

**THE CHARACTER OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL
LOCAL GOVERNMENT IN MUNICIPALITIES WITHIN VHEMBE DISTRICT
MUNICIPALITY**

BY

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THESIS

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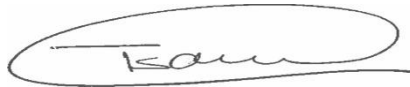
JANUARY 2023

DECLARATION

I, Avhashoni Portia Tsanwani, hereby declare that the thesis titled - **THE CHARACTER OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT IN MUNICIPALITIES WITHIN VHEMBE DISTRICT MUNICIPALITY** - for the Doctor of Philosophy in Public Administration submitted to the Faculty of Management, Commerce and Law (FMCL) at the University of Venda has not been submitted previously for any degree at this or another university. It is original in design and in execution, and all reference materials contained therein have been duly acknowledged.

Tsanwani A.P

SIGNATURE:



DATE: January 2023

Acknowledgement

I give my sincere gratitude to the Almighty God, my Father, the creator of heaven and earth. He strengthened me, gave me courage, and lifted me up when I was in a state of confusion. I saw His grace in a mighty way.

For the development and completion of this thesis, I extend my sincere gratitude to the following people:

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Dedication

This work is dedicated to my spiritual family, Palace of Hope Worship Centre. This is home-sweet-home and a place I will never detach myself from. The only place that gives me hope; when I am down there is lifting of the spirit; it rejuvenates and gives me spiritual bread and water that feed one's soul.

ABSTRACT

The aim of the study was to investigate whether local government in South Africa has the administrative capacity congruent to developmental local governments' mandate. The study outlined the characteristics of administration that qualify local government institutions to be categorized as local government that promulgate developmental mandate of governance. Municipalities within the Vhembe District served as case studies, and these were - Musina, Collins Chabane, Thulamela and Makhado - in Limpopo Province.

The study was grounded in Henry Fayol's Administrative Principles theory which describes management principles that lead to the success of an organization. The reason for choosing this theory is its deductive nature and potential to give room for changes in terms of new data. The principles in this theory make provision for general administrative perspective and serve as instructional tool for an organization.

The research design adopted was normative and focused on the descriptive approach; it utilized a mixed-methods approach which integrated both quantitative and qualitative methods to collect, analyze and interpret data. The mechanisms utilized for gathering data were interviews and questionnaires, based on purposive sampling method. The population was comprised of officials and politicians from district and local municipalities as well as other municipal stakeholders within the Vhembe District. Data generated qualitatively and quantitatively from primary and secondary sources was analyzed by using thematic analysis and Statistical Product and Service Solutions (SPSS), respectively.

The findings show that developmental local government of South Africa lacks the potential to improve service delivery and of ensuring good governance. Therefore, the study recommends re-tooling of developmental local government administration. This process would improve the administrative capacity of local governments in South Africa by detailing the character or position that local government administration units must adopt for their mandate to be realized.

Key words: Administration; Administrative Capacity; Capacity; Character; Development; Local Government; Developmental Local Government

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LIST OF ABBREVIATIONS

AG	Auditor General
CDW	Community Development Worker
COGTA	National Department of Co-operative Governance and Traditional Affairs
DoF	Department of Finance
DPLG	Department of Provincial and Local Government
DPSA	Department of Public Service Administration
IDP	Integrated Development Plan
LGMAO	Local Government Municipality Audit Outcomes
MEC	Member of Executive Council
M&E	Monitoring and Evaluation
MFMA	Municipal Finance Management Act
NDP	National Development Plan
RSA	Republic of South Africa
SALGA	South African Local Development Association
SAMDI	South African Management Development Institute
SANCO	South African National Civic Organisation
SDBIP	Service Delivery and Budget Implementation Plan
SPSS	Statistical Product and Service Solutions
UNDP	United Nation Development Program
VDM	Vhembe District Municipality
WHO	World Health Organisation

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CHAPTER 1

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

South Africa heralded a recent phase of local government transformation through the introduction of developmental local government in 2000 (Nkuna, 2011). Such form of local government dispensation had to be realised within what Nkuna (2011) referred to as a “complex environment” requiring equally, complex ideas and knowledge. The Constitution of the Republic of South Africa 1996 requires that such form of local government should possess an administrative capacity to ensure that the intentions of the government of the day are realised. That is informed by the logic and science propounded by the founders of public administration who elaborated the principles as the accomplishment and enforcement of public policy as declared by the competent authorities (Addison, 2009; Ellis, 2010). Developmental local government is development-oriented; therefore, it requires that municipalities play a vital role in enhancing economic and social development (Vyas-Doorgapersad, 2010). It is a government which is closer to the people, therefore, ensures the wellbeing of every individual within its jurisdiction.

In order for the developmental local government to fulfil such reality, the onus is placed on its administrative unit; Addison (2009); Ellis (2010); and Mfene (2009) explain that this unit is vested with powers to solve problems of the organisation and has techniques of management to carry out the laws and policies formulated by the policy-making agencies of government, hence, public administration is the law in action. It is the executive side of a government and the most indispensable part of the government; the executive, operatives, the most visible side of the government and others see it as top priority in every government institution, worldwide (Addison, 2009). Without such unit, government institutions and all other institutions cannot realise their intended objectives. It is on this basis that the quality of administration remains key to the government’s ability to marshal, develop, direct, and control its human, physical, and information capital to support the discharge of policy directions (Ellis, 2010). Administrative capacity which entails running the machinery of a political or economic

system and translating political and collective will into actions through management and implementation, is indispensable (Addison, 2009; Farazmand, 2009; Maserumule, 2008). Developmental local governments' mandate in the Republic of South Africa requires proper administration and capacity to be realized.

This Chapter 1 of the study is comprised of the introduction and background of the study, a brief literature review, statement of the problem, limitations of the study, aims and objectives of the study and structure of the whole thesis. The introduction and background section introduces the study and states the problem that provoked the research; the research questions raised are prompted by the aims and objectives provided. Concepts that are key to the study are defined and operationalized while limitations to the process of conducting the study and the proposed structure of the thesis are laid out; the conclusion forms the last section of the chapter.

1.2. BACKGROUND OF THE STUDY

Profiroiu, Tapardel and Mihaescu (2013) attest that common challenges in most countries relate to dissatisfactions of people with services they receive from their governments. Political systems of most countries, particularly, on the African continent are faced with very serious challenges in relation to their public administration (Ellis, 2010; Mfene, 2009). Politicians in local government administration across continents are alleged to be placeholders who lack knowledge and understanding of their responsibilities. This is due to high consideration of political affiliation for deployment of individuals which turns a blind eye on meritocracy. This is evident from the number of riots all over countries and South Africa as well. Citizens across the world resort to demonstrating in anger, through strategies they believe could best get attention of the government. Chapter 2, section 17 of the Constitution of South Africa, 1996, confers to individuals the right to protest, however, due to anger and frustrations, people turn their protest to rioting. People are looking for governments that are committed to providing good-quality services. Many nations across the world present peculiar circumstances of multiple flaws in capacity where their public and private sectors, as well as civil society are weak. It is on that light that Vyas-Doorgapersad (2010) reflects on what happened way back in 1950s when Africa started screaming for political emancipation. It is alleged that the colonial powers at the time believed in Africans'

lack of capacity to administer themselves (Profiroi, Tapardel and Mihaescu, 2013). The confirmation of this allegation can be seen in the challenges most African countries are faced with, such as the absence of skills, knowledge, and experience to run their local governments.

In South Africa, the ushering of democratic government in 1994 has seen the creation of a controversial national government which cares less about the majority of the population (Thornhill, 2008; Vyas-Doorgapersad, 2010). Black South African mainstream population have been marginalised and not included in the budget of local governments. The situation has been exacerbated by policies and regulations of the country which have denied black people the right to express their concerns, and that has contributed to their failure to raise their voices (Thornhill, 2008). Formerly, the issue of scarce resources was never a serious concern, since those who were regarded as worthy to get services, meaning white minority in urban areas, were satisfied (Vyas-Doorgapersad, 2010). This is confirmed by the statement uttered by Naidoo (2009) when trying to give a clear picture of South Africa by comparing the total population the country has to serve today with the percentage of the population the country used to serve by then. It is alleged that South Africa used to provide services to ten percent of the population, but now it is expected to meet the raise in demand of hundred percent of the population (Naidoo, 2009). As a result, the country is suffering from administration constrains, particularly, in the area of service delivery.

The residential segregation and compulsory removal of black people from white-owned municipalities prior 1994, severely contributed to the challenges the country is faced with, as majority of the black people lack knowledge and expertise to run local governments (Nzewi, 2013). Former municipalities and new municipalities that were born out of democratization in South Africa are encountering lot of challenges as they lack experienced staff and councillors (Thornhill, 2008). Municipalities by then in South Africa were managed and concentrating on few or minority group of people than the newly established municipalities which are meant to serve the whole country (Khambule and Mtapuri, 2018). This simply means that the then democracy or government by people, was designed and catering for the small group of people which are whites. This is evident from the poor implementation of South Africa's comprehensive legislative framework aimed at responding to service delivery matters and all other issues pertaining to government (Kgomo and Swart, 2010). In the South

African Legislative Framework, according to the Constitution of the Republic of South Africa, 1996, local government is charged with administrative responsibility to ensure that economic and social conditions contribute to the welfare of the citizen. This necessitates the creation of employment opportunities and delivery of basic services, such as water, sanitation, local roads, storm water drainage, refuse collection and electricity by municipal institutions.

The first autonomous local government election which marked the finalization of transformation process in South Africa took place in 2000 (Nkuna, 2011). The newly-established municipalities which disregard racial differences, focused on the utilisation of skilled human, technical and financial assets for the realization of developmental local government mandate of South Africa which, however, the country seems to have not yet attained (Vyas-Doorgapersad, 2010; Nkuna, 2011). The rise of service delivery protests in the Vhembe District, with reference to the municipal demarcation issues from 2015 to 2018, and the very big scandal of money looting in VBS (Venda Building Society) Mutual Bank which involved municipal executives, it can be concluded that proper administration as an integral part of development and performance of the organization, is still lacking.

1.3 Context of the study

Municipalities within the Vhembe District, an area in Limpopo Province, South Africa, are perfect examples of local governments encountering challenges. The rationale for choosing this area for this study, is that the research of this nature, where focus is on the character of administrative capacity that can make developmental local government realised, has not yet been conducted within the area. The area could maximize its socio-economic development and grow its economy due to its historical background. Vhembe District Municipality is found at the northern part of Limpopo Province, separated from Zimbabwe by Limpopo River which passes along the border (Limpopo Department of Economic Development, Environment and Tourism, 2017). The district is comprised of four (4) local municipalities, namely, Musina, Collins Chabane, Thulamela and Makhado.

The area is rich in agriculture and mining. Agriculture is more concentrated at the western part of Thohoyandou town and mining more concentrated at Musina Local

Municipality next to Beitbridge, Zimbabwe-South Africa border (Limpopo Department of Economic Development, Environment and Tourism, 2017). Venetia Mine is one of the biggest mines in the area and is located under Musina Local Municipality (Limpopo Department of Economic Development, Environment and Tourism, 2017). Mineral deposit areas are found throughout the district in four (4) belts; Musina and Makhado local municipalities have also been identified as Special Economic Zones because of agricultural plantations, mines, and natural heritage such as Mapungubwe, Fundudzi and Dzata Ruins (Limpopo Department of Economic Development, Environment and Tourism, 2017). Coal mines have been discovered at Makhado Local Municipality in an area called Nzhelele- Mudimeli, 36km north of Makhado Town.

Figure 1.2.1

Vhembe District Municipality Map



Source: www.vhembe.org.za

1.4 PROBLEM STATEMENT

Since the adoption of the notion of 'developmental local government' in South Africa, no positive results congruent to the intentions have been yielded. This is evidenced by various studies from different angles, such as a study by Nkuna (2013) which found

that the notion of developmental local government in South Africa is not achieving its objectives. Vyas-Doorgapersad (2010) support that by attesting to local governments' lack of adequate capacity to plan strategically, to translate strategic plans into budgets, to engage civil society effectively in the planning process and inability to manage the implementation of strategic plans. Similarly, Mfene (2009) highlights lack of skills at the local sphere of government, lack of integrity, as well as weak interpretation and coordination by the national, provincial, and local spheres as some of the challenges. This poor performance is despite the pieces of legislation that have been put in place to ensure that the mandate is realized.

As late as 2018 /2019, the Auditor General, while presenting the Local Government Municipal Audit Outcomes, lamented the bad condition of local government in South Africa (Auditor General, 2019). The Local Government Municipal IQ Reports (2019) reflect the increase in municipal protests related to service delivery issues. The Report on Local Government Turn-Around Strategy of 2009 had reflected on the bad state of South African Local Government. These reports pose questions on the availability of administrative capacity to implement the developmental mandate of local government.

Lack of competent employees and opportunity to recruit new skills, lack of understanding of the concept of developmental local government as well as non-acceptance of the concept within the community, are negatively impacting service delivery by local government (Nzewi, 2013). Local governments throughout South Africa are facing crises which are totally incongruent to developmental principles, therefore, the quality of basic services in South Africa seems to be compromised. Reports about corruption have become a daily narrative in local radio stations and television news. Protests in this country have become a normal phenomenon due to problems ranging from adversarial audit findings to poor service delivery and community instability.

The Vhembe District Municipality area is among those that are suffering the same fate. The district has, among other problems, experienced protests due to poor service delivery to financial scandals such as the reported Venda Building Society (VBS) mutual bank scandal, which also involved municipal executives, and resulted in the bank's collapse. The question that is being asked is whether there is enough administrative capacity to deal with these challenges in local governments. This is

followed by others, such as - *If administrative capacity is there, is it playing its role? What evidence is there to attest to adequate administrative capacity of the country's developmental local governments? What are the characteristics of a developmental local government?*

1.5 AIM OF THE STUDY

The aim of the research was to investigate if local governments of South Africa have administrative capacity that qualifies this sphere of governance as “developmental local government” and to determine whether the country has the potential of realising the developmental local government mandate. The research, therefore, interrogated the state of local governments of South Africa to ascertain whether they fully comprehend what the notion of developmental local government is.

1.6 OBJECTIVES OF THE STUDY

To realise the above-mentioned aim, the following research objectives were pursued:

- To determine the state of administrative capacity of developmental local government in municipalities within Vhembe District,
- To establish the extent of the implementation of developmental local government mandate in municipalities within Vhembe District,
- To develop a model that could enhance the administrative capacity of developmental local governments.

The study intended to determine the state of administrative capacity in municipalities within the Vhembe District, thereby, identifying administrative issues that are affecting the performance and realization of the mandate of developmental local government. Mechanisms that could be used to address these issues are suggested through the development of a model. The study focuses on administrative capacity of these municipalities as it is the main role player in ensuring that quality service delivery is rendered in local governments (Khambule and Mtapuri, 2018). The recognised administrative principles serve as the criteria to measure the extent of the

implementation of developmental local government mandate of South Africa, particularly, in Vhembe District Municipality.

1.7 RESEARCH QUESTIONS

The research intended to answer the following questions:

- What is the state of the administrative capacity of local governments in municipalities within Vhembe District?
- How do municipalities in Vhembe District implement developmental local government mandate?
- What working model could be adopted to deal with weaknesses in the administrative capacity and in implementing developmental local government mandate?

1.8 JUSTIFICATION OF THE STUDY

Most municipal workforce in South Africa comprises of semi or unskilled labour-force who has been historically denied access to training and personal development opportunities and alienated from the communities they serve (DPLG, 2008). In many municipal administrations, hierarchical grading systems and narrow job definitions have resulted in de-skilled jobs at the frontline level (Naidoo, 2009). This combined with inadequate training, lack of opportunities to influence job content and organization and poor management practices, have resulted in a demoralized and inefficient workforce (DPLG, 2008). Poor staff qualifications pose serious challenges, therefore, skills upgrading in several areas, notably - municipal management, municipal finance, corporate services, technical services, and strategic and development planning - is required. The current advanced service delivery methods concomitant with the restructuring of internal work environments have resulted in an increase demand for specialized skills (Vyas-Doorgapersad, 2010). All these challenges have had a negative impact on service delivery and the notion of developmental local government.

Municipal institutions seem to be overlooking the issue of administrative capacity in their institutions (Vyas-Doorgapersad, 2010). This is evident in their hiring processes, where municipal managers are not hired based on merit but allegiance to the political parties to an extent that cadre deployment is preferred even in lower positions

(Khambule and Mtapuri (2018). Some of the challenges with cadre deployment is that most people hired under this provision are found not to be suitably qualified for the positions they occupy.

The challenge of maladministration and poor service delivery in the Vhembe District Municipality is complex as it involves factors like leadership, capacity, transparency and accountability protocols (Gqamane and Taylor, 2013; Naidoo, 2009). Reports by the Auditor General of South Africa indicate problems where billions of rands of unauthorised, irregular, fruitless and wasteful spending have become a norm in provincial and local governments (Nzewi, 2013). This was confirmed by the consolidated reports from the Auditor General (2012) that indicated that many municipalities are underperforming. This is more evident in crucial services which are identified as being responsible for high levels of unauthorised, fruitless and wasteful expenditure, irregular awarding of contracts to municipal officials and councillors and missing contract documentation. Efficient service delivery and human capital development go together. Good service delivery is when public goods and services are rendered to the expectations of citizens, as quickly as possible; proper administration is a key ingredient for this to happen (Naidoo, 2009).

This study uncovered administration deficiencies that affect performance and development of local government and suggest mechanisms that could be put in place to address these challenges. In the study, was investigated the nature of administrative capacity of local municipalities in the Vhembe District and suggested some recommendations to ensure that relevant knowledge and skills are deployed to every unit for effectiveness in the provision of services to the community.

The administrative theory framework aligned to pragmatism paradigmatic notions, was utilized in establishing the role of administrative capacity, in the implementation of developmental local government mandate. The study adds to the literature on Public Administration in relation to the management and administration of local governments as a hub of governance. Such information, therefore, is significant in building capacity, locally, nationally, and internationally.

1.9 DELIMITATIONS OF THE STUDY

The research concentrated more on the administrative capacity of developmental local government, and it was conducted in the Vhembe District, Limpopo Province, South

Africa. The population of the research comprised of officials from - the district, all local municipalities (Thulamela, Collins Chabane, Musina and Makhado) and other municipal stakeholders.

1.10 LIMITATIONS OF THE STUDY

During the process of the study, certain limitations were identified as follows:

- **Limitations related to data collections.**

During data collection, financial constraints posed very serious challenges. Research funds were granted only at the end of the second year, in October 2020; this made moving around for data collection, before this period very difficult and almost impossible. Financial constraints affected even the third level of the study. The researcher could not afford to buy necessary equipment or pay for research assistants.

