Municipality.

2.8.1 Structural Functional theory.

The structural functional theory developed by Durkheim (1955) and Parsons (1961) views society as an organization of interrelating parts that encourage stability or transformation through their connections (Chettiparamb, 2014). In addition, Lenski, (2005) noted that in

structural functional theory, each social structure has social functions that speed up the operation of the society, for instance, education promotes socialization, interaction and learning to take place. In addition, the theory views society as an interconnected system designed to meet individuals' social needs in the community (Holmwood, 2005). This theory is applicable to the study in that municipalities must include traditional leaders, stakeholders, civil society and government ministers in the decision making process and in developmental projects that would transform the lives of the citizens. According to Wolinsky (1988), within structural functional theory is structural continuity of the organism which consists of the activities and interactions of the constituent cells of the organs of the organism. Similarly, in the public sector, structure serves its own purpose and functions towards the delivery and administration of goods and services. The community can also promote good governance practices in the sense that community members need to participate in government's decision-making regarding service delivery and government of their areas. By so doing accountability and transparency will be fostered in the public sector.



2.8.2 Transformational leadership theory

The transformational theory was developed by Burns in 1978. Burns, (1978) explains transforming leadership as a procedure where leaders and followers work together to achieve organizational goals. Leaders are key to organisational development encouraging other employees to work collectively to achieve the goals and vision of the organization. Transformational leaders must have the organization at heart and be able to influence other employees to implement administrative structures that are conducive for the attainment of organizational goals such as increased output (Kotlyar and Karakowsky, 2006). Transformational leaders should be able to lead and encourage employees to work extra miles to accomplish the goals of the organization (Burns 1978). The theory is applicable to the study in Mquma Municipality by encouraging it to promote good governance by involving the public in processes or activities related to municipal development, provisioning of essential services and transforming the lives of the public. The transformational leaders are responsible for raising morality of the organization by designing rules and policies that improve the administration and functionality of the

organization thereby making goals and missions of the organization to be accomplishable (Albritton, 1998). The theory is applicable in this study as municipalities need to redesign their administrative structures and operations that will encourage the citizens to meet their developmental needs.

Transformational leadership influences organizational and individual outcomes to achieve competitive advantage (Burton, 2013). Transformational leadership may result in causing change in people and in social systems, thereby contributing to improved public sector service delivery. Thus, transformational leadership enhances the motivation, morale and performance of the public sector through various mechanisms.

2.8.3 Consolidating Structural Functional theories and Transformational Leadership Theory

In this study, the structural functional theory and transformational leadership theory are applicable to the study in the sense that municipalities must include traditional leaders, stakeholders, civil society and government ministers when making important decisions about developmental projects aimed at transforming livelihoods while improving service delivery. In structural functional theory each social structure has social functions that speed up societal operations, for instance, education promotes socialization, interaction and learning to take place (Holmwood, 2005). In addition, the theory views society as an interconnected system designed to meet individuals' social needs in that community. These two theories are very relevant to the study in Mquma Municipality by encouraging because they promote good governance practices by involving the public in municipal developmental processes or activities, provisioning of essential services and transforming the lives of the public. Transformational leaders are responsible for raising morality of the organization by designing rules and policies that improve the administration and functionality of the societies thereby making goals and missions of the organization to be achieved (Albritton, 1998).

2.9 LEGAL FRAMEWORK THAT PROMOTES GOOD GOVERNANCE

There is a framework that governs the smooth flow of goods and services in the public sector to improve the lives of the majority. The Republic of South Africa's constitution is

the highest law which governs all activities. For good governance to take place in Mquma Municipality, it needs to abide by the principles of the Constitution of the Republic of South Africa, Municipal structures Act, White Paper on Public Service (1995), Promotion of Access to Information Act and the Municipal Systems Act. These lead to effective and efficient service delivery to improve the living standard of the public. For public administration to offer best services to the public, it is essential for the Mquma Municipality to create a conducive environment that will pioneer the development of a strong and effective government administration (Twalo, 2015:11).

2.9.1 The Constitution of the Republic of South Africa, 1996

The Republic of South Africa's constitution (1996:156.1) section 156(1) gives the municipalities an authority to make use of, and or executive power and the right to administer the local government matters listed in Part B of schedule 4 and Part B of schedule 5. In terms of Part B of schedule 5 including provisioning of water and sanitation, refuse collection, electricity supplies, housing among others. According to section 152 and 153 of the Constitution 1996, municipalities are obliged to provide basic needs to the communities in their areas of jurisdictions. Basic services in this regard include employment opportunities, health, sanitation, electricity supplies and waste collection. The South African constitution, chapter 10, proposes nine principles that encourage good governance. Some of the principles include the advancement of high standard ethos, guaranteeing efficiency and effectiveness within the public sector. The public officers are mandated to follow democratic values that advance service delivery and aim at satisfying public the public. It is important for public officials to work in their interest in order to provide effective and efficient services to create a conducive environment that promotes good governance in the municipality.

2.9.2 The White Paper on the Transformation of the Public Service 1995

The White Paper was introduced in 1995 with the aim of improving the functionality and administration of municipalities in terms of its services. Its main goal is promoting transparent, accountability and public participation in the public sector with a mission to encourage smooth flow and distribution of goods and services so as to meet the demands

of the citizens. In Mquma Municipality, service delivery remains the greatest challenge which attracted service delivery protests and demonstrations in many times. Continuous poor water, sanitation and refuse collection services affects the health of mankind which also a big challenge to Mquma municipality. Apparently, the public officials in Mquma Municipality are not following the code of ethics when executing their duties thus resulting in bad governance and poor service delivery. There is poor service throughout the municipality which attracted service delivery protest and demonstration (McCourt, 2013:56).

2.9.3 Eastern Cape Provincial Public Sector Transformation Strategy (2009 – 2014)

According to Eastern Cape Provincial Public Sector Transformation Strategy (2009 – 2014), the new democratic government identified new institutional reforms that transform the provisioning basic need to the communities. The Eastern Cape Public Sector Transformation Strategy also suggested that service delivery need to be improved at in all municipalities because most of the times citizens complains about poor services through service delivery protests. Similarly, the Mquma Municipality should involve public participation into service delivery and decision-making process in order to strengthen its governance structures. The public should be involved in the execution of government projects and be able to evaluate the outcomes of the projects with the expected results. Naidoo (2017) noted that municipalities should have a mandate to serve people that had been marginalized and excluded becomes critical to molding a public service cadre that is biased to work with what is continuously a revolutionary restorative project of the democratic state.

2.9.4 Promotion of Access to Information Act, 2000

This Act Influences Section 32 (1) of the Constitution (1996) and encourages accountability and openness in government institutions ensuring right of access to data. It allows citizens to have access to information whenever they need it. The Promotion of Access to Information Act (2000) promotes democracy whereby individuals are given the constitutional rights to access any information in order to critically scrutinize government's

activities against the set standards. By accessing information, the public can monitor and evaluate the activities of the government thereby promoting accountability and transparency in government activities. The Access to Information Act empowers citizens to comment and express their suggestions in regard to service delivery by the government and this promotes good governance.

2.9.5 Municipal Systems Act (Act 32 of 2000)

On a political basis, between 1995 and 2000, the South African municipalities accomplished a democratic development which saw the formerly racially separated local authorities converted into single and amalgamated municipalities. This led to the initiation of strategies and legislative reforms such as the Municipal Systems Act of 2000 motivated municipalities to endorse public involvement of people in their area of jurisdiction. The public should be involved in the activities of the municipality and should also influence decision making. The public can be involved through consultation, forum meeting and government websites where they can give their opinions concern projects, programmes and policies of the municipality.



According to the Municipal Systems Act (Act 32 of 2000) and the Municipal Structures Act, (Act 117 of 1998), all municipalities ought to advance an Integrated Development Plan and should consult the local people with regards with the projects they want. The behavior of the public officials is guided by the code of conduct. The code of conduct states that public officials ought to perform their duties in honesty and in good faith without compromising the credibility of the municipality (Municipal Systems Act, 32 of 2000).

In implementing the IDP, complete co-operation and participation of people from various wards in the municipality. The IDP was introduced as a way of addressing poor planning in the municipalities which hinders human and economic development and comprise the credibility of the municipality. It is, thus an imperative responsibility for the Mquma Municipality to ensure acceptable and effectual involvement of local citizens in each ward in terms of project implementation and decision making which affects the lives of the public. More importantly, The Municipal Systems Act (Act 32 of 2000) stipulates that, it is a must to create involvement forums and community-based arrangements to embody an

essential part of the Integrated Development Planning process. Moreover, principles of sustainability and participatory methods are important in developing a strategy that responds to local requests or needs (Molaba, 2016).

2.10 EMPIRICAL LITERATURE

There was a perception that African countries lacked the ability to practice good governance and are incapable of managing their domestic affairs (Weingarth, 2011). However, governments during the apartheid era were corrupt, dedicating national resources to the minority elite while sidelining the majority at grassroots levels.

Weingarth (2011) found that there is a lack of effective governance structures in various African countries, thus the lack of sustainable economic development. Ntoyanto, (2015) argues that even if resources are distributed for service provision, the majority does not reach the envisioned publics. This is supported by Van Ryneveld (2016:45) who concluded that, in spite of despite of the bigger plans and the substantial provision of international and domestic resources, public services delivery is still meagre in South Africa. Poor governance and inefficient service delivery continue to affect the public service, a causative to poverty amongst the majority (Linake, 2014; Puni and Anlesinya, 2020:47). The government continuously advocates for the practice of good governance via seminars and workshops to enhance public service delivery to the people.

Reviewed literature shows that poor service delivery remains a challenge in Mquma Municipality. Many scholars have identified that the causes of poor services in South Africa are poor governance in municipalities leading to poor services to communities. Many municipalities, however, are not able to satisfy the needs of their residents, resulting in protests and demonstrations (Twalo; 2015:11; Thebe, 2017:23; Naidoo, 2017:79; Hopper, 2018:56). According to Mquma Municipality Annual Report, (2015), 62% of families use pit latrines, 24.6% use flush toilets which have a sewer system, 5.9% have no toilets at all, 6.2% use chemical toilets while 0.2% use the bucket system. Further to the challenges experienced by local municipalities, are low income, leading to low revenue to the municipality, thus poor capacity for service delivery

More so, the inability of Mquma Municipality to render essential services to its people led to the municipality being placed under administration. A decade long fight against poor governance in the Mquma Local Municipality has been on the cards since around 2008 (Eastern Cape Performance, 2015). Furthermore, the absence of intelligible roles and tasks in the municipalities is caused by the political administrative interface that has been a huge challenge resulting in poor decision making (Hopper 2018). Lack of clarity regarding the responsibilities of each group, affects good governance in the public sector. In a study undertaken in 2016 by Houghton (2017), it was revealed that poor service delivery existed because of the relationship between conventional leaders and ward councillors who were the cause of poor governance.

2.11 CHARACTERISTICS OF GOOD GOVERNANCE

In order to promote quality services in Mquma Municipality and other South African municipalities, there is need to discuss the characteristics of good governance, encouraging public participation in government decision making. Practicing good governance enables opportunities for public accountability from public administrators. This system promotes citizen participation in service delivery through acceptable governance frameworks. Meth, (2017) argues that this method needs a well-managed and synchronized governance specifically the accountability provisions. In other words, effective government service delivery requires effective regulatory methods and partnership between public and private entities. The offices of the Auditor-General, Public Protector and Anti-Corruption Commission ought to be effective so as to advocate for accountable administration while averting the mishandling of public resources’.

2.11.1 Participation

Majekodunmi (2015) says that public participation, also referred to as community participation is a procedure of including the citizens in the decision-making, application and assessment of programs concerning their lives. According to Budlender and Lund (2011), public participation endorses people’s empowerment through government representation and extra devices promoting open, active and meaningful involvement in processes of decision making. In South Africa, Campbell (2016) noted the need to include

public participation in all spheres of government such that people are involved in the decision-making process. This makes institutions more proactive and legitimate, especially when tackling and adapting to situations of scarce resources. Nantulya, (2019) argued that, civil society's participation in the preparation and implementation of crisis responses has been considered as being principally suitable in provision of alternative sources of information and hence in framing policy dialogues. Furthermore, participatory political organizations commonly bring better development as they yield superior institutions most suitable for local conditions for a number of reasons (Gruzd, 2020). Public participation can contribute positively in municipalities where the public has an opportunity to participate in the decision-making processes of municipalities through community consultation, focus groups, community gatherings and meetings. More importantly, the citizens, directly participate in the processes of development within their municipalities through projects identification in their areas with the stakeholders and the municipalities and discussions on the benefits associated with these projects in their areas, (Majekodunmi, 2015).



2.11.2 Rule of law

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Good governance needs unbiased legal arrangements that fully protect human rights, most especially that of minorities. According to Campbell, (2016), the rule of law is the idea that all societal members (including government leaders) are regarded as equal, subject to openly declared legal codes and procedures.

Mbaku, (2020) notes that the rule of law entails procedures that make sure that citizens abide to the nation's supreme laws that ensure equality, accountability, fairness, participation, transparency and uniformity to all. The rule of law protects essential political, social and economic rights while defending the nation's populace from dictatorship and corruption. In a democracy, governments ought to practice authority through the law that requires accountability to all citizens without favor. Chaskin and Greenberg, (2015) concurred by stating that the rule of law is the foundation of any legitimate democracy, guaranteeing that no-one is above the law and all citizens are guaranteed essential human rights. In South African municipalities, the rule of law is contributing positively

towards the governance of municipalities. The main aim of the rule of law is to defend the structures of democracy, contest operational violence, safeguard civil and political privileges and contest discrimination against poor people (Carbonnier, 2013). Thus, those public officials who broke the rules are facing the rule of law through disciplinary hearings, suspensions and imprisonments.

2.11.3 Transparency

Transparency is when decisions made are enforced via prescribed rules and regulations (Campbell, 2016). It ensures access to all information required by stakeholders who desire to apprehend and evaluate institutions (Bulman-Pozen, 2014). Moreover, it ensures free availability of and access to information to those affected by enforcing these decisions. Although Chirleşan (2015) argued that transparency can help to inhibit corruption, Eastern Cape municipalities overlooked this transparency by being involved in corrupt activities especially in procuring good and services, thus compromising economic development. According to the Eastern Cape Performance (2015), 56% of the quotations were received from potential suppliers who are not registered on the accredited list of potential suppliers and do not meet the specifications of Supply Chain Management (SCM) guidelines in 16(b) and 17(b). Of more concern, the Supply Chain Management Review (2015) postulate that, in most municipalities there was use of untrained service providers and the passing over of bids for incorrect motives. This demonstrates that lucidity was not adopted in many municipalities. This results in contracts being awarded to undeserving suppliers who compromise service delivery and jeopardise local economic development. Such statistics reveal the lack of transparency to rules and standards that ought to govern municipalities.

2.11.4 Consensus oriented

Societies are run by several actors while various views are considered. Good governance involves intervention by different societal stakeholders to reach an agreement of what is in the best interest of the whole community and how this can be achieved (Zonke and Matsiliza, 2015). To support the idea of a participative society, Campbell, (2016) noted that consensus oriented societies require a comprehensive and a long-term perception

on what is required for a sustainable human development and how to accomplish the objectives of such a development. This happens when the historical, cultural and social contexts of a given society or community are understood. Diverse interests and views ought to be mediated to arrive at a broad consensus of the best community interests. Such an approach ensures that national policies represent citizens' interests and needs. It is an expectation for a government to form an enabling structure that enables the public to participate in the process of policy making. Moreover, public participation gives public officers a chance to understand citizens and their diverse needs and this helps in identifying and solving multifaceted social problems (Zonke & Matsiliza, 2015). Public participation for enhanced public administration governance is very important in South Africa if municipalities are to be effective and efficient.

2.11.5 Equity and inclusiveness

The Constitution of South Africa (1996) governing human behaviour in the country and contributes to the democracy that informs the public administration in the country. A prime constitutional principle says that service provision must be impartial, fair, equitable and unbiased. Bassett (2016) observed that, the concept of equality addresses power disparities (economic, political, cultural or legal) and involves the extension of development gains to the most disadvantaged societal groups. Swallah (2020) added that, entities that guarantee non-discrimination and ensure equality can alleviate the effects of a crisis on the vulnerable groups. In South African municipalities, equity and inclusion are far less to be achieved where there is uneven distribution of resources, whereby the rich get richer whilst the poor get poorer through corruption (Dentlinger, 2018:24). There is need to develop more strategies and measures that will addresses inequity and inclusion in South African municipalities so that every citizen can benefit from government resources.

2.11.6 Effectiveness and efficiency

Good governance means procedures and organizations that produce results meeting the societal needs while utilizing existing resources wisely. Moreover, Campbell (2016) noted that the efficiency concept with regard to good governance covers the sustainable use of

natural resources and protects the environment. Chirleşan (2015) further adds that entities need to produce outcomes that meet the societal needs. Although one of the principles of good governance includes effectiveness and efficiency, most municipalities struggle to deliver effective and efficiency service delivery to the people. Most citizens lack basic services thus the questioning of government efficiency. According to Bayo (2016) almost after 20 years of attaining democracy, citizens have patiently for an improved service delivery, but municipalities still fail to satisfy the needs of their people. The South African Local Government Association, (2014) echoed that municipalities are mandated to make sure that there is a change in services offered to underdeveloped communities. Such an approach ensures an equal provision of services to citizens across various municipalities.

2.11.7 Accountability

A key element of good governance is the need to be accountable. It requires publicly accountable decision-making in both the public and private sectors. Swallah, (2020) states that accountability is the capability of one to ask for a clarification from another for their actions and to incentivize or reprimand/punish them based their explanation and or performance. Furthermore, Mbaku, (2020) characterizes accountability as the obligation to give an account or explanation for one's actions to whom one is answerable to. Officials in democratic states ought to account to citizens, most especially in development initiatives as well as usage of public financial resources. The principle of accountability is contributing positively to good governance of the municipalities thereby minimizing corruption. Naidoo, (2017) pointed out that municipality officials are granted a form of empowerment and flexibility to perform their duties and in return there should be a great degree of accountability for their achieved outcomes. The absence of accountability usually conflicts with equity and efficiency goals. In South Africa, citizens desire impartiality and accountability which can either be upheld or hindered by institutions.

2.11.7 Responsiveness

Municipalities should deliver services and goods to the public within a stipulated time in order to meet people's demands. Gilchrist (2019) argues that good governance mandates

institutions to be time bound as they offer service delivery. A responsive government should be available to the public and timeous reaction to the needs of the public (Wagner, 2018). Responsiveness in the government promotes accountability. According to the Constitution of the Republic of South Africa, 1996, Section 152 and 153, municipalities should be responsive to the needs of the community by delivering goods and services timeously and at the right place. Decision-makers in both public and private sectors as well as in civil society organizations, must account to the public as well as institutional stakeholders, this accountability goes hand and glove with their degree of responsivity.

2.12 CHALLENGES BEING FACED BY THE MUNICIPALITIES IN DELIVERING SERVICES.

There are several challenges encountered by municipalities in service delivery to communities amongst which is the lack of technical resource capacity affects the smooth provision of goods and services within municipalities. Houghton (2017) noted with concern that lack of resource capacity in technical issues underlines the significance of resourcing municipalities with technical and critical skills needed to professionally and efficiently do service delivery in order to fulfil the socioeconomic targets of communities. In that line of thought Bruce (2015:16) argues that the purpose of democracy is the ultimate satisfaction of citizens. Having appreciated the importance of democracy, the success of local governance thus requires to be judged by the capacity of local government structures in providing an incorporated developmental method to social and economic development matters and to supply needed services in line with the needs and desires of local community members. Thus, municipalities ought to magnify what locals need, provide utmost services and to distribute necessary resources that enable societal aspirations. Gilchrist, (2019) states that many developing countries have an endemic incapacitation to preclude the adequate minimal service delivery. South Africa has experienced this similar problem and it has also affected the Mngquma municipality that this study focuses on.

Furthermore, the Mngquma Municipality continues to face critical challenges in delivering services its communities. According to Hopper (2018:54), the inability of municipalities to

render effective services does not only cause severe hardships amongst citizens but further inhibits municipal development. This argument is supported by Molaba (2016:27) who believes that municipalities ought to exert as much effort in executing their duties as mandated in section 152 and 153 of the constitution. Numerous municipalities in the Eastern Cape Province lack financial stability and economic activity, thus the varying challenges in service delivery. Financial constraints coupled with economically inactivity strain municipalities and impede smooth provision of goods and services in order to satisfy human wants and needs. Poor service delivery has resulted in several demonstrations, maladministration, strikes and service delivery protests (Burton, 2013). Most service delivery protests across South African communities have been based on major dissatisfaction about municipal services. Though South Africa is accepted as a democratic state, run by a worthy constitution, fair elections and parliamentary equity, it has various cases of appalling and slow service delivery. Reddy (2016) obliges local communities to protest and express their frustrations in order to reduce their hindrances.