- **Limitations related to participants in the study**

According to the research proposal, interviews were meant for local government senior officials only, however, securing time with them was a challenge as they claimed to be always occupied with their office work. Officials' attitude also posed some challenges; some went to the extent of shouting at the researcher to avoid interview sessions. Data generation was also through questionnaires; however, some questionnaires were not returned, and other participants complained of not understanding the reason for completing the questionnaires. Conducting interviews on sensitive issues that involve competency, skills, and knowledge in sensitive institutions like municipalities, and on the administration of human lives, give rise to ethical questions regarding confidentiality of information. Officials were very hesitant to discuss issues that might expose their and others' inability to render duties they were hired for. Respondents of this study, in line with ethical research requirements, were assured of the confidential nature of the research, however, they were still reluctant to talk about the weaknesses of their institutions. There were some respondents who requested to be given time to first go through the questionnaires and when time was due for the researcher to have interview sessions with them, however, they later declined, citing fears of possible victimisation.

1.11 OPERATIONAL DEFINITIONS

This section deals with core terms or concepts and how they are contextualised in the study. These concepts are identified below, and a brief explanation of each term is provided:

Administration: This is a unit of the government whereby members of the public are provided with goods and services with the aid of administrative and generic functions; it serves as a guide that gives direction and management to the institution (Nkuna, 2013). Van der Waldt, et al., (2018) identified this unit of governance as the one that holds all the powers to steer the government's action, hence, execute and operate in the most visible manner in the state. The unit has the responsibility to execute activities through persons working with common objectives; there is no institution or organization that can operate in the absence of an administration unit. The significance of this unit is likened with an engine of an organization; it is its indispensable part that determines its success or failure (Ellis, 2010). Without proper administration, an organization is doomed to fail. The definitions of both Nkuna (2013) and van der Waldt (2018) are adopted for this study.

Capacity: The term 'capacity' is interpreted as an available pool of resources (mainly human) to affect an organisation's mandate (Naidoo, 2009). It is a term which is related to issues of human resources' ability, to apply knowledge and skills to achieve goals (Tankha, 2009). It is, therefore, imperative for developmental local government to have enough capacity to fulfil its developmental mandate. Capacity in this study referred to the ability to pursue and implement developmental mandate through relevant individual competencies, collective capabilities, and overall system's ability (Schoburgh, 2014). Capacity enables individuals to perform to a level that is expected of them; without it, performance results are poor and organizational development suffers, hence, it is crucial in administration as it determines the quality of an organization. A capable organization is able to progress. The success of every organization lies in its skills and knowledge, showing the urgency in ensuring capacity in administration in local government.

Administrative capacity: According to Ellis (2010) and Farazmand (2009), administrative capacity cuts across every discipline as it entails running the machinery

of political and economic systems; administrative capacity is the ability of the government to develop and deliver services (van der Waldt, et al., 2018). This concept can simply be understood as the ability to govern a nation, its economy and its institutions and to lead and manage the public. Local government is the sphere of government charged with the responsibilities to lead and manage its citizenry. This is only possible through capable administrators who are willing and committed to serve the public with the skills and knowledge of developmental local government policies and principles (Addison, 2009; Tankha, 2009). Sustainable administrative capacity is achieved by constant upgrading of human capacity that will enable workers to stay abreast with changes and developments.

Proper administrative capacity can take care of the wellbeing of its beneficiaries by means of providing quality goods and services, however, this can only be achieved through appropriate human capacity in government institutions, for instance, local government (Naidoo, 2009). Appropriate human resources, in every government institution, are the ones who are skilled, knowledgeable, and competent in the jobs they are hired for and that leads any organization towards achieving its goals. Administrative capacity is a latent unit, therefore, this study adopted administrative principles as guides in investigating the character of administrative capacity essential for developmental local government, in South Africa (Addison, 2009).

Character: The term ‘character’ in the context of this research is a distinctive quality of an institution or organization; character portrays the distinguishing features of an organization (Ramodula and Govender, 2021). The study, thus, investigated the aggregate of features and traits that form the nature of local government. This is a combination of both environmental, institutional, and individual capacity, that was interrogated to find the characteristics of local government of South Africa. The study was prompted by the consistent failure of municipalities as the primary role players of social and economic development in the local sphere of governance. The character of a developmental local government is signified by its ability to develop its own economic policies that promote social wellbeing; ability to determine its destination, develop, implement, and monitor strategies to accomplish its constitutional mandate or vision (Schoburgh, 2014).

Development: This term can be defined as a way of improving a phenomenon, in this case, human lives, by raising their levels of living, creating conditions conducive to the growth of their esteem and by providing people with vast opportunities to choose from (Kroukamp and Cloete, 2018). Development is evident when positive changes take place through, for example, independent and consultative practices, through ascertaining as accurately as possible, and acting on what is good for people in a particular circumstance, and the identification of constraints and opportunities and dealing with them. Development takes place in a person after the acquisition of knowledge, skills, insight, attitudes, values and working habits (Chapter L3. 1(b) of the Public Service Regulations, 1994). The process results in capable workforce and competent implementers of developmental policies and regulations.

The process of development involves graduated positive change in economic, social and political dimensions of a country (Schoburgh, 2014). Development involves 'doing' and 'being'; it involves 'doing' where emphasis is usually placed on designing and managing programmes and projects to bring about visible and significant changes in the circumstances of people; and it involves 'being' in the sense that it aims to increase the capacity of people to influence their future (Nkuna, 2011). Development does not take place in vacuum, but through human capital; development and economic growth of an organization lies on its capable workforce.

Local Government: This is one of the three spheres of government which are charged with administration processes (Abdule and Muturi, 2018). Local government is the sphere of government which is very close to the people and therefore, expected to be very responsive to the matters of the community. It is the public administration of a demarcated local area that is accountable for the basic needs of the community. Local government is the sphere of government which comprises of three categories of municipalities - single tier metropolitan in urban areas, two tier system of district and local municipality, covering both urban and rural areas, which share statutory, and administrative authority for their area (van der Walddt, et al., 2018).

According to Section 151 (3) of the Constitution of the Republic of South Africa 1996, the local government sphere of governance has the right to govern on its own initiative pertaining to its subjects. It is assigned to promote social and economic development within its jurisdiction. Local government is a lower tier of government responsible for

bringing political stability, promoting democratic governance and improving service delivery through transferred powers from national or central government.

Developmental local government: Developmental local government is a government which is development-oriented; a system of sub-national government mandated to design and implement policies aimed at increasing local economic growth aimed at positive social transformation of the lives of residents in a sustainable way (Schoburgh, 2014). In terms of the White Paper on Local Government (1998), developmental local government is committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic, and material needs for the improvement of the quality of their lives (Streib, William and Waugh, 2019). Local government is the domain assigned the responsibility of being the agents of economic development, therefore, expected to be the focal points of economic growth, and should be able to adapt to several influences that emanate from the environment (Maserumule, 2008). Municipalities are faced with the task of improving quality of basic services to be rendered to citizens as they are the government closer to the people.

1.12 STRUCTURE OF THE THESIS

This chapter concludes by providing the structure of the whole study which is comprised of the following chapters:

CHAPTER 1: INTRODUCTION AND BACKGROUND OF THE STUDY

The chapter provides the introduction of the study and further elaborates on the background information. Detailed also are - the problem statement, the aim, objectives, research questions, justification of the study, delimitations of the study, operational definitions, structure of whole thesis and the conclusion.

CHAPTER 2: CONTEXTUALISATION OF ADMINISTRATIVE CAPACITY

This chapter provides the theoretical framework on administrative capacity. The discussions focus on a general overview of administrative capacity in an organization, particularly, a local government.

CHAPTER 3: LINKING ADMINISTRATIVE CAPACITY TO DEVELOPMENTAL LOCAL GOVERNMENT

Chapter 3 is composed of - an overview and character of development in local government, a review of local government transformation era, capacitated administration in developmental local government, recruitment process appropriate for the entity, followed by a conclusion.

CHAPTER 4: THE STATE OF ADMINISTRATIVE CAPACITY ON LOCAL GOVERNMENT

The chapter presents literature on peculiarities of developmental local governments, the current state of their administrative capacity and challenges in South Africa. This is followed by an outline of administrative principles in developmental local governments; mechanisms to enhance their capacity for development and a conclusion of the chapter.

CHAPTER 5: RESEARCH DESIGN AND METHODOLOGY

Details regarding the methods used for investigating administrative capacity in developmental local government are given in this chapter. The following concepts are also elaborated upon in this chapter - research paradigm, population of the study, study area, data collection, validity of data, reliability of data, data analysis, ethical considerations and conclusion.

CHAPTER 6: DATA PRESENTATION, ANALYSIS AND INTERPRETATION

The chapter presents the data collected from Vhembe District and its four (4) local municipalities, namely, Collins Chabane, Thulamela, Musina and Makhado. The collected data was analysed, interpreted, presented as well as the results' implications on developmental local governments.

CHAPTER 7: CONCLUSION OF THE STUDY AND RECOMMENDATIONS

This chapter summarises the research findings, provides a conclusion and recommendations in relation to the research problems of the study as well as suggestions for future related research.

1.13 CONCLUSION

The study intended to reveal the state of South African municipalities by identifying the character of administrative capacity in developmental local governments. From the year 2000, South Africa local governments have adopted a developmental form which prompted the researcher to investigate the contemporary character of the municipalities' administration capacity. For this purpose, a definition of 'developmental local government' is given along with its identifying features and qualities attached to it and through this definition the study examines South African local governments' administrative capacity to carry out the mandate attached to the concept. All the chapters in this study are fashioned in a manner that they respond to the characteristics of administrative capacity in developmental local government, in line with Section 1.11 above. The next chapter will present the theoretical framework of administrative capacity.

CHAPTER 2

THEORETICAL FRAMEWORK OF ADMINISTRATIVE CAPACITY

2.1 INTRODUCTION

The chapter examines the theoretical framework of administrative capacity. It gives a general overview of administrative capability in an organization, particularly, in local government institutions. Henri Fayol's theory of fourteen management principles in an organization is deliberated upon throughout the chapter. The principles were used to theoretically interrogate the character of administrative capacity in developmental local government around issues like, service delivery, stakeholders' response, and perceptions around activities in local government which serve as a gauge for the level of satisfaction or dissatisfaction of the citizenry. The expression of dissatisfactions or satisfaction of citizenry serve as evidence of either poor or quality service delivery.

The chapter sought to give clarity on what administrative capacity of developmental local government is all about. The sections covered are - theoretical conceptions of administrative capacity and developmental local government; description of Fayol's fourteen administrative principles theory; historical overview of South Africa local government; role of administration in a developmental local government; effects of administration incapacity in a developmental local government as well as factors that contribute to development of local government and a conclusion.

2.2 THEORETICAL CONCEPTION OF ADMINISTRATIVE CAPACITY

The concept of administrative capacity is derived from the word 'administer' which means 'govern' (Streib, William and Waugh, 2019). Administration is a governing unit which is indispensable in every institution, whether public or private (Farazman, 2009). It serves as the backbone of an organization, therefore, requires capable workforce that would be able to implement administration activities to ensure that government policies are realized. It is the ability to marshal, develop, direct, control its human, physical, and information capital to support the discharge of its policy direction, hence, has a great impact on the performance of the organization as the unit responsible for decisions-making and other auxiliary functions (Naharuddin and Sadegi, 2013).

Administration is an integral part of the organization (Addison, 2009) which determines good or bad performance.

The term 'capacity' from Addison (2009)'s definition is the ability to govern, while 'administration' refers to the government of a country at a particular time. In this context, 'administration' means leading and managing, whereas 'capacity' is being able to anticipate change; develop programs; attract, absorb, and manage resources; evaluate activities and apply learnt lessons to future activities (El-Taliawi and Van der Wal, 2019). Human resource that possesses all these elements is deemed capable to administer.

Administrative capacity refers to local governments' capacity to govern communities; in other words, it is the ability to govern (Ricciuti, Savola and Sen; 2019). The term 'capacity' simply means ability to do something (Addison, 2009). Administrative capacity is a latent unit that cannot be measured without consideration of its output (Addison, 2009), thus, elements such as - effectivity, efficiency and clientele satisfaction - can serve as evidence of capability of a particular institution (Ellis, 2010). Poor performance implies weak administration, and weak administration affects development of an organization. A capable administration is able to influence its human resources to perform their mandate, hence, the nature of service delivery serves as the basic indicator of the quality of administration in a local government (Hacek and Baclija, 2009). Adequate capacity is a key factor in the success of local economic development strategies.

Administrative capacity is a core variable in policy implementation process which is used to implement policies to shape administration of local government (Addison, 2009). According to the National Capacity Building Framework (2012) and Vyas-Doorgapersad (2010) for a government or the state to accomplish its developmental mandate, focus should be on three core elements of local government - individual capacity, institutional capacity, and environmental capacity. All these factors make a direct contribution to the development of local government, by working hand in hand, as the existence of one, influences the functioning of the other; the absence of one, therefore, disturbs the performance of the other elements as they do not operate in isolation. Koma (2010) concurs with such identification of these operating elements by equating them to access to tangible resources such as human, financial, or material

that possess knowledge and skills to implement policies and are able to deliver goods and services. Koma (2010) further mentions that the presence of capacity can be manifested through intangible objects, such as commitment of individuals in the executions of their duties and leadership abilities to implement policies and deliver services to the community. Clarification of such dimension can be further understood through the discussions of each element below.

2.2.1 Individual Capacity

The first element identified by Schoburgh (2014) is individual capacity which is defined as the capability of staff members in relation to the qualifications, experience and competence (knowledge, skills, and attitude) they possess. The success of local government depends on staff who is competent enough to carry out their specific jobs. Staff with relevant qualifications, knowledge and skills performs their job with ease and are able to lead an organization in the right direction (Auriacombe and Greyling, 2015). The attitude of the staff is also determined by what qualities they possess, particularly, around knowledge and qualifications. People who have relevant qualifications and knowledge have a reason for going to work and are able to fulfil what they are expected to do. Education and training play a vital role in organization as they increase the potential of individual staff to perform better, therefore, local governments that have qualified, competent and knowledgeable staff, are bound to deliver quality services to the nation (Koma, 2012).

The human factor plays a major role in boosting the capacity of an institution, this is of particular importance when it comes to public institutions. Kenova, Anguelov & Nikolova (2019) noted that compliance with legislation matters the most and this needs human capacity to implement policies and programs of the organization. Human resource is the most important aspect of every successful institution, explaining why human resource need to have qualification, skills, and experience of what they are hired for. The effectiveness of an organization lies on its human resource management. The need for enough qualified and competent staff in public institutions is urgent, especially in local government because that is where the lives of people should be taken care of. Lewin (2014) concedes that human resource provides the basis for an organization to achieve sustainable competitive advantage. Since organizations are operating in a dynamic and competitive business environment, they

need to develop strategies to acquire and retain a competent workforce. In every organization, human asset is crucial and in order to get an efficient and effective result from human resource, education and training is vital. Competent individuals are those that possess knowledge, skills, abilities, and behaviours that enable them to carry out their duties (Maseremula, 2008).

Individual capacity is accumulated through education, training, experience, networks and values and they are manifested through knowledge, skills, attitude, and behaviour (Koma, 2010). Organisations that are composed of professional and appropriate, knowledgeable, and skilled leadership are bound to succeed. Exceptional leadership determines the development of the organization, so well-resourced organizations in terms of individual capacity are able to facilitate the realization of their objectives (Coetzee, 2010). Professional individuals in leadership position do not have any difficulties in taking initiatives, intervening in matters that determine development of the organization and can effectively and efficiently interpret policies and programmes necessary for the growth of the organization (Coetzee, 2010). Every individual in an organization should be positioned in places where their skills and knowledge would be realized so people in organizations should be hired in relation to the skills they possess. Kroukamp & Cloete (2018) maintain that the urgent requirements from human capital in an organization are reputation, experience, expertise, and knowledge. All these are key managerial competencies that qualify a human capital to carry out his or her work, therefore, poor administrative skills and knowledge impede the success of the process of development of an organization. Developmental local government is recognized by its ability to implement policies, rules, and regulations in administration for the wellbeing of the communities.

2.2.2 Institutional Capacity

The second element identified is institutional capacity which in this study refers to local governments' aptitude or lack thereof in performing their mandate. Local governments are composed of different structures which enable it to function and deliver services to the community (Nkuna, 2011). Local government is an institution which is very significant as it is the only one operating closely with people (Auriacombe and Greyling, 2015), and when capacitated enough, is able to respond effectively, efficiently and accountably to the needs of the community. Capacitating local governments also means providing it with qualified staff or individuals who are able to carry out all institutional duties.

Institutional capacity can be understood as the potential that an organization possess which is evident through the availability of human resources, strategic leadership, organisational purpose, institutional memory, internal confidence, partnerships, intergovernmental relations and functions as well as infrastructure and financial assets (Koma, 2010; Auriacombe and Greyling, 2015). This is evident when management within such municipalities is able to translate resources into performance, able to make use of opportunities around them to fulfil the tasks for budget and able to control staff and daily operational activities. Leadership serves as an overseer, a guide to management system and ensures synergy between different management units (Feyisara and Fesuan, 2018).

For the municipalities to fulfil the constitutional obligation, they should ensure that institutional capacity is continuously strengthened, systems and structures are firmly put in place and periodically reviewed with a view to adapt to changing conditions and circumstances and that resources are allocated to effectively and efficiently deliver public services (Ndevu and Muller, 2017). Local government should discover, apportion and apply best practices in areas such as service delivery, human resources, institutional systems and policies pertinent to the local sphere of government. Shava & Hofisi (2017) assert that, for public administration to survive the disruptions likely to be caused by the Fourth Industrial Revolution, public officials should be skilled and knowledgeable to survive all the rapid changes that take place every day; it must be innovative enough to embrace developments. Improvement of the capacity of government institutions should always be prioritized and this can be achieved through

professionalization and de-politicisation of such institutions, as well as the abandonment of the cadre deployment process (Kroukamp and Cloete, 2018). Overlooking highly-qualified and competent officials for appointment will never do any good for the government.

The success of an institution depends on the type of resources the organization possesses. Hiring of unqualified staff, especially, at senior level, failure to retain staff, hiring of incompetent and undisciplined staff, situations of unfilled vacancies and insufficient staff are detrimental to the organization (Siddle and Koelble, 2016). Kroukamp & Cloete (2018) elaborated on the issue of improving professional skills of local government officials as a strategy to enhance institutional capacity. Professionalisation of local government institution will result in improvement of service delivery and quality of governance for an increase in professional knowledge and skills of municipal officials facilitate the implementation of regulations and programs of an institution. This is evident when the institution is able to show ability in long-term visioning and planning, able to manage its finances, able to engage the public in government matters and have capable human resource; administrative capacity, hence, is responsible for policy success and economic performance (El-Taliawi and van der Wal, 2019; World Bank, 2018).

Capable developmental local government is able to account for its fiscal and legal responsibilities (Siddle and Koelble, 2016). Administrative capacity of local governments is also manifested through their ability to raise revenue from all its resources and to enforce contracts and property rights (Ricciuti, Savola and Sen, 2019). Such capacity is the main contributory factor to the development of the state therefore, its lack affects development in a negative way. Ellis (2010) similarly assert that administrative capacity is the main hub of economic development of the state, as the extent to which local government deliver quality services to the community depends on the amount of capacity it possesses. Availability of administrative capacity of local governments promotes the delivery of effective and efficient public goods and services to the people.

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2.2.3 Environmental Capacity

The third element identified was environmental capacity which refers to the potential, of structures and factors outside local government's formal structures, to impact performance. According to Schobur (2014) these types of structures are essential as they may influence local government performance; strengthening such structures is, hence, crucial as they are contributing factors to local government activities since they make the environment conducive to local government operations. These structures and factors cannot be ignored or downplayed; examples of such elements are - the socio-economic conditions, demographics, geography of the location, non-municipal infrastructure and resources, as well as the natural and mineral wealth (Auriacombe and Greyling, 2015). All these elements identified in this dimension can be of great significance in local economic development; their contributions are determined by individual and institutional capacity. Individuals who are competent and qualified know what to do and how to do with whatever is within their jurisdiction. Capacitated individuals are able to relate well with all external structures for the development of local government.

Environmental capacity is the potential and competency within the municipalities' jurisdiction, but outside their formal structures; these include socio-economic and demographic composition of the population, the political, legislative and social capital within communities and natural and mineral resources available (Koma, 2010; Auriacombe and Greyling, 2015). Non-supportive environmental factors can be related to weak economy, poverty, unemployment, unfavourable geographical areas of jurisdiction, increasing indigent populations and lack of social cohesion (Siddle and Koelble, 2016). A weak economy relates to areas which are unable to generate capital on their own. Such a challenge affects municipal local economic development as they are poverty stricken and unemployment rate becomes unreasonably high. Areas which are too big may also become a challenge to the municipal as rendering services there may not be easy, due to insufficient resources.

Capacitated human resource can be effectively utilized. One of the core roles of the Public Service Commission (PSC) is to review the manpower structures so that remedial interventions could be made for any rationalization and the maximum utilization of human resources in public organizations (Adam and Suleiman, 2018). A

capacitated human resource facilitates proper career planning and development in local government as it is able to work in collaboration with other relevant institutions for improvement of service. Capable local governments can perform duties assigned to it by the Constitution of the Republic of South Africa, 1996, therefore, guarantees the functionality of developmental local government. Local governments which are capacitated are able to implement policies and utilize whatever resources available for local economic development, effectively and efficiently (Tshishonga, 2019). Local governments need qualified and competent people who are able to implement government practices for the promotion of economic growth.

2.3 LOCAL GOVERNMENT AS A DECENTRALISED GOVERNMENT INSTITUTION

The term 'decentralization' is explicated as a system at the national or central sphere of governance, which has granted the local sphere of governance all powers, freedom and responsibilities to govern its local people (Binza, 2010). This system provides municipalities with responsibilities to lead, govern, administer and manage the government in action, in particular, the executive, the operative and the most visible parts of government (Mfene 2009). The notion means that the national administrative powers of government have been devolved to the local spheres of government (Abdule, Muturi and Samantar, 2018). Local government is a sphere of government closest to the people and vested with all powers to take charge of these people's needs (Asha, 2014). Administration at local government stems from the devolved powers of the central government which came as a response to the incapacity of the central government to reach out to the whole nation (Abdule, Muturi and Samantar, 2018), therefore, capacity is the core element required for the functioning of local municipalities.

Local government administration, charged with crucial responsibilities to serve people and strive for their development (Schoburgh, 2014), ensures that it combines all the necessary processes associated with policies, finances, personnel, organization, procedures and control to discharge these responsibilities (Mfene, 2009). For the best fulfilment of these crucial activities, however, requires knowledge and skills of individuals (Ellis, 2010).

The type of administration in a local government determines its success or failure (Jreistat, 2018). Most of the democratic countries have resorted to decentralized

system of administration or government as the system is seen to be more effective than any other system of governance, if it is well utilised. According to Khambule and Mtapuri (2018) local government sphere of governance is charged with crucial responsibilities as these determine the success or failure of a state for the ability to run the country is drawn from its local government sphere. The system enables administration to run independently without any interference from national government, so in that context, attention has to be paid to the administrative capacity at the local government level.

The success of local government is evident when services are rendered to the satisfaction of the citizens (Siddle and Koelble, 2016). Local governments are regarded as the core part of government in a country as it is the government closest to the ordinary people (Vyas-Doorgapersad, 2010). Capacity to render services and ensuring the smooth running of the nation is the responsibility of local governments, hence, their capacity to effectively administer their mandates is crucial and guarantees the success of the nation (El-Taliawi and van der Wal, 2019). A well-capacitated local government or municipalities is all that a national government requires, therefore, their administrative capacity is indispensable and cannot be undermined or avoided.

Local sphere of government serves as the mediator between people and the government (Thornhill, 2008). People always expect that their needs would be met, and local government is the vehicle that can be best utilized for the realization of such expectations so preferences in local government should be given to the basic needs of people (Abdule, Muturi and Samantar, 2018). In order to fulfil these expectations local governments should be well resourced, as effective service delivery is evident through swift response to the needs of people. The type of service people get from local government indicates the quality of administration the organization has (Greyling and Auriacombe, 2015). Administration serves as an engine of every organization, without which the organization is doomed to failure, for a capable administration can manage and deliver services, effectively and efficiently (El-Taliawi and Van der Wal, 2019).

2.4 THEORETICAL UNDERPINNINGS OF ADMINISTRATIVE PRINCIPLES

The study is grounded on Henri Fayol's (1949) administrative theory which is based on fourteen (14) administrative principles which aim at assisting administrators to manage effectively (Rodrigues, 2001). The theory is among others which describe management principles as processes that lead to the success of an organization. The choice of this theory is based on its deductive form as this study is largely qualitative in nature. The theory gives room for rapid changes in today's world (Farazmand, 2009; van der Waldt, 2017). The principles in this theory remain relevant, active, and applicable in every organization, however, because of developments, some principles undergo some alterations and modifications to suit the current situation (Wren, Bedeian and Breeze, 2002). The principles in this theory provide a general administrative perspective and serve as instructional tools of an organization.

The other theory which underpins this study and complements the administrative theory is the Human Resource-Based Theory. The latter theory portrays the significance of human resource in any organization, classifying it as a very significant source of success (Andrews, Beynon and McDermott, 2016). According to this theory, human resources are channelled by unique practices and operations of their organization, which also determines the type of knowledge, skills and competence the organizations' workforce should possess. The organization's success is determined by the capability of its administration and individuals, for performance of the organizations is subject to its human resource's knowledge, skills and competence which determines its capacity or capability. Capacity is a latent unit which can only be measured through the outputs (Addison, 2009).

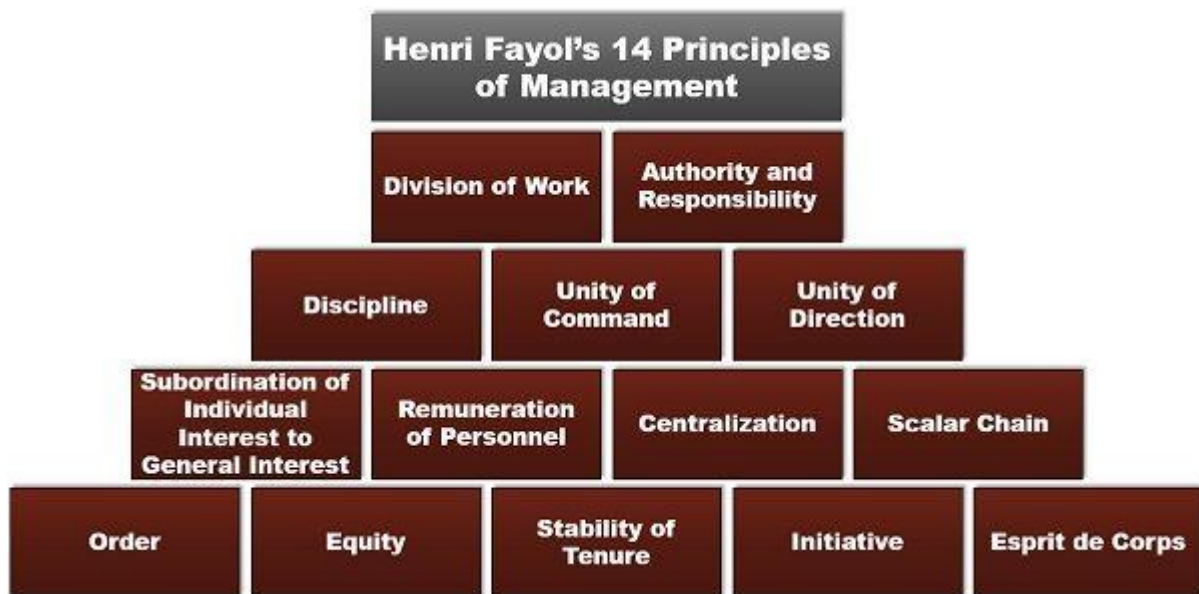
The organization is deemed capable when it is able to apply administrative principles successfully (Mbalamula, Suru and Seni, 2017). Correct application of management principles results in better performance of the organization, in other words, proper implementation of the principles determines good performance, development, sustainability and success of the organization (Adam & Suleiman, 2018). The principles testify that human behavior have an impact on production and performance of an organization (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). We are living in an ever-changing world which requires scientific modification which in turn affect

human behavior. These principles give guidance to human behavior in order for communities to adjust to all the changes in the world.

Addison (2009) and Farazmand (2009) identify the following administrative capacity dimensions that bind the administration's mode of operations, namely, organizational structure, the procedural routines that join institutions together (which can be simply identified as 'processes') and the intellectual capacities of the staff, functions, values, and issues that need close attention and are regarded as 'purposes'. All these dimensions are provided for and can only be realized through the proper application of the administrative principles. These dimensions are elaborated in the sub-headings - Structural, Processes and Purposes - in the paragraphs below (Mbalamula, Suru and Seni, 2017).

The discussions demonstrate the significance and functionality of administrative principles as guides in the investigation of administrative capacity of developmental local government. Henri Fayol's theory provides principles that serve as pillars in administrative framework of an organization such as - division of work, authority and responsibility, discipline, unity of command, unity of direction, subordination of individual interests to the common good, centralization, remuneration of personnel, scalar chain, order, equity, stability of personnel tenure, initiative and *esprit de corps* (Rodrigues, 2001). All these management principles are clearly presented in the diagram below and further discussed.

Figure 2.4 Henri Fayol's 14 Principles of Management



These principles, however, can be best understood through classifications identified by Mbalamula, Suru and Seni (2017) as - Structural, Process and Purpose - which are discussed below:

2.4.1 Structural Dimension

Farazmand (2009) describes the structural dimension as an organizational instrument which is used to achieve administrative goals; this makes provisions for the exercise of power to ensure that things are well rendered. Organizations such as public institutions need capacity to implement decisions, policies, and preferences, constantly (Addison, 2009). Performance of public or private institutions is determined by the manner in which they bring their human resource, particularly, administrative staff into play in pursuit of the different visions and missions for organizational structures determine the methods and guidelines to be pursued (Andrews, Beynon and McDermott, 2015).

Mbalamula, Suru and Seni (2017) identified and grouped together principles that contribute to the success of structural dimension in the organization; these had been identified by Andrews, Beynon and McDermott (2015) as the determinants and enablers of organizational capability. The principles that contribute in the realization of proper organizational structural are identified as - proper division of work, authority and

responsibility, unity of direction, centralization and decentralization and scalar chain. These are fully discussed below:

2.4.1.1 Proper division of work

This principle emphasizes the division of work among employees according to the skills and knowledge they possess, in order to increase productivity in both technical and managerial work (Mbalamula, Suru and Seni, 2017). Members of an organization with specialization can accomplish organizational objectives as experts in the areas they are hired for, hence, the principle recommends specialization over generalization. Andrews, Beynon and McDermott (2015) assert that differentiated management structure enables an organization to execute a range of specialized tasks, effectively and efficiently so it is recommended that an employee must specialize in certain tasks as opposed to generalization (Rodrigues, 2001). A specialized workforce has the ability to run an organization with efficiency, however, not every skill can run every organization, and the same applies to knowledge. Organizations should always be aware of who to hire and for what position as lack of knowledge and skills in a specific area compromises the performance of organizations. Work should be divided among employees who have capacity to accomplish such work as overloading and mis-allocation of work compromise the performance of an organization.

Local government is the main administrative unit of the state, as such, it determines the success of the whole state (Asha, 2014). Compromising activities in Local government profoundly and negatively affect the whole state. Job specialization is more crucial in local government than in other spheres of government. There is no other sphere in government that deals with citizens face-to-face than local governments and their developmental mandate promulgates local economic development (Maserumula, 2008). This process is possible through continues interaction of local government institutions with their local communities.

2.4.1.2 Authority and Responsibility

This principal advocates for managers to be given powers to give orders and instructions to their subordinates (Mbalamula, Suru and Seni, 2017). Managers are authorized to give directives as they are the ones vested with power to take final decisions, although such should be done responsibly. This means that managers should be able to account for whatever actions they take to ensure the smooth running

of the organization; a responsible manager is able to control, command, forecast and plan (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). According to this principle, managers require authority to give orders or have control over their subordinates so that tasks could be accomplished; in addition, they need to exercise authority commensurate with their responsibilities.

All organizations need coordination and control, therefore, formal control systems made up of rules, standards, and norms about behavior of individuals are created to guide, motivate, and evaluate employees' behavior (Wren, Bedeian and Breeze, 2002). Capable administrators are able to control and manage the organization at ease and are aware of the authority vested in them as leaders of the organization. On the contrary, a weak manager who is not knowledgeable enough to exercise the authority and responsibilities vested upon him or her compromises the performance of the organization. Effective operations of administrative systems are determined by the ability of top management to exercise authority, although, the nature of bureaucracy in an organization can also be a challenge (Adam and Suleiman, 2018). Impartiality in the exercise of authority is also a significant contributor to good administration

2.4.1.3 Unity of direction

The theory suggests that there should be a single plan in the organization which is led by one leader who guides the direction of the organization for many plans confuse an organization (Mbalamula, Suru and Seni, 2017). All officials should know where the organization is going and the designed methods to get there. The objectives and the goals of the organization should be clearly set so that staff are fully aware of them and work towards achieving them (Wren, Bedeian and Breeze, 2002). The vision and mission of the organization should assist employees to move in one direction, so an organization should have a single plan which guides all the units or departments in the organization. Departments or single units in an organization may have different objectives but they must all lead towards the achievement of the organizational or central objectives. An organization without objectives and goals is heading to nothing and its sustainability is uncertain (Achinivu, Okwu, Wey, Akpan and Fasan, 2017); although a local government is comprised of so many structures, they should abide by rules and regulations that lead them in the same direction.

2.4.1.4 Centralization and Decentralization

The theory suggests that excessive centralization or decentralization results in an organization's ineffectiveness. This principle advocates for a balance between centralization and decentralization in relation to decision-making purposes (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). If the decision-making process is centralized to only a few people, the organization might be negatively affected as that may delay production. On the other hand, if decision-making process is decentralized to many people, although production might be fast, the organization might be affected as duplication sometimes may occur. Bhasin, (2016) explains that a balance between the two should be sought for the smooth running of the organization. This should be in such a way that upper level managers focus on what is designed specifically for their level, whereas, the lower level managers are responsible for what is designed specifically for them (Rodrigues, 2001). If activities are concentrated in one place, performance is affected and service delivery is delayed.

2.4.1.5 Scalar chain

The principle of scalar chain suggests that communication in an organization should be hierarchical, extending from the highest level to the lowest position in the organization. Permission for horizontal communication should be obtained from superiors if there is a need (Mbalamula, Suru and Seni, 2017). This principle advocates for vertical transmission of information from the highest level of authority to the lowest level or subordinates (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). This form of communication promotes cooperation in the organization and establishes a clear direction. When this process is adhered to, organizational plans are fulfilled without any interruptions and every employee in the organization knows the hierarchical arrangements (Barret and Mayson, 2017).

Currently, the system is now changing and relying on normative integration which promotes socialization of managers, wherein recommendations are on shared goals, values, and beliefs that shape employees' perspectives and behavior, although, the principle remains active (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). A modification of this principle suggests redefining - what is expected of employees, low formalization and implementation of change programs. The principle focuses on reduction of hierarchical elements to the minimum and the creation of a corporate

culture in which the vision of the organization could be implemented by employees with independent thinking and who have the courage to take initiatives, although, hierarchical communications sometimes delay the process (Wren, Bedeian and Breeze, 2002). Employees who are free to air their views and take some decisions on their own perform better and are able to account for their actions.

2.4.2 Process

According to Farazmand (2009), a process is the manner through which things get done. It is determination of the procedures and steps to be followed and instruments used to perform them. Process is part of second-class principles which determine ongoing activities (Mbalamula, Suru and Seni, 2017). The principles under this class are - unity of command, discipline, subordination of individual interests to the common good, remuneration of employee and equity. Each of these principles is discussed separately in the ensuing paragraphs.

2.4.2.1 Unity of command

Unity of command is one of core management functions which ensures that the responsibility of maintaining order in an organization is placed with one person, not many bosses, according to Mbalamula, Suru and Seni (2017). Even if people are performing responsibilities on *ad hoc* teams, there should be one person leading the group who may be the project manager or team leader (Rodrigues, 2001). Staff understand their jobs better when they are taking instruction from one person, for if one person is giving direction, the whole organization will be able to achieve the set goals and objectives. Many bosses may confuse people as the former may not have the same plans, so all team leaders should get directive from the main leader. The principle emphasizes the issue of employees or subordinates taking instruction or orders from single leader not from many leaders as that may lead to confusion.

All the management principles in this theory supplement each other, none of the fourteen principles work in isolation, therefore, violation of a certain principle may affect the smooth operation of the other principles. If, for example, the principle of unity of command is violated, there would be no order in the organization as subordinates may not know whose instructions must be followed from the many bosses they might have

(Achinivu, Okwu, Wey, Akpan and Fasan, 2017). The principle of unity of command may also affect authority as some managers may exercise more powers than others, thereby, discipline will also be affected as some rules and regulations may be violated. In terms of team work, the principle suggests that team leaders be vested with powers to take charge or lead the groups, however, at the end team leaders must report to the manager.

2.4.2.2 Discipline

Organizations require defined rules and procedures aimed at attaining good employee discipline and obedience as no discipline means no progress. Human beings are fallible in nature so without discipline people may turn the very same mistakes into norms, hence, lack of discipline and obedience results in chaos (Uzuegbu and Nnadozie, 2015). People need to be made aware of the consequences of their indiscipline as an organization without discipline cannot be productive. The process of production and service delivery require discipline and obedience.

Lawlessness compromises the value and order of an organization. Every institution needs rules and regulations that would guide its operations, therefore, employees should be made aware of such rules and regulations to promote discipline. Rules and regulations should be well defined so that everyone in the organization may have an understanding of them (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). Employees should be aware of every single item expected from them and disobedience of individuals in the organization should lead to disciplinary actions. Failure of the organization to maintain discipline compromises the success and performance of an organization for discipline adds value to the organization, promotes good conduct of the employees and respect for the organization. Discipline should start from the superiors, for managers who are disciplined enough are able to transfer it to the subordinates and that promotes the smooth running of an organization. Employees should be aware of the measures that will be taken against them as a result of disobedience; discipline is a good instrument of control in any organization (Barret and Mayson, 2017).

Local government is the institution that is meant to serve people, therefore, human resource or administration unit in local government should be disciplined enough to carry out activities that are expected from them, by the citizens. Discipline in local

government should start with the administration so that it flows down to the subordinates.