Poor service delivery in South African municipalities is mainly attributed to incompetence of public officials and poor administration in the public sector. Hofisi, Mbeba and Choga (2013) argued that the shortage of operational conflict management services and the lack of lucid systems measuring service delivery or the quality of the client service are some of the contributing factors of protest action. Macanda (2014) also argued the need to strengthen accountability and control systems in the public sector to ensure good service delivery that prevents lack of basic needs, poverty and protests. Another challenge hindering service delivery is poor planning in the municipalities. The local, provincial and national government spheres planning are not aligned and coordinated, thus the replication and wastage of resources (Peters, 2018). In example, Local Economic Development (LED) and Integrated Development Planning (IDP) initiatives do not align with the priorities of the province. Every activity in the municipality needs proper planning and management in order to produce efficient results. Molaba (2016) noted that planning in the South African government has not reached the desired level as most public institutions have witnessed poor planning in most government activities.

2.13 CONCLUSION

In a nutshell, service delivery remains a challenge in Mnquma Municipality and has resulted in high levels of poverty in the municipality as many people are struggling to make ends meet. Poor governance and maladministration causes more challenges to service delivery in the municipality. The public officials are not following the prescripts of the Constitution and other regulatory frameworks and policies which advocate for a quality service delivery in the municipalities. There is need to develop more strategies and policies to improve service delivery in the country. The following chapter looks into research methodology and design.



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CHAPTER 3: RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

The previous chapter discussed extensively on the need to implement good governance principles to enhance service delivery in Mquma Municipality. The theoretical framework, legislations and conceptual framework has been developed and explained. Moreover, the literature review argued that effective and efficient delivery of goods and services requires the application of good governance practices to speed up service delivery and improve municipality performance. Research is systematic and scientific step by step process that is procedural. This chapter details the research design and methodology, ethical issues, giving insight into how sampling technique that was used as well as how data was collected and analyzed. Basically this chapter outlines the methods that were followed when conducting this study.



3.2 CONSTRUCTIVIST PARADIGM

Johnson and Christensen (2012) explain a research paradigm as a perspective grounded on a set of standards, assumptions and practices, held by researchers. Kivunja and Kuyini (2017) define it differently as a frame or model of position used by researchers to observe and understand phenomenon, which shapes what they see and how they see it. In essence, paradigms are common methods of interpreting how the world functions and how to gain the knowledge of the world (De Vos *et al.*, 2011). Furthermore, De Vos *et al.* (2011) argue that researchers commonly start their research with an positioning or perspective or certain beliefs guiding their research. For this study, the researcher adopted the constructivist paradigm as it is centered on constructing suitable solutions to poor service delivery in Mquma municipality.

This study is situated in the constructivist paradigm, as it is the most suitable paradigm to answer the objectives of the study and also the research problem. Constructivism is guided by the assumption that knowledge is socially constructed, thus the need for the researcher to understand the lived realities from the perspectives of those who lived it (Newman, 2014). In constructivism, research is a product of the researcher's values and

that reality is created and articulated in the mind of individuals. Kivunja and Kuyini, (2017) argue that meaning is ideally invisible at face value and should therefore be constructed through thorough reflections, attainable upon interactions between the researcher and participants. To obtain deep reflection on the role of good governance practices in enhancing service delivery in Mnquma Municipality, the researcher ought to interact with municipal officials and members of the community (participants).

3.3 QUALITATIVE RESEARCH DESIGN

This study uses a qualitative research design which Creswell (2014) defines as an inquiry process with the aim of comprehending social phenomena or human issues from various perspectives; studied in natural setting with the aim of constructing a complex and bigger picture of the phenomena under study. On the design of qualitative research methods, Terrell (2016) says they methodically explore research events of humans or issues associated with them but do not depend on statistical data although it may sometimes use quantitative techniques. This study is about the service delivery issues at Mnquma municipality is suited for the qualitative research approach which allows the study of experiences obtained from qualitative data. According to Creswell (2014), quantitative research relies on numerical data and statistics in measuring its anticipated goals. Qualitative research on the other hand explores natural settings and tries to obtain data from a number of aspects such as lived experiences, case studies observation or visual texts and interviews. This study applied the qualitative research design to explore, describe and conceptualise participant's perceptions so as to understand the social and human phenomenon and activity on the role of good governance practices in enhancing service delivery in Mnquma Municipality. Moreover, though it would have been impossible using quantitative methods, the qualitative methods used by the researcher enabled her to use subjective information and examine complex questions that explained the good government practices in Mnquma Municipality. Research design is viewed as the process of investigation which includes the detailed data collection methods, explanation and data analysis ways (Tufail, 2017). In order to achieve the goals and objectives of the study, the researcher made use of a qualitative research design explained below.

According to Bazeley and Jackson (2013), qualitative research is an inquiry process covering a variety of interpretive techniques seeking to define, interpret, translate and understand the meaning of phenomena naturally occurring in the social world. Supporting this argument, Mpofu (2013) explains qualitative research as an inquiry process aiming at understanding human or social problems from different perspectives. Qualitative research is conducted in natural settings with the aim of building holistic picture of the phenomenon under study. In this study, qualitative methods enable the researcher to obtain data that has the ability to analyse the experiences and perceptions of participants thus, obtaining a broad understanding of the social and human phenomenon of service delivery in Mquma. Moreover, Terrell (2016) argues that qualitative research is rooted on naturalistic approaches which seek to comprehend phenomena in real-world natural settings whereby researchers do not try to manipulate the phenomena under study. Based on the Mquma municipality, qualitative research enables the researcher to interview and investigate the phenomena by participating in the environment within which the phenomena exist as well as observing, with participants, the phenomena under study, as it takes place on a daily basis in Mquma municipality.



3.4 TARGET POPULATION.

A population according to Gopaldas (2016), is a group of people from whence the researchers investigate to draw their conclusions. In this study, the target population included officials from the directorate of community services in Mquma Municipality and community members.

3.5 PURPOSIVE SAMPLING TECHNIQUE

Sampling is the selection of few participants from a larger population upon which, the selected participants become the source of data for the study. Creswell and Poth (2017:56) argue that, "...the researcher must have a great knowledge and understanding on who or what should be sampled and how the sampling is going to take place". The sample of this study included ten (10) members from the communities and five (5) officials from the directorate of community services. Therefore, the sample size is $(n) = (15)$

participants. The researcher used the purposive/judgemental sampling technique which is a non- probability sampling method. In purposive sampling, the researcher judges the suitability of participants according to the purpose of the study. Thus participants were selected according to their occupation, knowledge and experience that will be beneficial in examining the good governance practices in Mnquma Municipality. According to Kurmar (2015), the main aim of purposive sampling is to produce a sample that fairly represents the population based on the fact that they can provide a comprehensive information to help answer the research questions. In purposive sampling, the researcher deliberately chooses a participants based on the qualities or value that the participant has for the research.

3.6 DATA COLLECTION TECHNIQUES

Bryman and Bell (2015:67) define data collection as, “the systematic process of gathering information from a variety of sources towards answering some pertinent research questions”. The way data is collected determines the outcome of the study. This qualitative study employed semi structured interviews and reviewed secondary data as data collection methods.



3.6.1 Semi-structured interviews

According to Denzin and Lincoln (2017), in-depth interviews are a research method which includes using thorough face to face interviews with an individual or a small number of participants in order to get information on the subject under study. The intrusive nature of interviews enables probing to identify and zoom into important information concerning participants' experiences, knowledge and opinions about good governance practices at Mnquma municipality. This study adopted the semi-structured interview to enable the interviewee to willingly and freely probe into the responses given by participants. This approach is akin to Wildschut's (2017) interpretation that semi structured interviews are a method of data collection grounded on a mixed framework which includes the use of ready questions as well as probing techniques to follow up on emerging themes and matters of interest. Moreover, they provided flexibility of inclusion and exclusion into the interview schedule. The researcher constructed an interview schedule that enabled

respondents to offer unlimited responses. This similar interview guide was used across all interviews. This approach is supported by Wolhuter (2015) who pointed that structured questions are framed beforehand, although the participants are allowed to tackle other issues that may come up during the interview process. While taking field notes, a tape recorder was used for recording the semi-structured interviews so as to transcribe pertinent data later. Terrell (2016) describes field notes as, comprehensive notes hand-made, tape recordings or observations that are being compiled during qualitative interviewing. The researcher interviewed fifteen (15) all participants from Mquma Municipality using the same interview schedule. The interviews lasted between 20 to thirty 30 minutes each.

3.6.2 Secondary sources

The researcher used secondary sources as another way of collecting data which included journals, formal documents, textbooks, newspapers, auditing reports as well as dissertations and theses. Official documents included Mquma Municipality Annual Reports, Mquma Integrated Development Plan, Amathole General Annual Reports, Amathole Financial Year Reports and Eastern Cape General Reports, the Constitution of South Africa (1996) and the Consolidated General Report on the Audit Outcomes of Local Government (2014). Secondary data can be internal or external. Wolhuter (2015) explains that internal data is data that is solicited, generated, created and recorded within the organization, external data is generated entities other than the researcher's organization. The researcher sought data from original publications to obtain reliable data. The secondary sources used includes applicable articles, textbooks, official legislative documents, web-based sources, acts and published reports and journals. Viswambharan and Priya, (2016) opinion that journals that have been approved by a review process, as was the case in this study, normally appeal to readers. For assurance, neutrality and coherence of the study, government legislation, municipal reports, IDPs, websites and newspaper articles were used to corroborate interview data with discourse on good governance practices in enhancing service delivery in Mquma Municipality. Secondary data was obtained through:

3.6.3 Evaluation of secondary data

According to Kurmar (2015), the data acquired from several secondary sources needs be evaluated for quality, usability, cost and how its presented. This evaluation is vital because as data would have initially collected for a different reason and therefore researchers may not always determine the reliability of data. Creswell and Poth (2017) argue that, the researcher's judgement or logic is a crucial element in evaluating secondary data. The researcher discussed information with field experts, using multiple external sources to compare secondary data with the various sources.

In secondary data analysis, the researcher employed Wild and Diggines' (2013:78-79) data evaluation aspects namely purpose, accuracy, consistency, credibility, methodology and bias. Wolhuter, (2015:35) noted that documents are easily accessed from government websites using internet, for example, the statistics of census can be easily accessed using government websites than interviews and questionnaires the researcher need to go through channels in order to have permission to collect data. Another advantage of using documents is that document review can be done independently, without consulting other data collection techniques such as questionnaires, interviews among others. Basing on the above-mentioned benefits the researcher finds it practical and relevant to use secondary sources as well as a way of collecting information. The researcher assessed the authenticity, credibility, representativeness and meaning of document before collecting information from these documents.

3.7 DATA ANALYSIS

Data analysis allows a researcher to understand and sort data by consolidating results and summarizing them so as to interpret the meaning to others by data presentation (Creswell, 2014). According to Kurmar (2015), the sole reason of data analysis is to lessen data to an comprehensible and interpretable way so that the relations of research problems can be understood, verified and assumptions drawn. Qualitative data analysis is rests on an interpretive idea of exploring expressive and representational content of qualitative data. Creswell (2014) says the objectivity of qualitative data analysis lies in establishing how respondents make meaning of a specific phenomenon through the analysis of their knowledge, attitudes, perceptions, understanding, values, experiences

and feelings in an endeavour to understand their construction of the phenomenon under study. Various techniques have been used to analyse qualitative data, this study employed content analysis.

Neuman (2014:32) defines content analysis as a method for assembling and analysing the content of text while the actual content refers to words, meanings, pictures, symbols, ideas, themes or any message communicated through these. Text can be anything written, visual or spoken which serves as a communication medium. According to Kurmar (2014), content analysis includes the interface of two procedures that is specification of the content characteristics (basic content elements) being examined and application of explicit rules for identifying and recording these characteristics. Some advantages of content analysis are its ability to study long term processes that occur over long periods or that reflect societal trends and that it is a cost effective data analysis technique whose materials are easily accessible. Its weaknesses include According to Neuman (2014), content analysis fails to regulate the reliability of an assertion or adequately evaluate the quality of literature. Content analysis exposes the content in text but fails to understand the content's significance. The researcher concluded that the shortcomings of content analysis, do not affect the outcomes of this study, thus found it very useful to use it as the main data analysis technique of this study

3.8 DATA ENTRY

According to Terrell, (2016) qualitative data analysis tends to be a continuing process, meaning that the process of data collection, processing, analysis and reporting are entangled, and not really a sequential process. Data collected from respondents was simplified, reduced, sorted and categorized under emerging themes and sub-themes. The researcher used interview tape recordings as well as field editing which Creswell (2014) defined as a systematic way of organizing data. Data from interview tape recordings was transcribed to improve the quality and accuracy of the notes. Data collected from respondents was simplified, reduced, sorted and categorized under emerging themes and sub-themes. Coding helped to organise and interpret descriptive data, such as that of open ended questions.

3.9 TRUSTWORTHINESS OF QUALITATIVE DATA

Trustworthiness in qualitative research discusses issues of validity and reliability of research. According to Leedy and Ormond (2014:66), the idea of discovering truth and establishing confidence in the findings through measures of reliability and validity is replaced by the idea of trustworthiness which is defensible. The trustworthiness in this study was measured using four criteria: it is credible, dependable, confirmable and transferable. Van Wyk and Taole (2015) interpret trustworthiness as a method of illustrating objectivity in a qualitative study. Zikmund, Babin, Carr, & Griffin (2013) in a similar line of thought, state that, the main principle in qualitative research is rooted in trustworthiness, speaking to the neutrality of findings. In the same way quantitative studies are invalid if they are not reliable, qualitative studies are not transferable if they are not credible, moreover studies cannot be considered credible if they are not dependable.

3.9.1 Credibility

Van Wyk and Taole (2015) view credibility as the primary aim of qualitative research. Credibility is the sureness in the accuracy of the data and its interpretations. This addresses the question of whether it rings true or not (Creswell, 2014:23). Credibility checks are done through multiple ways including persistent observation, triangulation and member checks. However, this study employed member checks to promote credibility. Member checking was promoted by selecting few participants who partook in the in-depth interviews so to evaluate the findings and conclusions whether their views, perceptions, opinions and responses were presented correctly in the study.

3.9.2 Transferability

Transferability is the extent of generalizability of data, in other words the extent to which the findings of the study are applicable in a different context or setting. According to Mpofu (2013), with regards to qualitative research, the researcher is not concerned with generalizations compared to quantitative research where it is the duty of the researcher to make sure that the findings can be comprehensive from the sample to the total population. Tufail (2017) states that, a researcher should give enough descriptive data in

their study report so that readers are able to evaluate data's applicability to different contexts. To promote transferability, the researcher consulted research experts to evaluate the fitness of her data collection tools before collecting data in the field. Secondly the researcher suggested recommendations that can be adopted by other municipalities on good governance practices that lead to improved service delivery.

3.9.3 Dependability

This questions how reliable and stable data in various situations over time. Mpofu (2013:94) interprets dependability as the need for research to be responsible for its replicability in a different context and yet produce the same results. Since validity, reliability, credibility and dependability are not achievable without each other, sufficient expression of credibility can establish the presence of dependability. To meet this requirement of dependability, the researcher kept all the transcript data, recordings, field notes and all documents that she has used in the study. More so, the researcher cross examined data collected from secondary sources and semi- structured interviews to evaluate the suitability of the research methods in fulfilling the objectives of the research.

3.9.4 Conformability

According to Creswell (2014), conformability speaks to the degree to which the findings replicate the voices of respondents and not the researcher's thoughts or perceptions and prejudices. It also speaks the extent to which the findings are a result of the main aim of the inquiry and not of the researcher's biases. For the purpose of this study, a data audit was used to promote conformability. The researcher also gave research experts to scrutinize the data collected and the findings of the research in order to eliminate bias in the study.

3.10 DELIMITATION OF THE STUDY.

When carrying out a study, it is imperative for the researcher to create research boundaries (Kurmar 2015). The study will be carried out in Mnquma Municipality which is in the Amatole District Municipality. The study focuses on good governance practices in enhancing service delivery in Mnquma Municipality and any information which does not contribute to the answering of the research objectives and problem statement, the

investigator ignored it. The researcher employed in-depth interviews for data collection from the respondents in Mnquma Municipality. The sample consisted of only fifteen (15) participants due to finance constraints. In reviewing literature (chapter 2) in some cases, some websites and documents were secured based on their relevance to the phenomena, the researcher used some ideas and perceptions of various scholars which resulted in some generalizations in the study.

3.11 ETHICAL CONSIDERATIONS

All research must consider ethics which govern both the researcher and participant. Gopaldas (2016) defines ethics as moral principles recommended by an individual or group that are extensively acknowledged and offer behaviour prospects about the most tolerable conduct towards participants, the research subject, employers, sponsors, students and assistants. Rajaskar (2013) further suggests that ethics refer to the principles of conduct guiding people's choices and behaviour such as what is deemed as right or wrong. Ethics protect respondents from abuse and physical harm during research. Moreover, ethics avoid bias, false reporting, inappropriate methodologies and improper use of information. Terrell, (2016) argues that, researchers should account their findings in a complete and honesty fashion without misrepresenting what they have done or intentionally misleading others about the nature of their findings. Adhering to the UFH policy guidelines in human research, the researcher employed the following ethics:

3.11.1 Confidentiality and Privacy

Kurmar (2015:235) mentioned that in research, "it is crucial to protect personal information whether true or not and whether recorded in a material form or not about an individual whose identity is apparent or can reasonably be ascertained, from the information or opinion". To ensure confidentiality and privacy, the researcher did not share the information collected from the participants with anyone and assured the participants that data collected was going to be used for academic purposes only. The questionnaires and the tape recorder were stored in a locked cupboard.

3.11.2 Informed consent

Denzin & Lincoln, (2017) expound that it is unethical to gather information from humans or an organization without consent. The respondents signed consent forms before responding to any semi-structured interview questions. The participants were debriefed and informed that information collected by the investigator was to be used for academic purposes only.

3.11.3 Anonymity

When carrying out research, it is pertinent to maintain anonymity so as to protect participant's privacy. During the data collection process, most participants do not want to be exposed to the public and they do not want their names and personal details to be given away, as a result some hesitate to participate in a study because they don't want to be known (Donaldson *et al.*, 2015; Wildschut, 2017). To make sure that anonymity is achieved, the researcher did not use the actual names or the participants' personal details. The researcher used pseudonyms to name participants, for example, "participant M stated..." (Creswell & Poth, 2017). Respondents were guaranteed that their responses would not be linked to their credentials, thus their information would never be traced back to them.

3.11.4 Risk and benefits

Turfail (2017:67) states that it is important for the researchers to debrief participants the risk and benefits of participating in the research. Felton and Stickley (2018:58) argued that the researcher must avoid putting participants in any danger or doing anything that might cause them harm. By ensuring no harm towards participants, the researcher avoided asking sensitive questions and not expose them to an unsafe environment (Creswell and Poth 2017:20). There were no anticipated risks of harming participants in this research since the investigator interacted with respondents in their natural work safe environment. The researcher explained that participating in the research is voluntarily and no financial benefits associated with the research. To mitigate any risk or harm of participants, the researcher employed research assistants with great knowledge on

conducting research and monitoring the collection of data to ensure that the researcher did not divert from the purpose of the research.

3.11.5 Permission

The researcher applied for permission to collect data in Mnquma Municipality. The researcher provided necessary documents such as the ethical clearance certificate, interviews and application letter for permission to be granted for data collection. When the permission was granted, the researcher made appointments to meet the Directorate of Community services.

3.12 CONCLUSION

This chapter discussed the research design and methodology that was employed in the study. Moreover, it discussed the suitability of the qualitative research design for this study based on experiences, perceptions and opinions of good governance in Mnquma municipality. The purposive sampling technique was used to select the sample of 15 participants who were informed about the phenomena after which semi structured interviews were used as the data collection technique guided by a semi structured interview schedule. The information used in the study obtained was also collected from secondary documents and analysed using content analysis. Furthermore, the content analysis technique was found as the most suitable method of data interpretation in themes and sub themes. The next chapter will present data, analyze and interpret data.