2.4.2.3 Subordination of individual interests to the common good

This principle suggests that goals of an organization take precedence over the interests of the individuals or groups. The principle requires that an employee sacrifices his or her interests for the good of the organization (Wren, Bedeian and Breeze, 2002). The argument in this principle is that employees should be more loyal to the organization, hence, they should sacrifice their own interest for the sake of the organization. This means employees should value the needs of the organization more than theirs, although, the former should also take into consideration the needs of the employees (Uzuegbu and Nnadozie, 2015).

Employees should feel that their presence in the organization is highly recognized and when this happens they are more productive; this principle is in line with the principle of discipline. When staff do not adhere to the organization's rules and regulations, thereby not considering the interest of the organization, this calls for disciplinary actions. This principle calls for employees who are fully committed to the organization and always ready to comply with its mandate (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). Today's organizations need employees who can quickly commit themselves to new objectives as we are living in the world of rapid changes. People who are passionate about their organizations expedite the progress of their organizations. Employees should not be obliged to perform certain duties, but they have to operate willingly and skillfully in every activity, therefore, organizations must also regard their employees as valuable resources whose interests also matter. Organizations should always take care of their human resource. People are very sensitive, if they realize that they are being undermined, they may revolt and that may negatively affect organizational productions.

Local government should always be careful in their operations as they are serving people who have rights. People need to be recognized as valuable citizens whose grievances and needs are worthy of considered, thus, if the administration in local government has passion for the people it serves, people, in turn, would value their local governments and cooperate with them in every form.

2.4.2.4 Remuneration of employee

Appropriate remuneration should be paid to employees; in other words, they should not be overly paid or under paid. Payments should be motivational and be reasonable for both employees and the organization. The system of rewards for performance in organizations plays a significant role (Uzuegbu and Nnadozie, 2015). This means that employees should be remunerated according to their ranks and roles they play in the organization.

The principle implies that better workers should be paid than workers who are not performing. This system helps motivate workers to perform with the aim of achieving the maximum targets (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). Employees should be remunerated for their work, therefore, wages should be commensurate with the efforts and standard of service provided by the employees. Employees' knowledge, skills and qualifications should be taken into consideration when the remuneration system is being designed (Uzuegbu and Nnadozie, 2015). Employees who are well paid perform well at work and are more productive; remuneration should include other benefits to motivate employees.

If local government could fairly implement a reward system, some of the challenges it faces may be eliminated as even employees who are not willing to perform may be encouraged to work. Employees who perform better at work may be discouraged if they realize that their performance is not recognized, therefore, remuneration should be fair.

2.4.2.5 Equity

Equity suggests that loyalty and devotion of employees can only be achieved by managers who treat their subordinates in a fair manner (Mbalamula, Suru and Seni, 2017). This principle requires that employees should be committed and compliant. High commitment of employees results in even employers being committed to the employees and trying to develop the sense of ownership of an organization among employees. Every employee deserves fair treatment so people should not be treated based on their religion, gender, race and other physical forms. Duties assigned to individuals should be in line with their positions and special circumstance. Harassment of any form is prohibited and applying fairness, kindness and justice to employees result in their commitment and loyalty to the organization (Bhasin, 2016).

Equity does not mean that managers should not maintain strict control over subordinates, but some employees should not be preferred over others. Employees should always be given what they deserve; it might be in terms of rewards, promotions and appraisal. Organizations that are operating properly are the ones that maintain equity at all costs. Van Ryzin (2011) identified other attributes, such as fairness, respect, and honesty as others that have a bearing on employees' attitudes and to the public at large. These principles influence the ongoing activities of the organization. Employees need to be treated equally, thus, no worker should not be valued more than others, so whatever the rules are in an organization, they should be applied to all employees the same way. Employees who are not treated as well as the others may do not perform well, and factions may result in the organization.

2.4.3 Purpose

Farazmand (2009), explicates purpose as being about allocation of resources, with the intention to enable the organization to perform. The reasoning being that if there are proper resources in place, the organization is bound to perform efficiently and effectively. Purpose can also be understood as referring to intent; it is that which drives a matter or situation, so that the value of an organization is recognized (Addison, 2009). This is the third class of principles, according to Mbalamula, Suru and Seni (2017) and consists of four administrative principles. Management principles identified in this class are: order, stability and tenure, initiative and *esprit de corps*. Each principle is discussed in the ensuing paragraphs:

2.4.3.1 Order

This principle advocates for order in an organization as this determines its success. Employees should know what to do, when to do, where to do and how to do whatever is required from them (Adam and Suleiman, 2018). These procedures can only be fulfilled by the right people who have relevant skills and knowledge of their jobs. Efficiency and effectiveness of an organization depend on how properly and orderly things are done so where there is no order, chaos exists; maintenance of order sustains an organization (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). The principle suggests formal organizational control where everything should be in its right place, at the right time and employees should be assigned jobs they qualify to do.

There should be a formal management information system where details are available for efficient coordination, decision-making and control purposes.

2.4.3.2 Stability and Tenure

In organizations, there should be avoidance of high employee turn-over to prevent losses, as training new staff is expensive (Rodrigues, 2001). Organizations with constant stream of new staff are not always productive as turn-over taxes an organization; keeping employees ensures effectiveness and efficiency for stable organizations perform better. New employees, usually do not perform as well as the ones who have experience in their jobs. High turn-over can be due to administrative incapacity in top management which then affects the stability of organizations as they may fail to find strategies to retain their human resource (Adam and Suleiman, 2018). Experienced staff contribute a lot in the production and growth of the organization, hence, most organizations today prefer hiring people who already have experience and good qualifications in order to avoid constant training of people who are less experienced (Uzuegbu and Nnadozie, 2015).

Employees who are not well treated, not fairly remunerated and not appreciated in their organizations always think of getting jobs somewhere and when they get such opportunities they immediately leave; organizations in this situation are not stable and this works against the organization. People who have spent long periods in organizations become committed and loyal to them. Big organizations usually apply innovative strategies to keep their employees for long periods, although, they need to offer ongoing in-service training and development activities, in order for the employees to adapt to new changes (Uzuegbu and Nnadozie, 2015).

2.4.3.3 Initiative

Organizations need managers who would come up with new ideas and who can implement such ideas. Management in an organization should comprise of knowledgeable and skilled individuals who are innovative, decisive and creative to enable the organization to stand. Managers need to be smart, know how to engage their employees and are able to utilize their contributions for the production and development of an organization. In addition, employees who are given opportunities to come up with their own ideas and suggestions, quickly develop a sense of ownership of the organization and fully commit themselves (Uzuegbu and Nnadozie,

2015). Group ideas are more effective than reliance on top management only, as employees are the ones who are hands-on in every activity taking place in the organization. Employees who are encouraged to apply their own ideas in line with organizational policies tend to render good services (Reddy, 2018). Today, organizations rely more on independent thinkers who can implement their thoughts independently; they encourage workers not to rely on hierarchically-arranged managers' abilities. People should be able to do their jobs even in the absence of their managers.

2.4.3.4 *Esprit de corps*

The theory suggests unity among employees and maintenance of high morale. The principle of *esprit de corps* implies that the basic objectives and goals of an organization can best be met when people are united and working together as a team (Mbalamula, Suru and Seni, 2017). Team work is the best strategy in every organization for when people are working together in one spirit, the results are good. When people are united, they are able to stand together and produce good results for united people inspire each other to put more efforts in all their activities, for the sake of the group. This principle complements the principle of unity of direction; people who are united and have one spirit are able to pursue common goals for they are able to support and assist each other, when needs arise (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). The success of an organization, therefore, depends on team spirit as employees tend to motivate each other, have feelings for each other and factions are reduced; people who are together are usually always eager to do their best (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). Teamwork is not in reference to employees only, but also to the management. If management and the staff can work together in one accord, the success of the organization will be very significant, however, there are some occurrences which may lower employee's morale, such as staff cuts.

All the principles play a significant role in the organizations, however, some organizations may not apply all the principles or apply some more intensively than others, despite this, all the principles are still as relevant as they were before and are able to cater for today's world of rapid changes (Wren, Bedeian and Breeze, 2002). The changes in today's world means that some principles have been subjected to alterations and redefinitions, however, the utilization and maintenance of all these

principles are essential to an organization. An organization that possesses employees with different skills for different positions is advantaged as these skills may rescue the organization when different situations arise. The study exploited these principles to interrogate the administrative capacity of Vhembe District Municipality in the realization of its developmental local government mandate.

2.5 HISTORICAL OVERVIEW OF SOUTH AFRICAN LOCAL GOVERNMENT

The birth of democracy in 1994 brought great excitement and high expectations to the citizens of South Africa (Managa, 2012), however, it inherited many local authorities some of which were scattered and restricted from serving townships, but fully resourced and operational for whites, but very passive in black rural communities (Vyas-Doorgapersad, 2010). The government (colonial rule) had left foot-prints which are making it very hard for the country to really transform. The process of transformation in South Africa seems to be taking place in principle, not in reality, as conditions do not concur with the process of transformation (Siddle and Koelble, 2016).

2.5.1 Transformation and its challenges

The crisis in local government necessitates a national reform (Koma, 2012), however the process is very hard to achieve. Evolution process requires resources that can ensure more functions are transferred to local government. Local government transformation process requires ability to operate autonomously, to create visionary local leadership and professionalised administration which are fully capacitated to govern, to manage and set local priorities to develop better socio-economic conditions for the citizenry (Binza, 2010). Unfortunately, South African local government has not yet achieved this.

Adoption of the new system of administration, however, is a great move of the country (Abdule, Muturi and Samantar, 2018), but lack of experience, knowledge and skill present a great challenge. Developmental local government system was introduced while the country was still struggling to implement the core local government principles. The local government system was composed of weak administration which was unable to perform and its transformation required massive changes in structures (Koma, 2012). The process meant the transfer of power, duties, responsibilities and also

resources from central government to local governments (Dauda, 2019) which was so overwhelming as the latter lacked capacity to execute its mandate.

Section 152 of the Constitution of the Republic of South Africa, 1996, requires that local government - provide democratic and accountable government for communities; ensure the provisions of service to communities within its jurisdiction; promote social, economic, safe and healthy environment; encourage the involvement of communities and community organizations in the matters of local government - which have posed serious challenges to the current administration. In the light of such mandate, local governments realized that municipalities throughout the whole country had common challenges at both managerial and technical levels (Vyas-Doorgapersad, 2010). The country still lacks administrative capacity to plan and deliver the adequate basic services people have been waiting for.

People of South Africa were expecting, after 1994, a great redress which would result in a better life for all as majority of people were disadvantaged before (van der Waldt, Fourie, Jordaan and Chitiga-Mabugu, 2018). Their expectations were shattered when the government they had long waited for, failed to meet all their needs. The government seemed not to be listening to people's grievances, and that made people resort to taking their anger to the streets, therefore, violet protests in South Africa have become a norm (Koma, 2012). What exacerbates the protests in South Africa is the huge service delivery gap, particularly, in the rural areas. Most of the people assigned to serve the rural areas are based in other locations which makes them insensitive to the plight of the rural areas, thereby, they compromise the services they are to give in these areas. Lack of penalties for non-accountability by public officials play as there are no actions taken against transgressors (Managa, 2012).

2.5.2 Colonial stigma

Apartheid in South Africa, particularly, in local government, has left a mark which seems to be very hard to erase (Koma, 2012). The stigma of doubting Africans' survival, independent of the minority administration (colonial rule) that was in power, has still captured the minds of South Africans (Profiroiu, Tapardel and Mihaescu, (2013). People assigned to be in charge of local government seem to have convinced themselves to do what they can to get what is left for themselves only, disregarding other people, particularly their fellow previously-disadvantaged individuals for colonial

rule taught black Africans to disregard their fellow citizens. Administration in all spheres of governance is composed of individuals striving to enrich themselves which is also evident even in their hiring process where merit is not considered (Tshishonga, 2018).

Rural areas are still treated as places where people could live without basic services from the municipality as local governments, particularly, in rural areas are still struggling to identify and make use of their resources to grow their economy (Asha, 2014). Some of these areas have lots of resources, which if well utilised, the country would not be struggling. An example of this is the Vhembe District Municipality which contains rich mining, tourist and agricultural areas, most of which have been abandoned. Rural areas need local government leadership that is innovative and creative, however, such leadership needs skilful and knowledgeable people who can effectively handle the distribution of goods and services to areas of high poverty and unemployed individuals (Monkam, 2014). The ability to identify local economic development opportunities is vital; luckily, South Africa is one of the states which still has lot of resources to make development possible, even in the rural areas.

The issue of administrative incapacity is posing very serious challenges for this country as lack of appropriate professionalism at the right place is impacting the organization negatively. This is supported by what Monkam (2014) avers about municipal capacity that municipalities where the municipal managers hold post-graduate degrees (Honours, Masters and PhDs) tend to perform better, than those without, although, most of South African municipalities do not have the former. This implies that having educationally-capacitated officials in senior positions will improve service delivery in local governments. Obviously municipal managers hired based on no professional merit but political allegiance would like to deploy cadre subordinates so that the former would feel more secure while building their empires. The kind of staff hired have direct impact on the institutional capacity of municipal service delivery. Politicians should bear in mind that public administration performance rests on management, which has maximum responsibility in determining the amount of organizational capacity (Khambule and Mtapuri, 2018). Political interference in issues of administration has a detrimental effect on the running of the organization. This is supported by what Profirou, et al., (2013) assert, that in many countries political systems and some other external factors that define government capacity have significant influence on public administration.

Shava and Hofisi (2017), maintain that lack of capacity and skills result in inability to implement large-scale economic development projects and programmes necessary to stimulate economic development at the local government. This is supported by Khambule & Mtapuri (2018) when they contend that literature on developmental states has shown that the role of a competent, incorruptible and efficient bureaucracy is imperative in creating efficiency in the government's ability to deliver basic services. In this light, the study recommends effective capacity building as a strategy for enablement of the process of transformation in local governments.

Local government transformation in South Africa is expected to take place in a country where majority of its citizens were not considered or included in government operations (van der Waldt, 2010). The exclusion of black people in management and in other basic operations of local governments during colonial rule is the main contributory factors to the constraints they suffer today (Mapitsa and Landau, 2019). South Africa has shifted away from colonial rule in principle but have failed to put in practice a transformational agenda. South Africa, like other democratic countries, has adopted decentralized system of governance, but exclusions and patronage make it difficult for the country to implement the system and transform its public management. Local government in South Africa faces many issues which affect the whole government as these challenges emanate from the top management to the technical teams on the ground. Local governments are entrusted with administrative duties to which people who are supposed to be in charge, were never exposed to or skilled in. Mapitsa and Landau (2019) writing on issues of the transformation into democratic government report that many people with high expectations from local government have been left disappointed.

Management and planning pose a big challenge in local government; this is evident when local governments fail to meet the needs and demands of people (Manyaka, 2018). Officials without relevant skills and knowledge remain a challenge as local governments struggle with lack of both human and economic resources (Landau, 2018); economic resources in South Africa are under pressure to cater for a majority who were never catered for, whereas the human resource is affected by lack of knowledge and skills to manage the country's socio-economic resources to ensure efficient service delivery (Landau, 2018). Local government needs an administration

that is rooted in knowledge and skills to apply professional expertise and ethics (Jreistat, 2018). Local governments in South Africa struggle to fulfil the responsibilities of a democratic government, hence, goals and objectives of local government are not being met.

2.5.3 Service delivery issues

The issue of poor service delivery in South African local government remains a serious concern even after the birth of democracy in 1994 (Thornhill, 2008). During colonial rule, municipalities were racially segregated and the resources were mainly allocated to white municipalities which made them viable (Thornhill, 2008). The Group Areas Act, 1966, restricted the permanent presence of Africans in urban areas through the pass system, thereby, reserving viable municipal revenue bases for white areas by separating black townships from industrial and commercial developments; blacks were grouped in extreme rural areas (Department of Provincial and Local Government, 2007). In 1977, community councils were introduced without significant powers and adequate resources. The black local authorities which replaced community councils, still with no appropriate revenue base, were rejected by civic mobilizations in the mid-1980s (Vyas-Doorgapersad, 2010). This context put black South Africans in disadvantaged position as they could not get opportunities to acquire experience, skills and knowledge to run local governments.

A study conducted by the Department of Co-operative Governance and Traditional Affairs in (2009) revealed that majority of local governments in South Africa are executing their duties ineffectually and are in a state of disarray, due to - administrative and political conflict, lack of effective performance-management system, weak intergovernmental relations, poor financial management, resulting in fraud, corruption, service delivery backlogs and skills shortages (COGTA, 2009). In response to such challenges faced by local government, the Turn-Around Strategy, which among other issues, was addressing the building and firming up of the administrative, institutional and financial capabilities of municipalities, was introduced (Asha, 2014). It was, however, established that proper administration is the only unit that can make local governments functional as the way in which an organization performs - its success or failure are determined by the type of administration in place (Addison, 2009; Mfene, 2009).

In the year 2000, after the dawn of new democracy, South African local government embarked on a process of change; a process which aimed to break the past and open a path for local economic development (Vyas-Doorgapersad, 2008; Naidoo, 2009). The old apartheid system was demolished, and new municipal boundaries were drawn in every part of the country. The newly-established municipal structures made local government central to economic developments, with municipalities increasingly taking a focal point in economic growth (Maseremula, 2008). A range of government strategies were initiated to position local governments as key contributors to socio-economic development. The problem which remains, however, is that a state which has been providing services to the ten percent of the white population, is now expected to make provision for hundred percent of its whole population; resources that were meant for the few now must cater for many (Naidoo, 2009).

In 2013, Vyas-Doorgapersad, Tshombe and Ababio reported that South African local governments were facing increasing social and service delivery challenges caused by corruption, lack of capacity and poor financial management. Monkam (2014); Khambule and Mtapuri (2018) attest that the government's failure to deliver services was due to poor administration in local government, resulting in on-ongoing service delivery protests in the country. Local governments show weaknesses in - planning strategically, translation of plans into budgets, engagement with civil society in the planning process, as well as the management of the implementation of strategic plans (Schoburgh, 2014). This supports what Thornhill (2008) had observed that there is a serious lack of human resources in relation to the required capacity to administer the new municipalities and render the wide range of services in the newly-demarked areas, including former-disadvantaged communities. The issue of capacity in South Africa continues to cripple the economy of the country.

2.6 ADMINISTRATION IN DEVELOPMENTAL LOCAL GOVERNMENT

Administration can be described as the act of leading and managing activities in an organization (Hacek and Bacliija, 2009). In the context of local government, administration is regarded as the government; as the unit responsible with leading and managing all the activities taking place in the government (Addison, 2009). In other

words, the administration serves as the engine of the government which has the ability of setting an organization in motion. Accomplishment of these roles, requires human resources who will be able to convert tangible and intangible resources into service performance (Björk, Szűcs and Hårénstam, 2014). The role of managers is very complex as skills and knowledge are required to implement national and local policies as well as senior officers' directives; these administrative activities need competent individuals to accomplish them, hence capacity is so crucial.

Developmental local government is a government which is development-oriented and can take care of its fiscal and legal responsibilities (Farazmand, 2009). It is a system which is seen as improving efficiency and effectiveness of government, therefore, needs proper administration in place (Abdule, Muturi and Samantar; 2018). For developmental local government to fulfil its mandate, proper administration should be applied. Devolvement of power to local governments increases opportunities for participation, transparency, accountability, subsidiarity, and responsibilities (Abdule, Muturi and Samantar; 2018). Administration in developmental local government is the engine for public service delivery improvement. The main aim of local government in every state is to redirect the administrative branch of government to the lowest tier of government, thereby, providing avenues for the government to address issues that affect local communities on the ground (Manyaka, 2018). Administration is responsible for the improvement of delivery of services to the lowest tier of government, particularly, in rural areas.

The reasons for satisfaction or dissatisfaction of people with services and all activities at local government level can be traced back to its administration (Björk, Szűcs and Hårénstam, 2014). Administration serves as the engine of an organization without which there is no life. This is the unit in local government that ensures that the civic receives goods and services due to them so as to promote social and economic development. Proper functioning of administration enhances development in local government for when administration is proper, budgeting and planning is efficient and effective (Ndevu and Muller, 2017). South Africans are in dire need of local governments that will be able to restore their human confidence and dignity and a proper administration, composed of competent and skilled officials would be able to fulfil that by striking a balance between the political and administrative interface. Such type of administration is able to distinguish between political matters and local

government responsibilities (Tshishonga, 2018). This becomes evident when - the demands of the community are met on time, developmental mandates are being accomplished; officials are held accountable for their works; there is enforcement of proper communication strategy between political office bearers and communities; policies are properly implemented and there is availability of supplies in administration (Khambule and Mtapuri, 2018).

Administrative capacity as a crucial element of government is conceived as a political system serves as a state vehicle to respond or absorb new demands arising from people within the municipal's jurisdiction (Addisson, 2009). Developmental local government in South Africa has been charged with administrative duties, such as delivering basic and quality services to citizens and to advance human development (Khambule and Mtapuri, 2018; Maseremula, 2008; Vyas-Doorgapersad, 2010). Such a mandate requires capable administration that can perform to the expectations of its citizenry. A capable administration is only evident in its ability to penetrate society, regulate social relations, extract resources and appropriately use resources in determined ways (Addison, 2009). The accomplishment of such activities determines the success of the local government institution.

Capacity in administration is undertaken by capable managers with relevant skills and knowledge, qualified senior management and competent technical staff (Binza, 2010). Poor skills and knowledge of public officials result in their less commitment to rendering services to the people. The Auditor General Reports, almost every year, (since the birth of democracy that is now two decades old) have been showing great discrepancies in the characteristics of South Africa's local governments (Ndevu and Muller, 2017). Poor performance, high unemployment rate, high poverty rate, failure of household access to basic services such as water and electricity, and high rate of corruption all signify the different weaknesses on the administrative part of local governments. The reports from the Auditor General (2019) show that local governments in South Africa do not have the right skills and competencies; this is evident in all the qualifying audits that local governments receive every year, thereby robbing them of their central role as government.

Local Governments are regarded as crucial bodies for effective provision of goods and services which can only be accomplished by capable administrators since they are the

only instrument in deliverance of goods and services to the community (Björk, Szűcs and Haarenstam, 2014). Efficient administration makes it possible for the communities to access resources from capable local governments which have the ability to implement policies in order to meet their needs (Billing, 2019). To be effective in the provision of public goods and services, the administrative unit must have sufficient resources.

2.7 EFFECTS OF ADMINISTRATIVE INCAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT

Administrative capability implies the functionality of government bureaucracy (Naidoo, 2009), whereas the opposite is also the case. Features of capacity are possession and acquisitions of potential ability to perform, yield, or withstand challenges (Naidoo, 2009) while weak capability hampers the procedures of planning, budgeting and implementing. Buchner (2007) maintains that the link between administration capacity or incapacity and performance of the organization has serious repercussion on the success or failure of institutions. Capacitating organization, particularly, in the form of human resource, is a significant strategy that leads to strong development of the organization (Ellis, 2010). Without capacity, an institution is not able to perform efficiently and effectively as high levels of capacity increase the commitment of administrators, which in turn increases quality service delivery (Naharuddin and Sadegi, 2013). Weak administration, consequently, contribute to poor implementation of administrative systems that would otherwise contribute to good performance of an organization.

Administration and the society cannot be separated as the former is there to give life to the society (Shava and Hofisi, 2017). Public organizations, such as local government are there to make administration possible for the society, therefore, such organizations need knowledgeable and skilled administrators (Jreistat, 2018). Local governments operate well if there is capacity, in the form of human and fiscal resources. Absence of capacity in local government results in wastage of worthwhile resources and deprivation of development; nothing is possible in an organization without administration as it gives life to the former (Farazmand, 2009). Administrative incapacity compromises values and performance of local government. Local government needs competent and professional managerial and political leadership

who would be able to cope with all the dynamics in a changing environment. It is common to experience lack of professional competence of public officials, in local governments that are suffering from administrative incapacity (Jreistat, 2018).

Administrative capacity is critical from the highest level of political authority to the lowest level of public management, local governments, as their performance directly and indirectly affect the lives of citizens (Hacek and Baclija, 2009). Administrative incapacity compromises quality service delivery, affects strategic planning and makes it difficult for an organization to perform (Ndevu and Muller; 2018). Challenges, such as corruption are prevalent in organizations that are experiencing administrative incapacity (Björk, Szűcs and Härénstam, 2014). Lack of knowledge and skills of what is expected of the public officials, expose local government administration to the risk of mismanagement of government resources. Administrative capacity is indispensable in government institutions as the two units are correlated - poor administration produces poor performance which in turn affect development of the institution. Adequate capacity enables local governments to plan and manage their resources properly as those which are advantaged in human and fiscal resources are deemed to be on the way to development (Mapitsa and Landau, 2019). Effective local governments where there is availability of capacity from the highest authorities to the lowest level of management, are able to get rid of technical, political and financial challenges that an organization may encounter.

2.7.1 Poor administration

Capacity or incapacity is evident through output; signs of successes or improvements of organizations are not found anywhere else, except in the results they yield (Schoburgh, 2014). Lack of capacity in administration may result from corrupt behaviour which are propelled by lack of knowledge and skills to accomplish the duties assigned to that unit (Khambule and Mtapuri, 2018). Local government in South Africa is seen to be failing to fulfil its developmental mandate because of administrative incapacity (Ndevu and Muller, 2018). Factors that appear to exacerbate the challenge of incapacity today, include the fact that local governments are still composed of staff members who were hired during colonial rule and do not have any qualification nor skills to perform what they were hired for (Auriocombe and Greyling, 2017). The most challenging aspect of this situation is that such people are so crippled with fear that

they are even afraid to be trained. The new dispensation has brought changes which need skills and competence that will enable individuals to cope with them, however, some staff from the old dispensation are afraid of change and that is taxing the government.

The trend of negative reports about municipalities performance continue to take its toll (Tshishonga, 2019). The Auditor-General's reports of 2016 and 2018 outline the poor performance of most of the district and local municipalities. An example of maladministration, is seen in the Limpopo Province which is regarded as rendering the poorest services to the community, culminating in it put under administration (Managa, 2012). This situation has emanated from the provinces' local governments' ineffectiveness which is still obvious now. Reports about local governments in South Africa always hint at low staff qualifications, local government style of cadre deployment, disregard of merit or level of education which the cadre system prefers, as contributing factors (Siddle and Koelble, 2016). Local government officials tend to regard political affiliation more highly than education and professionalism. The Auditor General Report (2018) laments at the absence of strong, professional and effective leadership that would be able to account for all the happenings in local government; leadership that has relevant skills and knowledge and is able to apply the rule of law and one that tries by all means to avoid factions and political in-fighting. Leadership ability is the basis of all development in local government.

2.7.2 Hiring process

Employees among local governments' staff who are hired through political affiliation and nepotism are threats to the institutions as most of the people hired in such manner lack relevant qualifications, skills and knowledge (Khambule and Mtapuri, 2018). These two groups of people pose a very serious challenge to the organizations as they are not appropriately skilled for their positions as they do not possess any relevant qualifications. People without skills, knowledge and competence are ineffective and their performance is sub-standard (Managa, 2012). Local governments need people who are creative and innovative. Key positions and other management and technical ones need to be professionalised and be occupied by people who are qualified for such positions; lack of capacity in local government has become a norm, particularly, in key positions (Auditor-General 2015 and 2018). All the challenges identified in the

reports were the consequences of lack of capacity and commitment on the part of officials, particularly, senior officials of the institutions; these challenges have had serious impact on local governments' performance. The report from the Auditor-General (2015) continued to identify lack of capacity in local governments' key positions as the main cause of their inefficiencies. Local governments are seen as subjected to serious challenge of mismanagement of funds and poor management, resulting in lack of government trust on the side of community which exacerbates commotion in areas of local government.

Communities are not satisfied with services provided by local governments (Greyling and Auriacombe, 2015); corruption, cadre deployment, unskilled officials, and poor administration are challenges that prevent local governments from providing the required services (Ndevu and Muller, 2018). Lack of skills and qualifications in local governments, thus jeopardise their performance. A survey conducted by Ng'ang'a, Weru and Sakwa, (2013) revealed that officials in local government are not held accountable for their actions and that makes it difficult for the institutions to run smoothly and efficiently, as their performance is always compromised. Poor performance in local government affects all other spheres of government, since the national and the provincial institutions interact, meaning that development of the whole state is affected. This implies that due to the major role local government play for the whole state, fixing it, means fixing the whole state. Managers in local governments should always keep in mind that they do not have only the lives of local communities in their hands but of the entire nation. All successes of local governments are based on their leadership, however, only leadership that is willing to account to its nation, is knowledgeable and skilled will run institutions successfully (Ndevu and Muller, 2018). Quality service delivery can only be rendered by committed and qualified bureaucracy who are willing to serve the community.

2.7.3 Poor resources

Managa (2012), Ndevu and Muller (2018) point to lack of institutional capacity as one of the main challenges in local government. The issue of undermining skills and knowledge in the hiring process is impacting local government in a negative manner. Local governments are composed of the staff who fail to deliver to the expectations of

the citizenry because they lack skills and competence. The situation has serious impact on local government as it affects its social, political and economic status. Some municipalities are in rural areas where lack of revenue poses additional challenges, but lack of creativity and innovation from the leadership side is the most significant contributing factor.

Geographic elements of a municipality may pose a challenge in terms of revenue, although, most if not all, of municipalities in South Africa have some natural resources; these if identified and well utilized may contribute positively to the economy of this country, as these resources may contribute in job creation, poverty alleviation and development of local governments' initiatives (Asha, 2014). Local municipalities in the Vhembe District, in Limpopo Province, for example consist of municipalities that are located in extreme rural areas, but there are so many opportunities that can contribute in growing the Province's economy. Vhembe District had extensive agricultural areas (Limpopo Department of Economic Development, Environment and Tourism, 2017) which were benefitting many people, but they have been abandoned. There are tourist or entertainment centres (Limpopo Department of Economic Development, Environment and Tourism, 2017) which are not being well taken care of as well as lots of mining areas, which if properly utilised, can develop the whole area. Lack of knowledge and skills to manage such opportunities within the local economy tend to compromise the whole development of a province.

Staff who lack skills and knowledge of their duties tend to resort to engaging in corrupt conduct (Greyling and Auriacombe, 2015). Mismanagement of funds is prevalent where leadership does not have any relevant qualification. Local government in South Africa is in serious distress (Managa, 2012). Communities are always complaining about same issues year after year, in the same areas. The questions that arise in these circumstances are - Who does local government serve, when and how? *What type of local government does the country has which seems to be inattentive to the grievances of the nation?* Leadership in local governments seems to care less about the community they serve for if these institutions are controlled by leaders who are so greedy that they are not afraid to misappropriate even the little money that is meant for the relief of the poor for their own benefit, one would wonder who they care for (Khambule and Mtapuri, 2018). Corruption in local government has become a norm and it is so endemic that government institutions cannot function without it (Manyaka,

2018). The reports about the status of municipalities show their non-compliance with policies and regulations. One Act most municipalities fail to comply with is Local Government Municipal Systems Amendment Act 2011 (Act 7 of 2011) which is against deployment of political office bearers in senior administration positions (Tshishonga, 2019). Politicisation of senior management positions by hiring people without qualification compromises capacity in local government and exacerbates corruption.

Administration at the local level should be enhanced in a manner that it utilizes all the devolved powers to accomplish all the tasks assigned to it. Research by Siddle and Koelble (2016) about South African local government shows that the institution is failing to manage its affairs and to deliver quality goods and services. Literature about South Africa local government point out the unethical recruitment process, cadre deployment, lack of qualified staff and high vacancy rates as posing serious challenges (Asha, 2014). The research results further highlight the high vacancy rates and high staff turn-over in most of the municipalities. One of the challenging issues averred to in the research is the fact that the staff are aware of the employment framework but are unable to implement policies and plans assigned to it.

Local government continues to deteriorate despite all the previous years' reports in relation to identified challenges and this weakens the institutions. Lack of strong leadership that can impose accountability among those who had faulted, is still a major challenge. Challenges that were identified more than five years ago in 2018 are still the same today, implying that audit reports on local governments seem to be of no use as nobody bothers to implement their recommendations. The question here is - *Are these recommendations not clear? or Are the implementers weak? or Do local governments not have the capacity to implement recommendations by the Auditor-General?* Essential institutions, such as local governments require knowledgeable and skilful people who would be able to understand and implement the processes of the organizations. Ignoring the audits' recommendations has caused the status of local governments to worsen every year. Mismanagement of funds, inability to perform key duties, instability of tenure and poor-quality performance management continue to pose a serious challenge in local government (Auditor-General 2015 and 2018). Madumo (2015) identified one of the reasons for lack of capacity in local government as being the failure of authorities to apply punitive measures to individuals who transgress. Officials who realize that they do not have to account for their actions tend

to make such behaviour a norm. In this context, the relevant question is, whether the rationale behind the non-application of punitive measures is because all have transgressed, even those who are supposed to apply them, or it is because they do not have knowledge on how to apply such measures?

People have convinced themselves that service or no service they will live rather than keeping high hopes on something they are not sure of. The attitude is one of acceptance - if they do get services, that is a blessing and when they do not get them, they continue with life as usual. Political patronage and nepotism in appointment of administrative functionaries have significantly ruined the local government sphere as public officials are obliged to account only to their political authorities and not to the community at grass roots level; public officials are obliged to serve their political authorities so that their positions could be retained (Reddy, 2016). Authorities in local government, once employed, only think of building their own empires so that they could be surrounded by people who they are sure of their loyalty. This, however, occurs at the expense of service delivery, local economic development and lives of many individuals in the community, hence a high percentage of municipal communities protest every season. To aggravate the situation, most of the municipals' senior officials are fully aware of their incompetence, hence they outsource most of their tasks to consultants instead of using their staff; this practice costs much of their budget intended for providing services (Asha, 2014).

The adoption of a developmental local government by the Republic of South Africa to address the past socio-economic imbalances requires a public administration which is proactive – one that is able to develop and activate programmes and projects designed to benefit the public. Such type of administration needs professional and competent individuals, especially, in senior positions who are focused and have a passion to serve the entire public (Tshishonga, 2019). Competent and professional staff can interpret and implement government policies, whereas, the others are detrimental to government as they deprive the citizens of quality service delivery. Democracy and development work hand in hand, so without competent staff the public is deprived of both. Failure to deliver services and mismanagement in public administration are the results of administrative incapacity. Remedying the conditions of local governments in South Africa, is long overwhelmed considering the period the nation has been lamenting about the challenges these institutions face, for despite all the

recommendations by the Auditor General Reports year after year, local governments' challenges seem to be rather escalating from one level to another (Binza, 2010). Local governments, obviously, have not yet reached the level of equilibrium in relation to their performance of developmental duties. Administrative incapacity impacts economic, social and political elements in negative ways. Lack of capacity deprives administration of innovative and creative practices to grow the economy and perform its social and political duties, responsibly. Protests by communities is nothing else but manifestation of grief and anger against incompetent leaders who cannot accomplish their developmental mandate.

2.8. FACTORS THAT IMPEDE DEVELOPMENT IN LOCAL GOVERNMENT SPHERE

Administration is derived from the word “administer” which means to govern, manage, or to oversee (Addison, 2009). Such processes are executed by persons who have the aim and ability to achieve certain goals (Fox and Meyer 1995). Persons charged with tasks to manage, evaluate, organize, lead, control and oversee are identified as leaders or managers, however, they need to be skilled or capacitated so that they carry out the duties assigned to them in a dynamic manner for the development of local governments (Maserumula, 2008).

2.8.1 Poor Leadership

The continual existence of any institution lies in the hands of its leadership; poor leadership robs an institution of its development. The complexity of local government as an organization within a close range of its community, necessitates strengthening of leadership for the functions or activities in local government require that leaders or managers as implementers of administrative policies and programs, be competent.

Proper administration, which in this context is leadership in local government, enables supervisors and subordinates to gain a shared understanding of work and be able to identify learning and development opportunities (Tshishonga, 2019). This process involves planning, managing, leading and coordination, therefore, improving human resource capacity is significant (Du Toit, Knipe, van Niekerk, van der Waldt and Doyle, 2002). Employees' actions and the outcomes of these actions serve as the basic indicators of performance, although, performance of an organization is also determined by the type of leadership in place - poor leadership results in poor

performance. Every administration or leadership in an organisation affects its socio-economical, psychological and environmental standard either in a positive or negative manner (Reche, Bundi, Riungi and Mbungua, 2012). Local government, as the lowest tier of governance responsible for administrative activities, has the responsibility to always keep a check on these activities and necessary precautions should be taken in order to maintain good standard of leadership.

Leadership or management in the field of administration and organizational performance is very crucial. Leadership can influence persons to work towards attaining group or organizational objectives (Fox and Meyer, 1995). A good leader can inspire subordinates to meet organizational goals and achieve common targets. Leadership or management style determines performance of an organization since managers with good leadership styles have strategies that can motivate and enhance potential growth of the organization and development of subordinates (Fry, 2003). Management is the key driving force, therefore, affects all factors that negatively or positively affect the organization. Rowe (2001) defines 'effective management' as a potent source of development. The relationship between managers and their subordinates plays a very significant role in the effectiveness of an organization. Managers can shape the norms, environment and the coordination of collective action, therefore, a good manager is a good role model (Guzzo and Dickson, 1996). Administration should be able to display its role to its subordinates.

Challenges to leadership or management usually occur when a manager or a leader fails to perform his/her expected duties (Feyisara and Fasuan, 2018). A leader who fails to maintain good relationship with subordinates undermines the ideas and advice from the subordinates, is not guided by the policy in the performance of his or her duties, does not recognize the skills and capacity of individuals in the organization nor complement the subordinates; such a leader collapses an organization (Kane-Urrabazo, 2006). Proper administration enhances organizational performance and development, whereas poor management does the opposite.

2.8.2 Employees' Behavior

Attitudes of employees play a role in the development of an organization (Reche, Bundi, Riungi and Mbungua, 2012). Low morale has negative impact on the effectiveness of an organization for employees who are demotivated are usually not productive. Human beings are by nature very good in responding to responsibilities, although, if people realize that they are not properly cared for and are not recognized, they become discouraged (Du Toit, Knipe, van Niekerk, van der Waldt and Doyle, 2002). If people realize that they are treated fairly by the management, they will behave appropriately because they respect the control. Matshabaphala (2007) argues that there are people who bring positive attitudes and energies to the workplace and they also go an extra mile to deliver quality services to the clientele communities. On the contrary, there are people who bring negative energies and attitudes to the workplace; such people display antagonism towards both clientele and colleagues, which disturbs the organisational progress.