CHAPTER 4: DATA ANALYSIS

4.1 INTRODUCTION

In the previous chapter, the researcher discussed the qualitative data collection and analysis techniques so as to answer the objectives of the study. Data collected through semi-structured interviews and was analyzed using a content analysis technique. Trustworthiness of qualitative data was ensured through credibility, dependability, confirmability and transferability. Ethical principles such as privacy, confidentiality, anonymity, no harm to participants and informed consent were also discussed in the previous chapter. The researcher also obtained an Ethical Clearance Certificate from the University Research and Ethics Committee (UREC) and the researcher abided by this requirement before conducting fieldwork. The respondents signed consent forms before being interviewed. In this chapter data is presented, analyzed and interpreted using the qualitative data analysis techniques. Content analysis was used to analyze collected data. During the data analysis process themes and sub-themes emerged. Data analysis meant to interpret data into themes and sub-themes that respond directly to the research questions while addressing the objectives that inform this study, namely:

- (i) to explore the roles of the characteristics of good governance in enhancing service delivery in Mnquma Municipality.
- (ii) to investigate the challenges that impedes good governance practices in Mnquma Municipality.
- (iii) to recommend possible strategies that can be used to enhance good governance in Mnquma Municipality.

4.2 DATA ANALYSIS

The researcher used qualitative methods described in Section 3.1, 3.2, 3.3. Data collected from semi-structured interviews and secondary sources was analyzed using content analysis techniques. Various themes and sub-themes emerging from the interview data and were structured under the research objectives.

4.2.1 Interviews

Interviews recorded via digital voice recorder were transcribed for interpretation under themes. The transcripts were accurately edited and analysed through content analysis techniques to systematically decode and categorize data to easily make inferences. Responses relating to objectives were kept and considered and irrelevant data ignored. The useful data was categorised and unitized. The transcripts were edited by the researcher and confirmed their accuracy to the transcriptions. The interview guide clarified the extent to which good governance practices enhance service delivery in Mnquma Municipality.

Interviews	Approached	Responded	Percentage
Community Members	10	7	70
Officials from directorate of community services	5	4	80
Total	15	11	73

N= Own diagram

The table shows maximum co-operation from the community members and officials from community services. Five (5) community officials were approached and four (4) were interviewed with one having gone for a meeting. Seven (7) community members from the rural areas were interviewed whilst two were admitted in the hospital and the other one was reported to be attending a funeral. As shown in the table above, of the fifteen (15) participants approached, eleven (11) were interviewed while the rest were busy and unavailable. Because the study focused mainly on the extent of how good governance practices enhance service delivery in Mnquma Municipality. Only officials from the Mnquma Municipality and members from the community were selected which produced a small sample.

4.3 STATUS OF SERVICE DELIVERY IN MNQUMA MUNICIPALITY

The research findings established that Mnquma Municipality is experiencing poor service delivery which has resulted in strikes and service delivery protests in various communities in the municipality. Service delivery is a problem in the rural areas especially of Mnquma Municipal where rural areas are under development and there are high levels of poverty.

The issues of service delivery, negatively impact the socio-economic development of rural areas. The Mquma Municipality expands services very slow as compared to urban areas thus, increasing the development gaps between rural and urban areas. One community member stated that:

“In Mchubakazi location there is no access to water sources and sanitation, and this may result in health problems affecting the whole community. Several complains has been lodged to the municipality and nothing has changed which is a worrying matter to the inhabitants of the municipality. Transformation has been very slow when it comes to the implementation of policies and distribution of resources in Mquma municipality”.

Mquma Municipality is dominated by rural areas and still suffers poor service delivery. Poor service delivery in Mquma Municipality have raised several questions about the incompetence of the councilors in their wards. According to Mquma Annual Report (2018), citizens still walk long distances to access public services. However, services such as health have improved in comparison to how they were in the apartheid era. The government has been injecting money for the development of rural areas and awarding grants to local municipalities, but there is very little that has been achieved at Mquma Municipality. Alluding to this, Campbell (2016) noted that a few programs are offered for community empowerment and these are mostly found in town and a few villages closer to town. Moreover, Macanda (2014) says that such services are not available to the wider communities and currently there is nothing taking place to make sure that community development programs are instigated to the deep rural spaces. In rural communities of Mquma municipality, when the South African government started rolling-out services, there was little consultation of people in rural areas. Like recent toilet projects yet community members need clean hygienic water and good roads. Houghton (2017), emphasized that people in rural areas need to be close to health services, welfare and educational services to reduce the cost of travelling long distances for get services. Toilets for instance were not seen by the government as a first priority in rural areas. Thus, poor or lack of communication and poor leadership skills failed the people in rural

spaces. It is important to consider education of leaders in terms of skills acquisition as it affects service delivery. To rural communities, this means council elections must be closely monitored to elect competent leadership, who will further receive training after a mandatory skills audit.

4.4 CHARACTERISTICS OF GOOD GOVERNANCE

The collected data indicated that in Mquma Municipality there is lack of good governance principles that impedes service delivery. The municipal officials are not following principles that promotes good governance in the municipality. Good governance practices create opportunities for citizens to obtain accountability from public administrators. Such systems of governance prioritize that services are offered through adequate governance frameworks and participation of citizens. Meth (2017) declares that, the good governance approach needs a properly managed and well-coordinated leadership with accountability provisions. This entails that for the government to be able to effectively deliver services, there is an urgent need for operative control mechanisms in place and collaboration between public and private institutions. Institutions such as Auditor-General Office, Public Protector Office and the Anti-Corruption Commission Office must be operational and efficient enough to encourage administrative answerability and prevent the misuse of public funds or resources.

4.4.1 Participation

The available data indicated that in Mquma municipality the community is not informed about any developmental or service delivery processes in the municipality. The councilors and other municipal officials just make decisions on behalf of the community members resulting in slow or poor service delivery. One community member stated that,

“In Cuba township our ward councilor always decided for us everything regards community development and service delivery. Ward committees have replaced communities instead of representing communities notwithstanding the provisions of the Systems Act”.

Contrary to the above, one official from the directorate of community services argued that,

“Public participation is understood to be a vehicle for community empowerment in terms of information about municipal programmes. Participation in municipalities promotes compliance. Community participation builds trust and ownership of municipality by the community. The community can then defend the municipality”.

From the above views, Mquma municipality should try by all means to promote public participation at all levels. Public participation endorses empowerment through government representation as well as other ways of facilitating free, active and meaningful participation in decision-making processes (Majekodunmi, 2015). In South Africa, Campbell (2016:34) noted the need to involve citizens in decision-making processes (participation) at national, provincial and local spheres thus making institutions more responsive, legitimate and adaptable to scarcity of resources. Moreover, Singh (2013) argued that the involvement of the civil society in the construction and implementation of crisis responses is regarded as principally beneficial in providing alternative voices and thus in framing policy debates. He further argues that the involvement of participatory political organizations usually deliver an enhanced growth as they produce superior institutions better suited to local conditions for several reasons. Public participation can contribute positively in municipalities where the public participate in the decision making of municipalities through community consultation, focus groups and community gatherings and meetings within a municipality. More importantly, the citizens participate in the development process of their municipalities through projects identification in their areas with the stakeholders and the municipalities and discussions on the benefits associated with these projects in their areas (Majekodunmi, 2015).

4.4.2 Rule of law

Good governance entails fair and impartial legal frameworks that consider respect of human rights, including of minorities. In Mquma Municipality the rule of law is observed to a larger extent. One community member stated that:

“When municipal officials are found to be corrupt, law should take its course of action and this promotes good governance in the municipality.

The rule of law should be seen rather talked about. But in my municipality the municipal officials are above the law, they do whatever they want”.

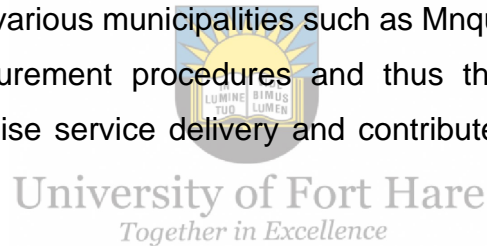
Singh (2013:191) noted that the rule of law ensures loyalty to the principles of supremacy of law such as, equality before the law, accountability to the law, fairness in the application of the law, separation of powers, participation in decision-making, legal certainty and procedural and legal transparency. In South African municipalities, the rule of law is contributing positively towards the governance of municipalities. Those public officials who broke the rules are facing the rule of law through disciplinary hearing, suspensions and imprisonments. Chaskin and Greenberg (2015) concurred by stating that the rule of law is the pillar of any legitimate democracy as it ensures that no-one is above the law and everyone is should have access to human rights. The rule of law's main aim it to defend the structures of democracy, contest operational violence, protect civil and political rights and counter discrimination against poor people (Carbonnier, 2013).

4.4.3 Transparency

Transparency expresses decisions taken and enforced to abide by rules and regulations. Transparency guarantees the availability of information about institutions by stakeholders and that adequate data is given to comprehend and observe them, (Bulman-Pozen, 2014). The research findings have established that in Mquma municipality there is lack of transparency in statutory structures and stakeholders that participate in the decision making and implementation of some developmental programmes. In support of the above, one participant pointed out that:

“Transparency has never existed in practice even in post facto reports if questions are fielded on a particular transaction or for an appointment of an employee. Everything in the municipality is done behind closed doors. Employment is done on merit, corruption, favoritism and cadre deployment instead of qualifications and experience. The municipality is awarding its relatives some tenders. Political administrative interface also overrides transparency in Mquma municipality”.

Transparency ensures availability of free information as well as access by those affected by certain decisions and how they are enforced. When the community is kept informed about the municipal activities for example the municipal budgets and projects to improve service delivery. Transparency in municipalities eliminates corruption and improves service delivery. Although Chirleşan (2015:34) argued that transparency can help inhibit corruption, Eastern Cape municipalities overlooked this transparency by being involved in corrupt procurement activities, thereby compromising economic development. According to the Eastern Cape Performance (2015), about 56% of the quotes were accepted from potential service providers in Mnquma municipality who were not on the list of qualified potential service providers and did not meet the listing requirements of Supply Chain Management (SCM) regulations in 16(b) and 17(b). Moreover, the Supply Chain Management Review (2015) argued that in a number of municipalities, unqualified suppliers were used and bids were passed for incorrect reasons. This shows the lack of transparent activities in various municipalities such as Mnquma Municipality. This results in flouting proper procurement procedures and thus the contracting of unqualified suppliers who compromise service delivery and contribute to stagnant local economic development.