The environment is the biggest factor in controlling behavior, not the will (Andrews, Beynon and McDermott, 2015); one's judgment, beliefs and expectations predict behavior more than anything else (Mcleod, 2007). The behavior of individuals in an organization is determined by the type of leadership in place for organizational outcomes and human resource behavior are determined by the administration or management of an organization (Tarabishy, Solomon, Fernald and Sashkin, 2005). People need to be recognized, appreciated, rewarded, developed and led in a manner that embraces their dignity as human beings. People who suffer humiliation at work will never respond in a positive manner to whatever instruction comes from the management. Good leaders treat their subordinates fairly and equally to avoid the spirit of inferiority complex developing in the maltreated and egoism in those who might be highly favored.

Local government needs committed and willing individuals (Mapitsa and Landau, 2019); these are people who are ready to serve other people and show passion for their jobs. Employees who are loyal to the organization sacrifice their own interest for the sake of an organization and value the needs of the organization more than theirs. Organizations should take into consideration the needs of the employees so that their morale could be boosted (Uzuegbu and Nnadozie, 2015).

Employees should realize that their presence in the organization is highly recognized, this in turn will make them more productive (Adam and Suleiman, 2018). Staff who are fully committed to the organization and always ready to comply with the organization's mandate is what local governments requires (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). Today's organization needs employees who can quickly commit themselves to new objectives as we are living in a world of rapid changes. People who are passionate about their organization expedite the progress of the organization; they then are not obliged to perform certain duties, but they operate with passion and a sense of ownership, resulting in performance being exciting. All of these are determined by the type of administration in charge. Human behaviour can contribute positively or negatively to an organization.

2.8.3 Poor Human Resource Development Strategy

Education and training of public administrators have become obligatory for lack of human resource development, negatively affects the performance of an organization (Kroukamp and Cloete, 2018 and Dauda, 2019). Not having a good strategy to promote personnel development in an organization leads to failure. Organizations should always have good strategies that are regularly updated and implemented for the development of individuals, as this means development of the organization (Binza, 2010). Individuals who are well trained, educated and competent always produce good results for the organizations which are always guaranteed. Professionals are skilled, educated and competent individuals and they are indispensable in an organization, particularly, local government institutions (Kroukamp and Cloete, 2018). Professionals are able to come up with strategies that can promote development in an efficient and effective manner for these are applied through human capacity.

Economic, social and technological changes with the inclusion of global forces call for proper education and training of the human resource in an organization (Matshabaphala, 2007). Developmental programmes are vital for the ordinary citizens, as their satisfaction serves as measures of the quality of service rendered to the public and the enhancement of people's quality of life through needs-satisfaction and structural transformation. Education curriculum that provides for basic

professional tools and knowledge is essential (Kroukamp and Cloete, 2018). Inadequacies in education and training of public officials lead to lack of understanding and appreciation of proper administration in general. Currently, the quality of education and training in public institutions so far, needs serious attention. Public organizations' performance seems to be highly compromised, and it is declining daily. Training improves performance of workers in an organization and provides such an organization with manpower sufficiently skilled to meet the demands of an organization (Barret and Mayson, 2017). Capacitated employees have the potential to discharge the duties they are charged with and contribute to the development of the organization.

Local government is an institution which is tasked mainly with development and delivery of services to its local community (Kroukamp and Cloete, 2018). These tasks call for individuals who are competent, trained and skilled, unfortunately, local governments in South Africa are always accused of failing to perform such tasks, hence, they have lost the trust of the citizenry (Van der Waldt, Fourie, Jordaan and Chitiga-Mabugu, 2018). Failure to meet these assigned tasks, it is assumed is due to maladministration, corruption, mismanagement, and financial irregularities. In order to get rid of this picture, individuals with skills and knowledge are required so that they come up with strategies to improve the situation. Lack of expertise compromises an organization (Khambule and Mtapuri, 2018), local governments in South Africa are accused of lacking expertise in their officials. The Auditor General Reports (2017/2018) continued to show that municipalities in South Africa are composed of individuals who fail to account for their actions, put in poor performance and are not responsive to the needs of the people. Van der Waldt, Fourie, Jordaan and Chitiga-Mabugu (2018) argue that capacity enhancement in local government still pose a very serious challenge due to so many reasons, including administrative leadership and general incompetence of employees. Selection of employees for education and training should focus on relevant skills and knowledge in specific areas. Different reports about malfunction of organizations including the one from Auditor General, should always serve as a wake-up call to remedy the missing gap in performance.

2.8.4 Corruption

Corruption is a serious challenge in public institutions of the Republic of South Africa. Public officials have become very corrupt, diverting resources allocated for the poor into their own pockets (Manyaka and Nkuna, 2014), for it seems public officials need far more than what they earn. Greediness, self-centeredness, nepotism and power-hunger are some of the common challenges the country is faced with (Vyas-Doorgapersad, 2010). These challenges have serious impact on the development of local government as the institutions which operate very closely to people. Local government institutions have turned into hubs of corruption. This is outlined in the Report by Auditor General (2019) which revealed the loss of local governments' money amounting to R1,2 billion. The report narrated that local government institutions in Limpopo Province invested public money in the collapsed Venda Building Society (VBS) Mutual Bank. This incident affected service delivery as most of the municipalities in Limpopo Province struggled to generate their own revenue.

Local government system seems to have been designed in manner that makes it easy for corruption to occur with every activity. Corruption in local governments mostly manifest itself in the provision of basic services such as water, electricity, sanitation and houses (Manyaka and Nkuna, 2014). Some of the corrupt practices are manifested through comradeship, nepotism and bribes which influence the hiring of employees in the organizations (Ellis, 2010). Another concern is that officials seem to be confusing the concept of affirmative action with corruption; instead of applying the notion in correctly, where qualified and skilled people are supported for employment, the opposite is the case. Political connections are promoted in such a manner that they override skills, knowledge and competence in appointments and promotions of public institutions' officials (Vyas-Doorgapersad, 2010). Management seems to have adjusted itself to corruption, and unfortunately, the scourge is so deeply rooted in that it might take a considerable amount of time to completely eradicate it (Madumo, 2015). Total transformation of local government would need that management be transformed first and be equipped enough to manage issues of corruption.

Corruption in Local government seems to have become a norm. This is confirmed by Nzewi (2013) when discussing a report from the Auditor General showing that in 2012 an amount of R25 billion of unauthorised, irregular, fruitless and wasteful expenditure

by provincial and local government was discovered. Every project, irrespective of whatever it is meant for, has to benefit someone or a certain group of people, in diverse ways, before it benefits the whole community. According to Asha (2014), human rights policies, especially those that are meant for previously-disadvantaged groups, are interpreted in such a manner that they suit those who already have access to more government resources, than disadvantaged individuals, thus, the inequality gap is widening more than ever (Managa, 2012). The principles of democracy are still the ideal and not yet put in praxis, particularly in local government. Corruption seems to have found its permanent habitation in local government. Officials in power are not afraid to take even that which is meant for the poorest for accomplishment of their own selfish needs. Reconstruction and Development Programmes (RDP) is one of the policies that was initiated to alleviate poverty, however, it is no longer serving its purpose, as the programmes is enriching those who are already rich (Binza, 2010). There are so many areas where bettering the lives of the poor is not considered a priority, therefore, they victims of unfinished projects such as those of low-cost housing.

Corruption in local government institutions is exacerbated by lack of discipline (Koma, 2012). Poor administration incapacitates local governments to such an extent that they fail to manage their officials. The Auditor General's reports of 2016 and 2017, affirm that their recommendations were not implemented by public officials and there were no measures taken against them. Officials in local governments fail to comply with government regulations, resulting in poor performance (Madumo, 2015). Failure of the organizations to maintain discipline compromises their success and performance. Discipline adds value to an organization, promotes good conduct of the employees and brings dignity to the organization (Mbalamula, Suru and Seni, 2017). Proper implementation of discipline also encourages commitment of the individuals to the organization. When people are aware of the measures that might be taken against them for any wrong doings, they tend to focus and fully commit themselves to their responsibilities.

2.9 FACTORS THAT ENHANCE DEVELOPMENT IN LOCAL GOVERNMENT

Developmental local governments' mandate is to work with citizens and groups within the community to find workable methods to meet their social, economic and material needs and improve the quality of their lives; in other words, it is a local government which is development-oriented (Vyas-Doorgapersad, 2010). Development is a route of progressive and qualitative movement - from inability to ability, from incapacity to capacity. This is the process of strengthening and equipping individuals with the necessary tools that would enable an organization to grow; enhancing capacity in local government is an obligation (Hickey, 2019). Local governments are assigned very sensitive units which need creative and innovative staff and units which interact with communities on daily basis (Wijesingh, 2019). They are assigned responsibility for the well-being of the people and although they interact with other spheres of government, the central government has devolved all powers of working with local communities to this sphere of governance (Koma, 2010). It is essential, therefore, that the unit be occupied by well trained, skilled and knowledgeable individuals as sound financial management is what local government should possess. Achievement of developmental local governments' mandate needs human resource which is fully capacitated (Ricciuti, Savola and Sen, 2019). If human resource are well capacitated, coordination with other local government stakeholders will be feasible. One of the most common challenges in South Africa municipalities is poor capacity, particularly, in rural municipalities (Reddy, 2016). In this context, enhancement of administrative capacity in local government should be a priority. The following factors contribute to the development of local government:

2.9.1 Improving capacity in local government institutions

Capacity building refers to the creation of an enabling environment with appropriate policy and legal frameworks, institutional development mandates, including community participation, human resources development and strengthening of the managerial system (Vyas-Doorgapersad, 2010). Currently, the government lacks capacity to implement new programs and to deliver services (Asha, 2014). Capacity building is significant in developmental local governments and demands leaders who - are aware of the environment in which their organization operates; are appreciative of the

particular context governing local policy dimensions; understand the needs of the organization; are attentive to factors that can contribute to organizational viability and resilience, and are willing to take risks to reduce uncertainty about future capacity requirements (Schoburgh, 2014). This implies that training and education should be prioritized, particularly, continuous in-service training.

Education and training in administration have become crucial in the entire world for a lack in this area, in an organization hinders the development of its human resource (Ohemeng, 2015). Employees understand goals of the organization better if they are well trained and educated, hence, managers should be capable of creating a conducive working environment, opportunities for the employees' skill development and training, clarify to employees on performance expectations and be able to motivate them (Kane-Urrabazo, 2006). Effective management system is accountable for improving performance in an organization, and in managing behavior that promotes good human relation.

Improvement of individual, institutional and environmental capacity means the improvement of local government performance (Auriacombe and Greyling, 2015). Development of local governments depends on the amount of efforts they put in improving their capacity. An innovative and creative administration will be able to maintain a balance between the three aspects (individual, institutional and environmental capacity) as the existence of each depends on the other. An example of an interaction of the three aspects is that if the institution has the required staff who possess relevant skills and competence, such institution will be able to utilize environmental resources outside municipal formal structures, effectively and efficiently. The effective utilization of individual, institutional and environmental capacity result in development of local government which will be able to achieve its goals and objectives. To take advantage of skills and knowledge need leadership or administration that is able to utilize such assets. Local governments which have enough capacity to administrate are bound to succeed. Haceka and Baclija, (2009) contend that performance in local government is measured by the type of services the organization is rendering. Failure to render quality services signals poor performance in local government and a weak administration.

Improvements in capacity also determines the success of transformation in local government. Kroukamp and Cloete (2018) recommend that for effectiveness of the institution of local government, professionalization should be considered. This is because professionalism implies specialised knowledge and skills which enable individuals to apply theoretical principles through practical experience that would make an organization succeed. The nature of work in local government administration requires that individuals be skilled and competent enough to carry out their assigned duties so that transformation process could be achieved, thus, local government institutions need to be enriched with competence, expertise, and ability (Ng'ang'a, Weru and Sakwa, 2013).

Administration as the leading and management units of local government require relevant skills and knowledge so recognition of professionalism in South Africa's local governments could improve their standards and that can be ensured through a capacitated administration (Feyisara and Fasuan, 2018). Literature shows that local governments in South Africa suffer from financial distress, corruption, lack of discipline in cases of wrong doings, cadre deployment, incompetence, factions, lots of vacancies and leadership instability (Thornhill, 2008). All these challenges amount to a lack of capacity within the local governments. To address the issue of non-professionalism in local governments, Kroukamp and Cloete (2018) suggest that municipalities should ensure that they attain the best possible leadership by recruiting and developing individuals with the best available talent and skills so that they produce the best results. Leadership that is competent enough can manage performance in these organisations (Dauda, 2019); such leadership that would come up with the best strategies for monitoring and evaluating plans and programs. If expertise could be hired, local government would be capacitated enough and quality service will be delivered.

2.9.2 Effective Monitoring and Evaluation

The notion of monitoring and evaluation are well described by Kusek and Rist (2004); monitoring is described as a continuous function that uses the systematic collection of data on specific indicators to provide management of the main stakeholders as an ongoing development intervention to maintain advancement and achievement of objectives through the use of allocated funds. A monitoring system gives information on where a policy, program or project is at a given time, relative to respective targets

and outcome. Evaluation relates to the systematic and objective assessment of an ongoing or completed project, program or policy aimed at determining the relevance and fulfilment of objectives, development efficiency, effectiveness, impact, and sustainability (Kusek and Rist, 2004). A monitoring and evaluation system, therefore, is a set of organizational structures, management processes, standards, strategies, plans, indicators, information systems, reporting lines and accountability relationships which enable national and provincial departments, municipalities and other institutions to discharge their overseeing responsibilities (Presidency, 2008). Officials who are left on their own without any monitoring tend to relax. Monitoring serves as a watchdog over employees in an organization. This instrument serves as a motivator, strengthener and a teacher (Tshishonga, 2019). People who are aware that they are being monitored, try to do their best (Achinivu, Okwu, Wey and Fasan, 2017). Continual evaluation contributes positively in sustenance and revitalization of organizations making great contributions to their success.

Local government administration is one of the institutions that needs continuous monitoring and evaluation to help restore order (Mapitsa and Landau, 2019). Local governments in South Africa are said to have well-designed plans and programs set in place for development, however, their success will only be realized if they are implemented, monitored and evaluated (Asha, 2014). Employees who are aware of, what is to be done, when to do it, where to do it and how to do it, contribute positively to the development of an organization. Local governments require right people who have relevant skills and knowledge about their jobs (Siddle and Koelble, 2016). People who are efficient and effective in such a manner brings quality production to the organization (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). These individuals, however, need motivation and enhancement and that can be achieved through monitoring and evaluation. People who are well monitored try by all means to maintain order; this sustains an organization.

2.9.3 Skilled Labor Force

Lack of skills at the local sphere of government, weak interpretation and co-ordination by the national, provincial and local spheres, an inadequate dissemination of information by all spheres, human resources and management problems, and lack of an organized voice for the poor, are some other causes of poor service delivery

(Gqamane and Taylor, 2013). Attraction and retaining of skilled people should be given attention in local government; when recruitment and hiring take place, people with relevant qualification should be considered. Local governments should be able to check the gap between position demands and the qualifications of the people in a particular structure (Khambule and Mtapuri, 2018). Skilled people enjoy their work and can easily develop a sense of ownership. Man-power is significant for the utilization of all other resources (Schoburgh, 2014). Fully qualified human resource, with knowledge and skills is something that developmental local government requires for productive performance. Competence is the key ingredients of an organization, therefore, benchmarking such valuable resource should be prioritized.

Organizations need managers who would come up with new ideas and be able to implement them (Streib, William and Waugh, 2019). Management in an organization should comprise of knowledgeable and skilled individuals who will be able to come up with new ideas as leadership, which is innovative, decisive and creative enables the organization to stand. Managers who are skilled, know how to engage their employees and can utilize their contribution for the production and development of the organization. Similarly, employees who are given opportunities to come up with their own ideas and suggestions, quickly develop a sense of ownership of the organization and fully commit themselves (Uzuegbu and Nnadozie, 2015). Group ideas are more effective than reliance on top management only, as employees are the ones who are hands-on in every activity taking place in the organization (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). Employees who are encouraged to apply their own ideas in line with organizational policies tend to render good services (Reddy, 2018). Today, organizations rely more on innovative thinkers who can implement their thoughts independently. The organizations today encourage workers to be independent and not rely on hierarchical managers' abilities as employees should be able to do their jobs even in the absence of their managers (Andrews, Beynon and McDermott, 2015)..

South African local government seems to be wanting in many aspects (Shava and Hofisi, 2017). The organizations lack competent employees who are able to produce quality services and their administration is filled with managements which lack innovative skills (Asha, 2014). Officials fail to implement policies and programs put in place for the smooth running of developmental local government as mandated by the Constitution of the Republic of South Africa.

2.9.4 Effective Management

Management plays a significant role in an organization as implementers of administrative duties and an effective management reflects successful administration (Shava and Hofisi, 2017). An effective management simply means capable management which has the ability to shape the organization in a way that benefits the organization and the beneficiaries of the organization (van der Waldt, 2013). Good management has the reputation of maintaining a healthy culture which comprises of trustworthiness, empowerment, mentorship and delegation (Barret and Mayson, 2017). A healthy culture motivates employees, hence, it is critical that managers realize their role in establishing and maintaining an organization's culture (Ricciuti, Savola and Seni, 2019). Management plays the role of modelling in an organization (Kane-Urrabazo, 2006). An organizational culture which is built on trust, inspires a shared vision, encourages creativity and employee commitment. According to Reddy (2018) a well-developed organization is conscious of diversity and caters for all types of people, therefore, it is imperative for an organization, particularly, a public one to be careful in their selection or deployment of public servants.

The effectiveness of management in an organization is determined by its ability to adapt to various changes (Ellis, 2010); the world is always revolving, thus, affect operations in organizations. A good manager always keeps himself or herself well-informed of all the variations that are taking place in the organization; they know - what to do every day, how to do it, when to do it, where to do it and with which particular people - in an effective and efficient manner (Barret and Mayson, 2017). Management that is able to forecast has the ability to incorporate all changes in their plans (Ellis, 2010). Adam and Suleiman (2018) maintain that the success of every organization emanates from forecasting, proper planning, organizing, controlling, commanding and inspiring people to work in teams so that the set goals and objectives can be easily achieved.

An effective management can ensure that performance is efficient (Addison, 2009). This is evident when such type of management is able to apply proper division of work according to specialization among its employees; division of work among employees according to their skills and knowledge is crucial; effective management relies on competent and skilled employees (Andrews, Beynon and McDermott, 2015), however,

local governments in South Africa, according to literature, undermine competence and work specialization, their preference for political affiliations (Khambule and Mtapuri, 2018); professionalism, qualification, and experience do not matter if employees preferred must be politically connected. Lack of knowledge and skills in a specific area compromises the performance of such organization as employees with specialization have the ability to accomplish organizational objectives.

Adam and Suleiman, (2018) note that proper division of work among employees is only possible with effective management that can account for every action in the organization as responsible managers are aware of authority and powers vested in them. They can make final decisions, however, management in South Africa local governments show weaknesses in the execution of their duties. A management which is aware of its authority and responsibility ensures good performance as it can plan, forecast, and give orders and directions to the entire organization (Achinivu, Okwu, Wey, Akpan and Fasan, 2017); such quality, however, is still missing in South African local governments.

2.10 CONCLUSION

Capacity or lack thereof, determines development of local government. The relationship between administrative capacity and development cannot be overstated. The existence of capacity is actualised through the improvement of service delivery, which produces development. The amount of capacity in an organization determines the rate of its development. It is in this light that the study discussed the theoretical overview of developmental local government so that the linkage between administrative capacity and developmental local government could be established. The chapter discussed Henry Fayol's Management Principles which were used as a measuring tool to assess the extent to which developmental local governments are performing in the realization of their mandates.

CHAPTER 3

LINKING ADMINISTRATIVE CAPACITY TO DEVELOPMENTAL LOCAL GOVERNMENT

3.1 INTRODUCTION

According to Nkuna (2011), the concept of developmental local government denotes a government close to the people and serving communities within its jurisdiction. This is the type of government which is development-oriented and is designed to develop communities within its jurisdiction (Schoburgh, 2014). Local government is an essential institution in transformation of social and economic lives of local communities and is made possible through capable administration units (Asha, 2014). The existence and success of developmental local governments lie within their administration sections (Streib and Waugh 2019). This chapter, therefore, defines the relationship between administrative capacity and developmental local government under the following sections: overview of local government in relation to development; the character of developmental local government; review of local government transformation era; capacitated administration in developmental local government and recruitment process appropriate for a developmental local government.

3.2 DEVELOPMENT IN LOCAL GOVERNMENT: AN OVERVIEW

Nkuna (2013) avers that the complexity of the local government concept is contributing to some of the challenges it has faced since its inception. Local government in South Africa is a ministry which is assigned with administrative duties to deliver services to the citizenry, thereby, advance human development (Khambule and Mtapuri, 2018). This is the institution on which the former government of apartheid had left a very serious imprint of segregation (Koma, 2012). The institution of local government had been designed, in the previous era, in such a way that it benefitted a few over majority of South Africans (Thornhil, 2008). During the year 2000, the transformation of local government to 'developmental local government' took place (Nkuna, 2011). This process called for special attention as local government had been the main unit of government responsible for administration of the community. According to Section 153 (a) of the Constitution of the Republic of South Africa, 1996, developmental local government should be characterised by its ability to structure and manage its administration, draw its own budget and make planning that prioritises the basic needs

of its inhabitants. This type of administration, however, is only possible through capable personnel. That is well premised in the provision of section 152(2) of the Constitution of the Republic of South Africa which says that each municipality must strive within its financial and administrative capacity to achieve its objects, however, the imprint of apartheid inherited from the former regime continue to pose challenges. Development in local government with the current personnel who were never capacitated in administrative responsibilities has been very slow. To overcome the challenges local government was faced with, the White Paper on Local Government of (1998), introduced a developmental local government framework which has set in place, appropriate and sustainable policies, processes, and practices (Madumo, 2015).

3.2.1 Local government developmental roles

The White Paper on Local Government of (1998) in its policies and regulations identified some of the developmental roles assigned to local government institutions as the provision of basic household services, local economic development and ensuring that quality services are delivered to the community (Koma, 2010). The notion of development means nothing else but the promotion of social and economic growth of people and places (Managa, 2012). This is made possible through administration, which in South Africa has encountered some challenges. Administration in South African local governments lack managerial competence, such as skills, knowledge, experience and expertise (Pina and Avellaneda, 2018).

Official for administrative positions in local governments are determined by political affiliations (Reddy, 2016). Local governments are not seen as obligatory structures to serve the rights of the citizenry, but has become a means of giving political favours, to those who have ability to return such favours. Politics is confused with administration, and this results in loss of administrative focus (Reddy, 2016). Lack of administrative skills and knowledge in local governments severely affects communities' socio-economic growth. The system of Local Government in South Africa has become disabled and therefore is failing to empower or develop its beneficiaries (Koma, 2012). The success and growth of local governments lie in their administrative functionaries who are qualified and have relevant skills and knowledge for the duties they are assigned. Local government transformation policy has made great strides, however,

its implementation is another process which needs officials who are not afraid to face reality. The truth of the matter is that development of the whole state is determined by the capability of the administrative tools in local government (Koma, 2010).

3.2.2 Local government performance management

One of the challenges with poor service delivery in local government is non-performance of individuals of their assigned duties (Managa, 2012). 'Performance' is defined by Fox and Meyer (1995) as the way in which a planned action takes place or objectives are reached; it is an operational behavior which is directly related to the organization's effectivity. Ability supplemented by motivation brings out good performance and good performance contributes positively to the development of an organization (Nga'ang'a, Weru, Iravo and Sakwa, 2013). Administration and performance work hand-in-hand. 'Performance management' can be defined as a positive reinforcement of data-oriented approach to manage employees at work for maximization of performance (Koma, 2012).

Capable management has the potential to foster performance in the organization and is seen by its ability to implement the policies and programs of an institution (Steen, Teles and Torsteinsen, 2017). Local government is responsible for the provision of a wide range of services to the community which call for a management that is able to coordinate cooperation and integrated planning. Local government needs management that is able to forecast, therefore, be able to cater for communities' future needs. Administrative capacity that is able to assemble multidiscipline expertise in order to improve performance and meet the demands of the public, is essential. Performance is evident when management is able to effectively and efficiently provide quality and equitable services to local communities (van der Waldt, 2013).

Asha (2014) explains that quality service delivery is what every citizenry expects from local government and this emanates from good planning and programs designed specifically to meet the expectations of the public (Vyas-Doorgapsad, 2010). Good planning and well-designed programs are not the end of the road, but the implementation process is a vital key. Plans and programs on paper are meaningless if they are not put into practice (El-Taliawi and van der Wal, 2019). Knowledge and skilled individuals are the determinants of success of such plans and programs. This simply means that administrative capacity and quality service delivery work hand in

hand - no administrative capacity, no quality service delivery. Addison, in 2009) stated that administrative capacity is an indispensable instrument for quality service delivery and it is deemed capable if it is able to implement its policies and programs. This means that successful implementation of policies and programs of local government requires capable administration (Howlett, 2019). Nothing can be achieved in any institution without capable administration. On that basis, it is essential to outline the character of developmental local government as envisaged in the South African local government dispensation.

3.3 THE CHARACTER OF DEVELOPMENTAL LOCAL GOVERNMENT

The recognition of local government, by the Constitution of the Republic of South Africa, 1996, as a sphere of government, has enhanced municipalities and given them a new dynamic role as an instrument of delivery (Vyas-Doorgapersad et al., 2013). Such mandate got expression through the White Paper on Local Government of 1998 with a follow-up by other pieces of legislation that give effect to developmental local government. Through those legislative prescripts, municipalities have been given the mandate to provide services to the inhabitants under their jurisdiction (Maserumula, 2008). Just like any other form of government, municipalities need structures that can perform such roles. Structure in any department needs capacity, particularly administrative one, in order to perform well, however, in the wake of political and institutional reforms, local government in South Africa has experienced severe capacity constraints resulting in weaknesses in delivering basic services, effectively and efficiently (Vyas-Doorgapersad, 2010). The grand transformational phase of local government in South Africa remains a myth because of lack of machineries to realize the plans, however, it remains relevant and significant in today's world (Nkuna, 2011). The character of developmental local government is premised on maximizing social development and economic growth, integrating and coordinating, democratizing development and leading and learning as envisaged in the White Paper on Local Government (1998). Each of these characteristics is critically discussed in the ensuing paragraphs:

3.3.1 Maximizing social development and economic growth

Maximization of social development points to the empowerment or improvement of humanity; development of the social systems means assurance of progress and evolution of mankind (Nkuna, 2011). This is evident when local government is fully committed to working with its citizens in order to improve the quality of their lives. Section 153 (a) of the Constitution of the Republic of South Africa, 1996, obligates the municipalities to structure and manage their administration in such a way that they cater for the basic needs of the people and promote social and economic development. The main character of developmental local government is that, it is designed to stimulate economic growth and to create job opportunities for its citizenry (Khambule and Mtapuri, 2018). Such are achieved when local governments are able to educate their citizenry, able to maintain healthy living conditions, establish relevant civil society organizations, promote informal sector activities, fight crime and promote good culture (Nkuna, 2011). Maximization of social development and economic growth stems from capacitated local government administration which is well structured, has professional officials in management and proper budgeting plans (Asha, 2014). Such a local government is able to provide services in an equitable manner to every member of the community; for this, municipalities should be able to mobilize economic resources.

Administrative capacity, according to El-Taliawi and van der Wal (2019), is evidenced through proper implementation of relevant principles and delivering of quality services, whereas inadequate capacity has the opposite effect; lack of capacity affects both policies and programs of an organization. Recognition of the importance of administrative capacity in provision of basic services to the people leads to the success and development of local government. In local governments, the ability to render quality services to the people is, usually, commensurate with the amount of capacity the organization has and is directly associated with their success or development; this South Africa is still struggling to exhibit (Pollitt and Bouckaert, 2017).

3.3.2 Integrating and Coordinating

Engagement of different sectors within and outside municipal boundaries is vital for the development of local government institutions (Koma, 2012). Integration simply means the involvement of other parties, organizations, sectors, individuals in issues of local development, thereby, playing a significant role. The effectiveness of local government leadership role is in-line with the vision of the state, in general (Nkuna, 2012). Local governments play the role of ensuring engagement, while aligning the activities of different organizations towards achieving developmental goals (Maserumule, 2008). Section 41 (i) (h) of the Constitution of the Republic of South Africa promulgates the coming together, in good faith and mutual trust, of the different agencies for developmental processes, thereby coordinating their actions and legislation together; such processes seek for a local government that is capable enough to execute the integrating and coordinating roles. For the success of integrating and coordination of developmental systems, municipalities, through the guidance of Section 26 of the South African Local Government Municipal Systems Act 32 of 2000, have designed the system of Integrated Developmental Planning as an instrument through which developmental goals would be achieved. Poor coordination of these plans compromises the developmental processes.

3.3.3 Democratizing Development

Democratization of the concept of development results in making the processes accessible to every individual; it is the involvement of people within municipal jurisdictions in matters that concern development of their area (Koma, 2012). Local government should be able to establish different structures that would be able to engage communities in every aspect that concerns their livelihood; in other words, community participation for developmental purposes (Nkuna, 2011). This type of system is more concerned about the will of people for their social and economic development. Democratization opens room for any form of participation by people which might come through complaints, demonstration, notification, comments from the public, meetings, consultations with the public (Koma, 2012) and all other forms of communication found appropriate in drawing attention to issues. The nature of developmental local government is its ability to display high administrative capacity in

rendering services. The role of administrative capacity in local government is crucial as it involves engagement with public. Developmental local government needs well-managed human resources who are capable and committed to deliver high quality service to the community, hence, both management and subordinates should be capable enough to do this (Adam and Suleiman, 2018). Adequately qualified and competent leadership or managers are significant in developmental local government, as these professionals have the ability to make good decisions (Hickey, 2019).

3.3.4 Leading and Learning

Nothing could be achieved without proper knowledge and skills (Tshishonga, 2019). Every change in life comes with its own challenges which needs knowledgeable individuals to deal with and this is only possible with proper management in place (Siddle and Koelble, 2016). Public institutions' officials need to be equipped with relevant qualifications and skills that will put the state in good standing. Administration is a very essential ministry which calls for constant upgrading of its officials in order to cope with rapid changes; today's era requires people to be always ready to adjust to constant global changes. Changes are so rapid that thorough preparations are needed in order for local government to cope with all demands. Local governments and all other organizations need officials who are trained and qualified enough to cope with global changes (Dauda, 2019), however, those in South Africa have not yet exhibited any ability towards addressing developmental demands. Local governments in South Africa have wonderful policies and developmental plans that need well trained, educated and competent staff who have sufficient knowledge in implementing such plans and policies. Research by Mensah, (2019) indicates that the understanding levels of unqualified officials are so limited that they jeopardise the effective running of local governments, for developments in local governments are subject to capable administration (Kenova, Anguelov and Nikolova, 2019). Qualified and competent administration ensure performance in every unit of local government and that is achieved through the deployment of expertise. The success of local government lies in administrative personnel who are qualified and continue to further their studies to improve knowledge and skills.

The Auditor-General (2015) report associates lack of capacity in local government with poor management. Administration is the engine in every government and private

institution, hence, the occupation of key positions in administration by officials with minimum qualifications, who are assigned acting positions, poses a serious challenge to the institution and the government at large. Acting in a position does not give a person a sense of ownership or full responsibility, therefore, most of the occupants in the acting positions are reluctant to take decisions as they feel that their powers are limited. Evidence of this is seen through performance management that is weak. The results of performance management of local government every year displays weak government which are exacerbated by lack of accountability - non-performers in local government are not punished. Reports by the Auditor-General (2015, 2017 and 2019), clearly show that no measures are taken against incompetent officials. If leadership could be competent enough, be willing to take accountability, take control of the whole environment and monitor whatever takes place in local government, success is imminent.

Some of the characteristics of good administration in local government are - ability to control corruption, show effectiveness, ability to apply the rule of law, promote public communication, be responsive to the people's needs and show accountability (World Bank, 2017). Administrative personnel who recognise that they are elite in organization and have an obligation of playing a crucial role in the society, promote the success of local government. Administrative capacity is evident through availability of personnel or management that is able to navigate even the complex political context in a professional manner, for the development of the local government sphere. Relationship between administrative capacity and development cannot be overlooked - administrative capacity and development will always complement each other. Development of an institution lies heavily on its capacity, hence, lack of capacity results in poor development (Lovgren, 2019). Some developmental local governments in South Africa, however, seems to have no ability to fulfil their mandates.

3.4 REVIEW OF LOCAL GOVERNMENT TRANSFORMATION ERA

The historical picture of South African local government illustrates the ongoing transformation process (Koma, 2012). The current local governments cannot continue to exist on a system that was designed for the benefits of few individuals. The apartheid design of local sphere of governance was relevant as it was meant to cater for the citizenry within its jurisdiction. The design is structured to be carried over to a new dispensation, however, there were some adjustments that needed to be done. The main adjustment that needed no compromise was to extend or expand utilisation of resources in local government so that they could cater for everyone; this called for a transformation process as the old apartheid design had led to many challenges that the country is still struggling to resolve (Vyas-Doorgapersad, 2010).

Challenges, such as mobilisation of resources that could contribute to the realization of its mandate have put local government under great stress (Asha, 2014). Majority of the disadvantaged community, who are expected to drive and benefit from the transformation process lack knowledge and skills as they were never exposed to the administration of such a situation. Antwi and Analoui (2008) define 'capacity' as the potential of government to plan, manage and sustain development processes, which none of black local governments were exposed to. A transformed local government, in terms of catering for the changed political scene, needs a review. Transformation through political affiliation is and was an error of judgement, as this makes the process so slow that it opens a room for opposition. According to Koma (2012), the final constitutional model of local government began in 1997, although some of the constitutional provisions only took effect after 2000, the progress made so far is not reasonable and this is due to the fact that public officials lack capacity. The poor outcomes of almost every local government project signify the shortage of capacity (Kenova, Anguelov and Nikolova, 2019).

Socio-economic factors contribute significantly to the process of transformation taking place in local government, according to Khambule and Mtapuri (2018). The adoption of the new Constitution of the Republic of South Africa required local governments to be capacitated enough to remedy the ills of the past (Ovens and Associates, 2015), however, they are still struggling to reach the standard of development to achieve this. The desire to transform into a democratic local government was a very good move for

South Africans, however, the process is being undertaken without the provision of any tools to carry-out this mandate (Koma, 2012). This is confirmed by Makgopa (2017) when he asserts that although many municipalities in South Africa seem to be in distress, the decision of transforming to a developmental local government is a great stride in the right direction. Local government is the means by which the national government is able to provide quality services to every citizenry and adding a developmental aspect means that necessary skills and competence through proper management would be prioritised in local government (Antwi and Analoui, 2008). Literature shows that the most crucial resources in an organization are the human resource, therefore, the success or failure of developmental local government is determined by the skills and competence of its workforce.

3.4.1 Consequences of transformation

A transformed local government suggest that its responsibilities are now expanded (Asha, 2014). The system has an obligation to carry out critical tasks that concern the lives of the citizenry; it is expected to bring changes that contribute to the development of the entire nation. Local government in South Africa is transforming at a period when people are in dire need of a hand that can help their dreams to be realized. People are expecting responsiveness to their demands, as promised, however, the opposite is the case. A transformed local government should be accountable, efficient and effective in all its doings (Auriacombe and Greyling, 2015). South Africa has relevant policy framework about the process which, if local governments abide with, quality services would always be the results. The principles promulgated in Section 195 of the Constitution of the Republic of South Africa, 1996, about issues such as - transparency, access of citizens to government-related matters, openness, courtesy, redress, responsiveness to people's demands, accountability, effectiveness and efficiency - are some of the measuring rods that could be used for evaluation of developmental local government. A transformed local government is seen as being capable of growing its socio-economic institutions, is financially viable and effective in rendering public services.

Madumo (2015) comments on research conducted by South African Local Government Research Centre in 2014 about the status of the South African citizenry. The research identified a low rate of individuals who still have trust in South African

local governments; this threatens the process of developmental local government. The notion of democratization is not possible if people have already lost hope in the system. Democratization includes willingness and commitment of individuals to the issues of government (Koma, 2012), therefore, South African local governments have an obligation to restore the hope of the citizenry. The ability to carry out developmental local government mandate without compromise is the only way that may give rise to the revival and development of the whole state.

Khambule and Mtapuri (2018); Vyas-Doorgapersad (2010) and Auditor- General Reports (2015, 2016, 2017 and 2018) have all identified one of the challenges facing local governments during the transition period, as poor service delivery caused by - low educational levels of most of their staff members, shortage of skills, instability of tenure, low- experienced people among the staff, inadequate training of staff members ill-discipline and lack of a performance management system. Competent and capacitated officials come from educated backgrounds, thus, low educational levels impact negatively on the capacity of institutions. Recruitment processes which are mindful of effectiveness and professionalism enhance the capacity of an organization (El-Taliawi and Van Der Wal, 2019). Local government is one of the institutions that needs to be professionalized and the process will require that recruitment strategies in local government be revised.

3.4.2 Crisis in transformed local government of South Africa

The crisis in local government can be attributed to the lack of commitment of officials, whereas the lack of commitment can be associated to lack of knowledge and skills in the administration. Local government machinery in South Africa is failing to make use of available resources to develop the state; development and capacity work hand in hand (Koma,2012). A capable state, is a developmental one and that is demonstrated through its on-going and qualitative movement from inability to ability, from incapacity to capability (Vyas-Doorgapersad, 2010).

The mandate of developmental local governments focuses on developing the economy of local communities (Managa, 2012); this means that they should make sure that they have resources that will make it possible for the development to take place. Malpractices is detrimental to local government and has the ability to impede development, although, such practices are not visible in South Africa. Local

governments lack core human capacities to deliver on their developmental mandate. Human resource capacity is very valuable in local government as it drives all activities that take place. According to Asha (2014), competent and knowledgeable human resource will be able to interpret policies, run the institutions in an effective and efficient manner as well as be able to make use of all other resources, including economic resources, innovatively and wisely.