4.4.4 Consensus oriented

Good governance need intervention of different societal stakeholders in order to reach a extensive consensus with regards to what is serves in the best interest of the wider community (Zonke and Matsiliza, 2015). According to Campbell, (2016), consensus oriented also involves a long-term and wide-ranging outlook on the requirements for workable human development projects and ways of achieving the goals of such development. This happens when a society's historical, cultural and social contexts are understood. Consensus is achieved when various views and perception are collated to identify the community's best interests. When such an approach is achieved, national public policy ought to express community interests as governments implement structures that enable public participation in policy-making processes. Moreover, public participation gives public officers a chance to understand citizens and this helps in solving complex

social problems (Zonke & Matsiliza, 2015). Implementation of good public participation to improve public administration is important in South Africa.

4.4.5 Equity and inclusiveness

The research findings indicated that the principle of equity and inclusiveness is greatly ignored in Mquma municipality. The municipality should strive to address the imbalance of the past in terms of job creation, gender and awarding of tenders. One community member stated that,

“Municipal planning is far behind to uphold equity and inclusiveness in Mquma municipality for reasons beyond the comprehension of the consumers of services. Budget is thumb sucked to ring fence money for the beneficiation of officials and their bosses somewhere. Budget is not realistic as the greater part of the community is not involved in any way in municipal affairs”.

The constitution governs how people behave and thus public administration must be governed by its democratic values and principles. One of these principles states that services must be impartial, fair, equitable and unbiased. Lund (2011) observed that organizations that warrant non-discrimination and equality are able to alleviate the impacts of a crisis on the vulnerable societal groups. In South African municipalities, equity and inclusion is far less to be achieved where there is uneven distribution of resources, the rich get richer whilst the poor get poorer through corruption. There is need to develop more strategies and measures that will address inequality and inclusion in South African municipalities so that every citizen can benefit from government resources.

4.4.6 Effectiveness and efficiency

Collected data indicated that the municipality should strive to deliver services to the community. A high degree of efficiency and effectiveness should be promoted. Principles of good governance entail that institutions must ensure excellent goods and services to meet the interests of the public they serve, using resources in the most possible productive manner. Campbell (2016) noted that the idea of efficiency with regards to good

governance speaks to the maintainable use of natural resources and the protection of the environment. Chirleşan (2015) added that organizations need to show results meeting societal needs, while making the use of resources adequately. Although one of the principles of good governance includes effectiveness and efficiency, most municipalities are struggling to deliver effective and efficiency service delivery to the people. Most citizens lack basic services thus, raising questions about government efficiency. According to Bayo (2016), states that more than twenty years after democracy, citizens are still patiently waiting for a better service delivery, municipalities still fail to cater for the needs of community members. South African Local Government Association, (2014:154) echoed that, “it is the obligation of municipalities to ensure improved services for underdeveloped communities. Such an approach increases the probability of equitable services to all.

4.4.7 Accountability

Accountability is central to good governance practices. It demands public accountability from government decision-makers, private sector and civil society organizations. The research findings have established that accountability assists in curbing corruption. One official from the directorate of community services stated that:

“Municipal officials are entrusted with important responsibilities to satisfy the needs of the community. Council body should ensure that officials account for the management of municipal resources. It must be stated that officials usurp the space that the councilors neglect their oversight role and thus results in lack of accountability by the management”.

Officials in democratic states ought to be accountable to the public in issues of development and public resources. The principle of accountability is contributing positively to good governance of the municipalities thereby minimizing corruption. Naidoo, (2017:14) pointed out that, “officials of municipalities are given more flexibility and empowerment to carry out their tasks; in return there is a greater degree of accountability for the outcomes they achieve”. Accountability gaps disadvantage efficiency and equity goals. In South Africa, citizens prefer equity and accountability, and institutional activities

can either promote or hinder accountability, thus the need to constantly monitor and evaluate institutions so as to ensure accountability.

4.4.8 Responsiveness

The Mngquma Municipality failed to meet community needs in due time. The public often expect effective and efficient service delivery. However, it is not always the case, the municipality took long time to respond to emergency cases like burst water pipes, electricity faults among others. One respondent stated that:

“Responsiveness is one of the characteristics of Local Government that portrays a responsive and caring local government, but posture of this sphere does not illustrate interdependence, interrelatedness and interconnectedness to other spheres of government. Mngquma Municipality is neither responsive nor caring about the plight of her people”.

The municipalities should deliver services and goods to the public within a stipulated time to suit the people's demands. A responsive government should be available to the public and timeous reaction to the needs of the public. Government responsiveness increases accountability. The Constitution of the Republic of South Africa, 1996, Section 152 and 153 outlines the roles of municipalities towards the development of the communities and states that municipalities ought to be responsive to community needs by delivering goods and services at the right time and place

4.5 SERVICE DELIVERY CHALLENGES FACED BY MNGQUMA MUNICIPALITY

The Mngquma Municipality is facing various challenges in delivering services to its people in the municipality. Themes were established pertaining the challenges raised on the interviews.

4.5.1 Theme 1: Poor management of funds

The collected data showed that Mngquma Municipality is characterized by poor management of funds which affects the management of service delivery projects implemented by the municipality. According to the consolidated audit report, an irregular

spending revealed in note 55 to the financial statement totaling to R747 million was understated. It was therefore unrealistic to determine the full extent of the estimates of irregular expenditure because of poor funds management at municipality level and the money which was supposed to be used to implement project in the municipality was diverted for personal gains". In support of the above, one official stated that:

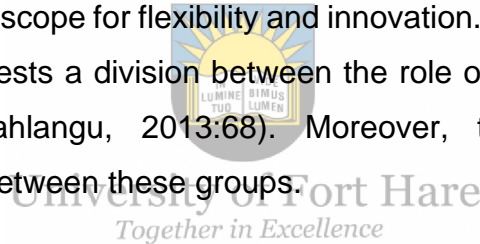
"We are in crisis when it comes to management of funds. Money is being channeled for personnel use at the expense of service delivery. Those who are in charge of finance in the municipality are somehow failing us".

Thus, poor management and inadequate monitoring and support systems in Mquma Municipality, projects and programmes create opportunities manipulation of resources which is often detected late. The Mquma Municipality is failing to reduce the unemployment rate in the municipality, leaving a large population to live in the pools of poverty especially the youths. Stats SA (2019) concurred with the above statement expounding that the unemployment rate of young people in South Africa escalated to 56.40% in the second half of 2019 from 56.20% in the first half of 2019. The municipality should employ qualified auditors and accountants to manage their finance properly and to minimize irregular, fruitless and wasteful expenditure in the municipality.

4.5.2 Theme 2: Political Administrative interface challenge

The findings from the study reviewed that the Mquma Municipality lacked clearly defined duties and responsibilities which also affect the running of the activities in the municipality. The Political/administrative interface affects service delivery in many municipalities. When there are unclear responsibilities of each group, the executive institution cannot provide the services required, thus damaging the good governance of the public sector (Barasa, 2018:3). There is a huge challenge is separating politics and administration which also affects service delivery. There should be a clear difference between administrative roles and political office bearers in the municipality. The Code of Conduct for Councilors includes a provision that prohibits incongruous administrative practices. Section 118 of the Municipal Finance Management Act (MFMA) 56 of 2003 takes a harder line on the separation between politics and administration. It prohibits councilors from

taking part in tender decisions. It also has provisions that seek to separate the council from the administration. Schedule 1 of the Code of Conduct of the Municipal Systems Act, (Act 32 of 2000) limits the undue political interference, forcing councilors to disclose and excuse themselves from tender proceedings. However, despite these laws, the definition of roles remains a challenge. Ford and Woodrow (2012:34) noted that in Mngoma Municipality there is need to take stronger measures to restore pride and professional work ethic in public administration or else the political administrative dichotomy will be a continuing debate till infinite, resulting in political interference in public administration which continue to hinder public administration and good governance. According to Thebe (2017), there is lack of a clear vision for change due to the absence of well-defined roles and responsibilities for the key role players responsible for steering the transformation process in all levels such as the national, provincial and local levels. These can be rectified by ensuring that roles and responsibilities are not rigidly defined as in the past, as well as increasing the scope for flexibility and innovation. The contrast between politics and administration suggests a division between the role of elected representatives and the administrators (Mahlangu, 2013:68). Moreover, this contrast supposes an authoritarian hierarchy between these groups.



4.5.3 Theme 3: High increase of the unemployment rate

Unemployment rates in South Africa have risen annually causing most of the people to live in pools of poverty. According to ninety percent (90%) of the participants who were interviewed agreed the unemployment rate keeps on rising is a great challenge thereby putting much pressure on the municipality. In addition, the country has a low labor absorption rate of approximately 43,8% (Statistics South Africa, 2015a). Though employment opportunities fell across productive sectors of the economy according to the South Africa Reserve Bank – SARB (2015c:23), the rate of the unemployed remained high. Due to lack of employment opportunities, many youths are involved in crime such as murder, theft and robbery in order to make ends meet. The government should by all means create job opportunities and reduce the unemployment rate in the country.

4.5.4 Theme 4: High Levels of Bureaucracy in Community Development Projects

According to the collected data, fifty-five percent (55%) of the community members who were interviewed in different wards in Mngquma Municipality, stated that most projects and programmes fail because there are many hierarchies to be followed to approve certain projects in the municipality. Furthermore, seventy percent (70%) of the participants from the directorate of community services argued that various community development projects were affected by bureaucratic municipal processes and it takes time to approve them. Thwalo (2012) concurs that in as much as cooperatives are situated nearer to the citizens, they are often face strict bureaucratic procedures that usually stall service delivery. Johnson (2014) argues that the escalating rate at which development projects are dwindling, attributing to the high level of bureaucracy leads to a failure in promoting entrepreneurship and skills development. Mayende (2011) emphasizes that the major challenge faced in community development programs in South Africa is that public autonomy is denied. Though government interferences seem to inhibit sound community development, there is a vulnerability cooperatives pioneered by the government fail whenever state protection and financial support are discontinued.



4.5.5 Theme 5: Lack of revenue to support implemented programmes

According to the data collected, 80% of respondents argued that Intsika Yethu Municipality experienced a poor revenue base caused by national, provincial and local spheres resulting from poor revenue collection strategies related to underpricing on services rendered for the public. More importantly, sixty- seven percent (67%) of the officials from directorate of community services hinted that cooperatives are the center of community development projects and they experience financial shortages resulting from an inability to access equity capital from members. Banks rarely support cooperatives for their lack of collateral security thus a risk they cannot afford. This lack of funding has crippled numerous cooperatives in Mngquma Municipality calling for municipalities to increase their revenue collection while finding diverse financial strategies to finance community development projects as a means to improved service delivery (SA Local Government Research Centre, 2014a:27). Moreover, fifty percent (50%) of the participants from directorate of community services noted that community development

programs can potentially develop 3rd world economies after flourishing in an enabling environment. Proper financing of community development projects helps the vulnerable and marginalized societies to obtain the much needed self-determination and economic empowerment.

4.5.6 Theme 6: Lack of Co-ordination

The Mngoma Municipality fails to deliver quality services to the public because there is poor coordination and planning in the municipality. Poor co-ordination has caused irregular expenditure and overspending in Mngoma Municipality as most public officials do not co-operate in the implementation and management of projects. More than 60% of respondents argued that Mngoma Municipality lacked maximum coordination in implementing, monitoring and evaluating its projects to improve the lives of its citizens. Etheridge (2013) noted that in order for the transformation process to be a success, the roles of the main reform agencies and role-players need effective coordination. Developing coordinated structures and a collaborative public service culture. Bizana (2013:87) pointed out the need for co-operative governance in South Africa so that the national, provincial and local governments work together in order to deliver services at the right time to the citizens. It is also important for the community to participate in the government's projects so that the public can assess services provided and offer recommendations.

4.6 RECOMMENDATIONS TO IMPROVE GOOD GOVERNANCE IN MNQUMA MUNICIPALITY

4.6.1 Theme 1: Increasing community participation

The Mngoma Municipality needs to consult its people about any developmental programmes to be implemented in the municipality. Community participation crucially creates stakeholder awareness about the use of funds and through their collaborative participation, they are able to decide how to meet their needs. Participative communities improve the extent of transparency and accountability of community leadership, thus the improve service delivery and quality of projects. Community participation may also ensure equitable distribution of benefits, as groups without political or economic advantage will

also benefit from these services. “Resource mobilization, taking the forms of labour, materials, or money, is much easier when beneficiaries are committed to a project” (Majekodunmi, 2015:25). Good governance practices provide opportunities for the citizen to receive accountability from public administrators.

4.6.2 Theme 2: Introduction of training and development programmes

It is important that the Mquma Municipality must implement training and development workshops and programmes in order to improve the skill of its employees. Globalization and technological changes reveal the need to continuously acquire new skills in the both private and public sector to compete in the industrialized world. Kraak (2010) argues that development and training are a crucial part of human resource development involving planning and employing organized activities designed by institutions to give their employees a chance to gain skills and knowledge to meet current and future work demands. According to Noe (2013), development is focused on the long term while training is focused on the short term. These two phenomena, however cannot be separated as they go hand in hand. The municipality should offer on the job training to capacitate employees with relevant skill to improve their job roles.

4.6.3 Theme 3: Job Creation Policies and Labour Legislation

According to the available information from the interviews, more than eight percent (80%) of the respondents suggested that government should tackle unemployment by implementing policies and labour legislation aimed at creating jobs. The Mquma Municipality should create more opportunities for the local people to be employed.

Legislation such as the Employment Equity Act (1998) has incentive for corporates to employ Blacks to increase their opportunities for sustainable livelihood as well as to increase their ability to compete with the White, Indian and Coloured candidates in the limited job market. These policies increase the labor force involvement of women and marginalized groups in the country (The World Bank, 2015d). However, the effectiveness of these job creation policies and labour legislation have been hailed with criticism. According to a study conducted in 2015, “...affirmative action policies had a small impact on decreasing unemployment or wage disparities in the country” (Bond, 2016:90). As a

result, the government should do away with issues such as Affirmative Action policies and cadre deployment and employ people based on skills and ability in order to produce quality products on the implemented projects.

4.6.4 Theme 4: Increasing Education and Marketable Skills

When the respondents were asked about what must be done in order to improve service delivery in Mngquma Municipality, they suggested that it is very important for the municipality to increase education and marketable skills among the people in order to be employed. The government should increase access to education in order to provide the poor with improved opportunities for improved living standards. According to Musgrave (2015) education empowers the poor people to surge their human capital, giving them a better opportunities of joining the labor force and gaining employment, or become self-employed. Some examples of poverty reduction strategies through educational means include no fee schools, school feeding schemes and the renovation of existing schools, as well as the building of new schools (Statistics South Africa, 2018). More so, Kovacevic (2015) says that approaches used to tackle lack of education and relevant skills include the Joint Initiative on Priority Skills Acquisition (JIPSA) or training through the Sector Education and Training Authorities (SETAs). JIPSA was a 3-year strategy that played a role of creating awareness of the skills shortage in South Africa with an aim to improve scarce skills amongst South Africans with the involvement of the private sector (Zarenda, 2013).

4.6.5 Theme 5: Limiting conflict of Interest at the workplace.

The employees at the workplaces must not use their superior powers to force colleagues to give benefits to officials. Fifty percent (50%) of the respondents from the directorate of community services said that municipal officials must perform their duties in good faith, honest and transparent to promote the integrity of the municipality. All public officials should abide by the code of conduct and the constitution. In Mngquma Municipality, public officials' activities should be guided by the code of conduct and must perform their duties in good faith, honesty and transparency without compromising the credibility of the Municipality. Section 195 of the Constitution of South Africa reveals the basic principles

governing public administration, one of them advising the upholding the promotion and maintenance of professional ethics. It can be noted that public officials must be able to manage conflict of interest to perform their duties well.

4.6.6 Theme 6: The Need for Monitoring and Evaluation of Community Development Projects

When respondents were asked about what should be done in Mquma Municipality to promote sustainable development, improve governance and service delivery in Mquma Municipality, eighty percent (80%) of the participants stated that it is very crucial for Mquma Municipality to implement monitoring and evaluation tools in order to have quality and improved service delivery to the community. The ability to effectively implement strategies to monitor and evaluate community development projects determines the extent of poverty alleviation in communities. Failure for the department to implement these strategies could be the leading cause of the lack of community growth and community. In example, various cooperatives by women as well as youth projects have faced collapse because of lacking skilled managers for development projects. Khumalo (2014) argues that poor construction of public policies and poor leadership management are factors contributing towards poor monitoring and evaluation of projects set to develop communities. It is pertinent for the government to form enabling policies for community development programs to succeed than those that compromise their autonomy, growth and function.

The respondents also stated that when the municipality implements projects, it should monitor and evaluate progress against the set standards. The process of monitoring is continuously assessing programs or projects according to predetermined schedules. The monitoring of projects is done to ensure that stakeholders comprehend the project at hand as well as to reduce the risk failure (Ndaguba and Hanyane, 2018b). The public officials in the Mquma Municipality should constantly monitor and evaluate the projects implemented by the municipality so as to address the challenges and weaknesses in the project. After implementing a project, Mquma Municipality should assess the performance of any project or strategy through community consultation that would give real challenges and successes on the ground so as to improve service delivery.

4.7 CONCLUSION

This chapter presented data collected from semi structured interviews, field notes and secondary data. This data was interpreted and analyzed using content analysis techniques whereby themes were developed and the objectives of the study were addressed. The challenges, principles of good governance and recommendations that on service delivery in Mnquma Municipality. Recommendations were given in order to improve good governance practices and further improve service delivery in the municipality. The next chapter provides summary, conclusion and recommendations based on the results from the data analysis.



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CHAPTER 5: FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

This study explored the extent to which good governance practices enhance service delivery in Mnquma Municipality. The data was collected using semi- structured interviews and secondary sources and was analyzed using content analysis techniques. Relevant information was interpreted according to themes that aligned to the objectives of the study. It summarizes research findings and presents the recommendations to Mnquma Municipality and other municipalities who are interested in improving their practice of good governance in an effort to enhance service delivery. The objectives that guided this study were,

- (i) To explore the roles of the characteristics of good governance in enhancing service delivery in Mnquma Municipality.
- (ii) Investigate the challenges that impedes good governance practices in Mnquma Municipality.
- (iii) Recommend possible strategies that can be used to enhance good governance in Mnquma Municipality



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5.2 FINDINGS

The following findings were based on major findings stemming from interview analysis and secondary sources such as official documents from the municipality and Annual Report of the Auditor General:

- I. The people in Mnquma Municipality are still trapped in pools of poverty.
- II. Service delivery in Mnquma Municipality is still poor.
- III. There is poor monitoring and evaluation of water projects resulting in poor service delivery in Mnquma municipality.
- IV. There are shortages of skills and lack of capacity to address service delivery challenges in the Mnquma municipality.

- V. Mquma Municipality is facing a poor revenue base resulting from poor revenue collection strategies relating to the underpricing of services rendered for the public.
- VI. Banks do not fund cooperatives; as they demand collateral that cooperatives cannot provide. Thus, cooperatives face financial challenges, thus the need for the municipality to increase its revenue collection and identify diverse strategies to finance community development projects to enhance service delivery.
- VII. In Mquma Municipality there is lack of resources to deliver water, sanitation, housing and to create employment in the municipality.
- VIII. There are high levels of bureaucracy in community development projects in Mquma Municipality. Various community development projects have been disadvantaged by
- IX. Municipal bureaucracies that delay their approval.
- X. There is lack of capacity and knowledge of public officials on projects in Mquma Municipality which makes the projects to fail at initial stages.
- XI. Public officials breach regulations in the Code of Conduct and the White Paper on Public Service Delivery, thus compromising the credibility and integrity of the municipality.



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5.3 RECOMMENDATIONS

The following recommendations were conceptualized by the researcher having interpreted the data obtained in the previous chapter. These recommendations are applicable by municipalities experiencing similar service delivery challenges.

- I. Authorities ought to guarantee effective monitoring and evaluation the implementation of policy on sustainable development goals in Mquma Municipality. The projects performance must be monitored and evaluated frequently to increase accountability amongst municipal officials.
- II. The Mquma Municipality need to promote the principles of good governance practices to improve service delivery.
- III. The local banks in Mquma Municipality need to offer loans to the local people in order to start their projects. By adequately financing community development

projects, the banks can uplift the vulnerable and marginalized poor communities to realize economic empowerment opportunities.

- IV. There is need to increase education and Marketable Skills. Education boosts human capital that enhances opportunities in the labour market and self-employment. Some poverty reduction strategies include free education, feed schemes at schools, renovating schools and building of new schools.
- V. The government ought to address the high levels of unemployment by adopting policy and labour legislations that support such a cause.
- VI. The municipality must conduct job analysis to identify competencies and skills needed to complete tasks. This is done to employ rightful efficient and effective employees to spearhead the municipalities. For those who are already employed, skills gap analysis must be conducted so as to equip them with the skills that will enable them to be productive in their posts. All competency gaps must be identified and trainings offered to equip them for efficient service.
- VII. Officials in Mquma Municipality should limit conflict of interest at the workplace. Public officials' activities must abide by the code of conduct and perform their duties in good faith, honestly and transparently without compromise to the credibility of the Municipality.
- VIII. Officials in Mquma Municipality need trainings on standards that can be adopted to alleviate corrupt tendencies such as mismanagement of funds as well as various on the job incompetence. Workshops, skills development trainings can be adopted to equip officials.
- IX. The Mquma Municipality need to clear difference between the roles of the administrators and political office bearers in the municipality. In attempting to rectify the overlapping of roles it will be important, however, to ensure that roles

and responsibilities are not defined too rigidly, as they were in the past. There must be scope for flexibility and innovation.

5.4 CONCLUSION

In conclusion, this study examined the extent to which good governance practices enhance service delivery in Mnquma Municipality. Most rural residents live in abject poverty and the majority of poverty stricken people reside in rural areas. South Africa's government after apartheid engaged various poverty alleviation programs which can be attributed to the attempted improvement of service delivery. South African provinces have been struck by recurring service delivery protests over the years by dissatisfied citizens living in communities which lack hygienic water supply, electricity, working toilets, most especially in rural areas. Moreover, the high unemployment rates, leading to poverty, poor infrastructure and scarce formality in housing continue to frustrate communities. The study discussed challenges, good governance principles and recommendations to improve service delivery in Mnquma Municipality. The outcomes and recommendations that were raised in this research will help Mnquma Municipality and other municipalities to improve good governance practices that will improve service delivery.

The objectives of this study was to critically scrutinize the impact of good governance practices in enhancing service delivery in Mnquma by looking at the grassroots to identify gaps, investigate the challenges that impedes good governance practices and to suggest possible strategies that can be used to enhance good governance and also. Interviews were conducted and it was not an easy task, some were afraid to speak, some were just not willing because they have given up because of the situation around them. Some were eager to speak looking as these interviews as something that can take them out of their misery. Most did respond to be interviewed though. The infighting amongst municipal officials and municipal council which results in minimal involvement of the third leg of the municipality which is the community in the affairs of the municipality. Effective and efficient service delivery, access to basic services such as clean water, electricity, houses, employment and access to education and educational facilities were promised but it still remains a challenge. Citizens of Mnquma are still battling to gain access to these. If good governance practices when dealing with the municipal affairs can be

practiced, this can be overcome and community members would access quality services at the right time. The researcher promised to send the copy of this study to the municipality in order for them to see what good governance is all about and how it can enhance the delivery of services in this municipality. In assisting those who are tasked to deliver services the researcher has drafted a diagram that can be of assistance when good governance practices are used hoping that they can use this as guideline in enhancing service delivery in this Municipality.



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LIST OF ANNEXURES

ANNEXURE A : ETHICAL CLEARANCE

ANNEXURE B : INTERVIEW GUIDE TO COMMUNITY MEMBERS

ANNEXURE C : INTERVIEW GUIDE TO COUNCILLORS



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ANNEXURE A: ETHICAL CLEARANCE



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ETHICS CLEARANCE **REC-270710-028-RA Level 01**

Project Number:	MAR021SSIP01
Project title:	The role of good governance practices in enhancing service delivery: A case of Mnquma Municipality.
Qualification:	Masters in Public Administration (Mini Dissertation)
Student name:	Noluthando Sipuka
Registration number:	201414615
Supervisor:	Dr T.C Maramura
Department:	Public Administration
Co-supervisor:	N/A

On behalf of the University of Fort Hare's Research Ethics Committee (UREC) I hereby grant ethics approval for MAR021SSIP01. This approval is valid for 12 months from the date of approval. Renewal of approval must be applied for BEFORE termination of this approval period. Renewal is subject to receipt of a satisfactory progress report. The approval covers the undertakings contained in the above-mentioned project and research instrument(s). The research may commence as from the 01/09/20, using the reference number indicated above.

Note that should any other instruments be required or amendments become necessary, these require separate authorisation.

Please note that UREC must be informed immediately of

- Any material changes in the conditions or undertakings mentioned in the document;
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research.

The student must report to the UREC in the prescribed format, where applicable, annually, and at the end of the project, in respect of ethical compliance.

UREC retains the right to

- Withdraw or amend this approval if
 - Any unethical principal or practices are revealed or suspected;
 - Relevant information has been withheld or misrepresented;
 - Regulatory changes of whatsoever nature so require;
 - The conditions contained in the Certificate have not been adhered to.
- Request access to any information or data at any time during the course or after completion of the project.

Your compliance with Department of Health 2015 guidelines and any other applicable regulatory instruments and with UREC ethics requirements as contained in UREC policies and standard operating procedures, is implied.

UREC wishes you well in your research.

Yours sincerely

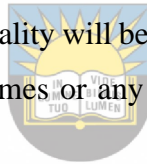


Professor Renuka Vithal
Chairperson: University Research Ethics Committee
26 October 2020

ANNEXURE B: INTERVIEW GUIDE TO COMMUNITY MEMBERS

FACULTY OF MANAGEMENT AND COMMERCE
SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT
Department of Public Administration

My name is **Noluthando Sipuka (201414615)**, I am currently studying towards the attainment of Masters degree (Public Administration) in the Department of Public Administration at the University of Fort Hare. As part of the requirements for this degree, I am undertaking a research study on, **“The Role of Good Governance Practices in Enhancing Service Delivery: A Case of Mnquma Municipality”**. I kindly request your co-operation in responding to this interview guide. Your co-operation and contribution to this academic endeavor will be greatly appreciated as it will assist the researcher in reaching the objective of the study. Please be fully assured that the information collected through this interview will be **ONLY** used for the purpose of this study. Your privacy, anonymity and confidentiality will be strictly observed, guaranteed and protected as you are not expected to reveal your names or any personal information that identifies you as a respondent in this study.



Please note that you are free to decline to be interviewed and you are also entitled to refuse to answer any particular question you wish not to answer

Please answer all the questions as clearly and honestly as you can

Interview Guide for Municipal Officials

Municipality: _____

Capacity: _____

Date of interview: _____

The purpose of the study will be explained, and confidentiality discussed. It will be explained that notes will be taken during the interview. Permission to use a tape recorder will be requested

1. Is the public happy about service delivery in their communities.?

2. Is the whole community accessing service delivery?

3. How do the following principles promote good governance practices in Mnquma Municipality

- Transparency
- Accountability.
- Participation
- Responsiveness
- Rule of law
- Equity
- Effectiveness
- Efficiency

4. How can good governance principles improve service delivery.

5. How can the following challenges hinder the implementation of good governance in Mnquma Municipality?

- Corruption
- Bureaucracy
- Political interference
- Incompetence
- Delays
- Poor management



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6. Is there any relationship between good governance practices and the following determinants of quality service delivery in Mnquma Municipality?

- Accessibility
- Reliability
- Affordability
- Credibility
- Competence
- Responsiveness

7. In your own opinion what strategies that can be employed by Mnquma Municipality to improve good governance practices as well as service delivery?

8. Are there any programmes which are in place for improving service delivery and governance in the Municipality? If yes can you identify them.

ANNEXURE C: INTERVIEW GUIDE TO COMMUNITY MEMBERS

FACULTY OF MANAGEMENT AND COMMERCE

SCHOOL OF PUBLIC MANAGEMENT AND DEVELOPMENT

Department of Public Administration

My name is **Noluthando Sipuka (201414615)**, I am currently studying towards the attainment of Master's degree (Public Administration) in the Department of Public Administration at the University of Fort Hare. As part of the requirements for this degree, I am undertaking a research study on, **"The Role of Good Governance Practices in Enhancing Service Delivery: A Case of Mnquma Municipality"**. I kindly request your co-operation in responding to this interview guide. Your co-operation and contribution to this academic endeavor will be greatly appreciated as it will assist the researcher in reaching the objective of the study. Please be fully assured that the information collected through this interview will be **ONLY** used for the purpose of this study. Your privacy, anonymity and confidentiality will be strictly observed, guaranteed and protected as you are not expected to reveal your names or any personal information that identifies you as a respondent in this study.


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Please note that you are free to decline to be interviewed and you are also entitled to refuse to answer any particular question you wish not to answer

Please answer all the questions as clearly and honestly as you can

Interview Guide for Community Members

Municipality: _____

Capacity: _____

Date of interview: _____

The purpose of the study will be explained, and confidentiality discussed. It will be explained that notes will be taken during the interview. Permission to use a tape recorder will be requested.

1. Is the public happy about service delivery in their communities.?

2. Is the whole community accessing service delivery?

3. How do the following principles promote good governance practices in Mnquma Municipality

- Transparency
- Accountability.
- Participation
- Responsiveness
- Rule of law
- Equity
- Effectiveness
- Efficiency

4. How can good governance principles improve service delivery.

5. How can the following challenges hinder the implementation of good governance in Mnquma Municipality?

- Corruption
- Bureaucracy
- Political interference
- Incompetence
- Delays
- Poor management



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6. Is there any relationship between good governance practices and the following quality service delivery in Mnquma Municipality?

- Accessibility
- Reliability
- Affordability
- Credibility
- Competence
- Responsiveness

7. In your own opinion what strategies that can be employed by Mnquma Municipality to improve good governance practices as well as service delivery?

8. Are there any programmes which are in place for improving service delivery and good governance in the Municipality? If yes can you identify them.

ANNEXURE D: EDITING CERTIFICATE



The Role of Good Governance Practices in Enhancing Service Delivery: A Case of Mnquma Municipality.



Noluthando Sipuka

CLIENT

03 / 02 / 2021

ISSUE DATE

This document certifies that the above manuscript was proofread and edited for proper English language | Grammar | Punctuation | Spelling and Style by Noel Neville Nyathi, one of our highly qualified Professional Academic Editors who is also a Member of the Professional Editors Guild. The editor endeavoured to ensure that the author's intended meaning was not altered during the review. All amendments were tracked with the Microsoft Word "Track changes" feature. Therefore, the authors had the option to reject or accept each change individually.



Dr Nomzamo Dube

DIRECTOR



Noel Neville Nyathi (MA)

MANAGING DIRECTOR

Imzamo Yami Consultancy enhances the performance of Corporates, Governments, Municipalities, Institutions of Higher Learning and Researchers through Corporate and Academic content creation services which include Social Science Research | Data analysis | Documentation | Copywriting | Proof reading and Editing. We envision to be a leading social science and humanities research organisation providing expert and practical solutions to organisations, municipalities, institutions of higher learning and communities across Africa.