Section 153 (a) of the Constitution of the Republic of South Africa, 1996, advocates for the structuring and management of administration by municipalities, budgeting and planning processes to give priority to the basic needs of communities, and to promote their social and economic development. This confirms that capacity in local government cannot be questioned, particularly, around socio-economic factors as these are some of the urgent areas of local government that need to be enhanced for the developmental process (Khambule and Mtapuri, 2018). Strong and capable administration determines the well-functioning of an institution (Ricciuti, Savola and Sen, 2019). Administration which is well balanced is able to maintain its autonomy, competence and professionalism in the accomplishment of its mandatory role, through provision of efficient goods and services, whereas, an administration which is incompetent, causes tremendous constraints. Failure of local government to promote economic development mainly originate from its inability to administer (Profiroiu et al., 2013). The level of administrative capacity determines the amount of strength a local government has in rendering services to the community. Capacitated administration is able to maintain the rule of law; it is effective, efficient, and able to control all the activities in the organization (Ricciuti, Savola and Sen, 2019). Capacity in administration is usually evident in its top management's effectiveness, professionalization and competence in its integrated operations.

Aspects that signify a transformed local government are its administrative practices. The strength of a transformed local government lies in its ability to marshal, develop, direct, and control its human, physical, and information capital to support the discharge of its policy directions (Addison, 2009). This is determined by the type of leaders in place; their ability to handle key transactions and individual skills and abilities are some of the main features of an effective administration; capacity, administration and development work hand-in-hand (Farazmand, 2010). Administration needs capacity to

perform its administrative duties, and the performance of administrative duties leads to the development of the organization. Profiroiu et al., (2013) identified the following five internal variables that have influence on performance that enables development - resources, regulations, market structure, management and organizations. The presence of these variables guarantees development in an organization.

3.5 REQUIREMENTS FOR TRANSFORMATION PROCESS IN LOCAL GOVERNMENT

The following factors have positive impact on the realisation of developmental local governments' mandate:

3.5.1 Human Empowerment and Development

The biggest challenge South Africa is facing today is retooling of its administration (Kroukamp and Cloete, 2018). The country would be better off with resources that are adjusted to current and future demands. History of this country suggests a compulsory evaluation of administrative capacity. Empowerment implies assisting individuals to perform certain duties, functions or achieve something, whereas 'development' is described by the Public Service Regulations, chapter L3.1(b) as any change that takes place in a human being after mastering some areas of knowledge, skills, insight, attitudes, values, working and thinking habits that one has familiarised himself or herself with. People who are empowered are able to empower others and capable public servants are able to drive developmental agendas. Municipal progress is what people are longing to see; this is concerned about where people live, what people think about, whether the government is able to act fast, efficiently and effectively on the issues that the former raise (Profiroiu et al., 2013).

The country of South Africa is seeking for innovative thinkers; innovation is a vehicle that produces, for example, new ideas to deliver tangible services to people (Profiroiu et al., 2013). For relevant human skills which are able to heed the calls of communities, innovation is required. Organizations put stress on core competencies central to the organization's strategic position, whilst some literature on human skills focus on behavioural attributes (Addison, 2009). Technical, social and economic changes require that individuals be skilled enough in order to cope. The new world calls for

dynamic individuals who would be able to put in practice all the policies and programmes of the organization, therefore, skills are essential elements in local government. A skill is the ability to know how things could be done; Maserumula (2008) describes the term as the ability to do or perform something; a skill may arise from different angles - from training, practice, talent or learning.

Developmental local government has come up with new policies and programmes that require skilled people for proper implementation purposes (Khambule and Mtapuri, 2018). People who have skills enjoy their work as they are experts in their areas; making decisions on matters that concern their work is very easy for people who are skilled. Maseremule (2008) further argues that people who are skilled for the job they are doing can easily arrive at solutions; they are able to listen to others when they talk and assess the matter; they are optimistic and able to gather information that could be used to build an organization. Skilled people make constructive arguments and are creative, therefore, developmental local government needs mayors, councillors, administrators and managers who are skilled enough to run the country; people who have the skills to apply the knowledge they have. The application of knowledge is also crucial as the process propagates the smooth running of an organisation.

The onus lies on local government to ensure that they have skilled individuals. People acquire skills through learning, training and practice, therefore, they should be given opportunities for skills development (Maserumule, 2008). People should also be given opportunities to put in practise what they know or what they are assigned to do. Assessment of individual skills should also be taken into consideration so that people would be positioned at rightful places. Councillors and other officials in local government should be encouraged to upgrade the knowledge they have. They have to keep on studying so that they stay abreast with all the changes that are taking place locally, nationally and internationally. Skills development programmes, however, should be designed in such a way that they suit the standards of every individual and prior learning is recognized.

3.5.2 Quality Performance Prioritization

Performance of local government administration is a crucial element everywhere as the success of a country depends heavily on it (Alsakarneh, Hong, Enezan and Al-kharabsheh, 2018). Performance of local government administration determines the state of the country (Nkuna, 2013). If local government is performing well the whole country benefits while the opposite is also true, (Profiroiu, et al., 2013). Local government administration is the engine of the state, when it sets local governments in motion, the whole state will also be in motion. Performance of administration is also determined by the quality and efficiency of policies and programmes of the local government (Profiroiu, et al., 2013). Implementers of such policies and programmes are crucial in performance of the organization as good policy framework and programmes without putting them in practice is a failure.

A well-capacitated organization performs well and for this to happen, proper administration should be in place (Nga'ang'a, Weru, Iravo and Sakwa, 2013; Ndevu and Muller, 2017). Administration is inevitable in every institution if that particular institution is meant to exist and achieve outlined goals. All the organizations that perform very well have proper administration in place for lack of knowledge and skills of administration collapses the organization. Andrews, Beynon and McDermott (2015) state that public organization should deploy human resources that have the kind of capability that will enable it to achieve its goals. This is only possible if there is proper management in place. People or human resource cannot perform if they are not led or supervised in the right way as competent management produces good performance (Achinivu, Okwu, Wey, Akpan and Fasan, 2017).

The role of a performance management system at the level of public administration is to ensure a high quality and efficient implementation of the adopted policies and strategies of the public service; this guarantees a competitive advantage performance in addressing community issues (Koma, 2014). Administration capacity links local government structures with performance. In this light, the extent of local government capacities at any given time influences the kind of policy contributions administration make, as well as the characteristics and demands of social groups (Addison; 2009). Capacity strengthening, therefore, would be able to improve and propels service delivery speedily and ensure competence at management level. Competency denotes

the skills and capabilities that a state machine should possess, as well as its legal powers; competency, therefore refers to the ability of organizations or individuals to carry out particular operations (Farazmand, 2010). Capacity precedes performance and also determines the effects of performance. Behaviours of administration staff and events taking place are able to tell the level of capacity of an administration (Addison, 2009).

3.6 CAPACITATED ADMINISTRATION IN DEVELOPMENTAL LOCAL GOVERNMENT

Administrative capacity refers to an organization's potential to lead and manage (Ellis, 2010). Capacitation in the form of acquiring relevant qualifications promote performance of an institution, while the opposite results in poor performance of the institution. Competent and qualified leaders promote development of an institution as this enables them to implement policies and programmes of the organization. Challenges in local government can only be overcome through knowledgeable and competent administration. This is affirmed by Koma (2010) when stating that leadership should be capable enough so that it can implement relevant strategies to deal with the challenges local governments in South Africa are dealing with. Development in local government, hence, needs administration that is skilled and knowledgeable.

3.6.1 Significance of capacity in developmental local government

Administrative capacity of a developmental local governments is their potential to govern (Addison, 2009). Government is charged with the duties of setting, applying and enforcing of rules, as well as the means of achieving direction, control, and coordination of wholly or partially autonomous individuals or organizations on behalf of interests to which they have jointly contributed (Ellis, 2010). A capacitated administration can improve the quantity and quality of basic services for all the people in its local government. People who are knowledgeable and skilled enough can deepen democracy by using systems that are based on the people's will. Skilled administrations, mostly, have reliable integrated development plans that are used to guide them in their utilization of programmes and project within the municipality. Addison (2009) further described a capacitated administration as the unit which can develop a coherent and cohesive system of governance and a more equitable

intergovernmental fiscal system thereby displaying the institutional integrity of the municipality; this builds and strengthens the administrative, institutional and financial capabilities of a municipality (Madumo, 2015). A highly capacitated administration is able to discharge its responsibilities, effectively.

Rapid changes across the globe today calls for greater efforts of the prioritization of administrative modernization, reform, and capacity-building of public servants (El-Taliawi and Van der Wal, 2019). Public servants need to cope with economic, social and political adjustment that are caused by global changes. Well-trained public officials can maintain sustainable performance; enhancing administrative capacity, therefore, is an essential task. A capacitated administration can demonstrate visible successes in achieving its goals, at all times, as capacity development provides knowledge and better understanding of public services.

Capacity building, therefore, entails enhancing each function and its associated practices with standards, benchmarks, and other indicators, allowing assessment of capacity (or the lack of it). The issue of capacitating administration to prepare them to anticipate and adapt to changes is very crucial, given the likelihood of constant organizational changes (El-Taliawi & Van der Wal, 2019). Enhancement of administrative capacity requires accumulation of all relevant and proper resource that will assist local government with opportunities to implement and deliver services, according to Ricciuti, Savola and Sen (2019); all areas of reform and modernization, however, should be first identified (Pollitt and Bouckaert, 2017). Enhancement of skills particularly in leadership results in effective service delivery for educated and trained officials are capable and confident in their performance of duties, showing that consideration of academic qualifications in the appointment of senior leadership in local government is vital.

3.6.2 Role of capacity in developmental local government

Local government capacity determines the effectiveness of a country (Ellis, 2010). Administrative capacity plays a role in every element of local government; it has an influence on whatever takes place in an organization. If the administration is weak the whole organization becomes weak. Organizational capacity is measured through its output (Wang et al., 2015). Human resource capability is determined by the number of individuals hired, which should be congruent to the size of the organization, the

expertise required and the environmental factors; these determine the success and development of an organization. Institutional and environmental capacity cannot be effective on their own, human resource or individual capacity is needed to convert the inputs into outputs. Resources alone do not determine capacity of an organization, knowledgeable and skilled individuals who will know how, when and what to perform are vital. Krajcovicova, et al., (2012) emphasised competence in terms of knowledge, experience, skills, and expertise as essentials in local governments as they determine the latter's effectiveness. The expected outcomes - quality service delivery - can only be achieved through experts who are dedicated and competent in the execution of their duties.

Adaptation of new policies of developmental local government can only be realized through capacity building so that the personnel would be able to cope with changes (Andrews, Beynon and McDermott, 2015). The process of transformation to developmental local government has come with added responsibilities for a country which was already struggling with the little resources it has (Thornhill, 2008), and this calls for capacitated individuals who would be able to strategize. Lack of resources, especially, human capital, to implement developmental local governments' mandate is a serious concern. Local governments in South Africa lack potential to promote quality service delivery as mandated (Khambule and Mtapuri, 2018). The history of local government in South Africa shows that the knowledge and skills to run local government were imparted to just a certain group of people, thereby disadvantaging majority of people who are eligible to be in charge of local governments, today; due to that, performance in local government is affected. Musah-Surugu, Ahenkan and Bawole (2017) affirm that an organization's set-up has the potential to limit or advance administrative performance. Local government of South Africa was designed in the form that most of the people, particularly blacks were excluded in its administration (Koma, 2012). Local government mandate can only be realized by capacitated individuals, institutions, and environments.

Effective response to change is only possible through capacitated individuals who can make decisions efficiently, effectively and manage conflict (Addison, 2009). This is confirmed by Profiroiu et al., (2013) when identifying organizational capacity as the potential of public administration to fulfil the objectives of management policies, resources and projects. Capacity is the potential to perform, therefore, its building is a

core instrument to strengthen different officials, particularly those who have low educational levels. The high rate of changes in the contemporary world needs individuals who are able to perform timeously to avoid redundancy. The more changes that occur, the more need for expansion of efforts to address the changes (Khambule and Mtapuri, 2018).

Capacitating the human resource for effective improvement in service delivery is paramount (Ndevu and Muller, 2017). Successful developmental local government requires staff development programs that would involve relevant staff training. The fact that developmental local government system is new in South Africa, acknowledges that it may come with a lot of challenges which can only be dealt with effectively if capacity of the staff is enhanced to deal with problems of local economic development (Madumo, 2015). Local government training must be formally evaluated and any consequentially remedial actions have to be taken. Substantial financial investments in skills and capacity development need to be implemented to enhance service delivery. Technical experts must be deployed in areas which have challenges in order to remedy the situation (van der Waldt, Fourie, Jordaan and Chitiga-Mabugu, 2018). This would be possible only if local government could rid itself of politicising administration. South African local government cannot afford to continue to lose public confidence and trust of local inhabitants due to poor performance.

Organizations need skills and capabilities to meet contemporary challenges (Andrews, Beynon and McDermott, 2015). Capacity can capture the intrinsic potential of a bureaucracy to perform a phenomenon that had emerged from the existence of structures as well as their dynamic operations (Addison, 2009). Organizational structure, the procedural routines that tie institutions together and the intellectual talents of the staff are the dimensions that bind the government's mode of operations (El-Taliawi and van der Wal, 2019). Capacity is not something that can be observed through naked eyes, but the outputs or outcomes would tell whether the organization is capacitated enough or not, therefore it is the responsibility of the administrative staff to operationalize its capacity.

3.7 RECRUITMENT PROCESS APPROPRIATE FOR DEVELOPMENTAL LOCAL GOVERNMENT

Recruitment is the process whereby an institution seeks for a relevant candidate for employment purposes (Musah-Surugu, Ahekan and Bawole; 2017). The process requires a clear description of the requirements for the position, thereby, professional institution would look for candidates with relevant qualifications, skills, experience and knowledge for each responsibility (Kroukamp and Cloete, 2018). Local government is the institution, which is in very close contact with people, therefore, needs staff who are competent and committed (Dauda, 2019). This implies that institutions need to be professionalised so that appropriate quality and quantity of goods and services can be realized (van der Walddt, Fourie, Jordaan and Chitiga-Mabugu, 2018). Proper recruitment processes will take into consideration institutional gaps and will strive to fill them. Proper administration will consider people who are willing and committed to building and developing their nation as right staff for the required services, hence, cadre deployment should not be prioritised over capability. Factors that contribute to the hiring process are:

3.7.1 Professionalism

Professionalism calls for hiring processes which take into consideration the merits of applicants (Kroukamp and Cloete, 2018). Meritocracy is the process whereby individuals' credibility is regarded as basic requirements in the process of hiring (Van der Walddt, Fourie, Jordaan and Chitiga-Mabugu, 2018; Ellis, 2010); the merits include individual qualifications, experience and competence. This approach promotes the observation of proper division of work and limits corruption from hiring processes which do not pay attention to relevant qualifications, skills and competence, as they compromise output and quality. Corrupt responses to organisations' requirements create inadequacies (Ellis, 2010). Recruitment processes in local government which promote meritocracy should be considered as a norm so qualifications and expertise should be the main priority. Individual talents and qualifications should be basic requirements for individual official positions (Boittin et al., 2017). On that note, assessments of individuals' credits should be done through publicly displayed recruitment requirements and the same should be applied to promotions within careers.

3.7.2 Administrative capacity

Administrative capacity plays a very significant role in recruitment process (Dauda, 2019). The institution that has capacitated personnel will seek for candidates who will make development of the organisation possible. Recruitment process should focus on relevant and adequately trained managers, particularly, in the hiring of senior management. Capable management can recruit right staff who will be able to meet organizational demands (Ndevu and Muller, 2018). Recruitment processes serve as one of the bases for the failure or success of an organization, however, if management in charge of recruitment process is competent enough, it will be able to get appropriate employees with relevant qualifications. Van der Walddt, Fourie, Jordaan and Chitiga-Mabugu (2018), advocate for the hiring of people with qualifications, experience and knowledge of the work as skill-gaps and lack of relevant competencies compromise local government. They further recommend that institutions should be clear in the strategies required for the improvement of an organization's qualifications.

3.7.3 Qualified personnel

The degree of competence in local government bureaucrats can also be measured through the decisions they make in relation to matters that affect service delivery (Krajcoviccova, et al., 2012). Recruitment process based on meritocracy, enhances administrative capacities and enables it to ensure a developmental role and to improve performance in respect of service delivery. Without capacity to make decisions and rendering of quality services to the community, local governments are unlikely to be sustainable in the future. The implementation of developmental local government mandate initiated in Section 160 (d) of the Constitution of the Republic of South Africa, 1996, calls for some strong local government personnel who are necessary for the effective performance of its functions.

3.7.4 Skills, expertise, and qualifications of the candidates

Recruitment process should be conducted by individuals or office bearers who are accountable, effective, efficient, have integrity and passion for the public (Tshishonga, 2019). Officials who are willing to promote the interest of the public know what is due

to the public and will not be interested in compromising the organization for the interest of a few individuals (Adam and Suleiman, 2018). Qualified and knowledgeable officials responsible for recruitment will know the type of manpower the organization requires, where there are discrepancies they will amend policies; they are able to conduct interviews and examinations for suitable candidates; they are not biased and corrupt; they are willing to promote fairness and transparency, while they come up with suitable candidates for the job in public and private institutions.

Administrative incapacity continues to impact socio-economic conditions of local governments (Siddle and Koelble, 2016). The growing rate of unemployment, poverty escalation, poor infrastructure, and very poor service delivery, especially, in rural areas continue to be a serious challenge (Manyaka, 2018) in local government. Local government administration, assigned with basic operations that affect human lives, is highly politicised. Administration units are staffed with political figures instead of competent ones; local governments are seen to be hiring comrades, not those with skills and knowledge. When people are unable to do what they are hired to do, they tend to do what they are good at, which then corrupts the whole system of local government. Violent protests against poor service delivery that community resort to have major impact on economic conditions of local government.

Recruitment process should take into consideration the required skills, expertise, and qualifications of the candidates (Siddle and Koelble, 2016). Administration that recognizes the required capacity contributes positively in the development of an organization. Organizations should be able to secure skills that address their current and future needs. Local governments' responsibilities in service delivery matters call for competent administrative leadership. Van der Waldt, Fourie, Jordaan and Chitiga-Mabugu (2018) emphasised the issue of resorting to continual professional development in order to fill the functional and technical gaps in local government. To avoid discrepancies, most municipalities have to be cost-effective and sustainable in their distribution of local government infrastructure. Recruitment strategies, therefore should be clearly set in such a manner, that they identify specific skills required for the job or tasks (Van der Waldt, Fourie, Jordaan and Chitiga-Mabugu, 2018).

Recruitment and appointment of staff that stress competency always yield good products (Feyisara and Fasuan, 2018). Performance and development of local

government rest on its recruitment and appointment criteria (Koma, 2010). Problem-solving skills of qualified, educated and qualified individuals cannot be compared with unqualified individuals who have been deployed through political affiliations or some other reasons; qualified individuals are able to make informed decisions. Developmental local government needs the best and the most competent candidates for the realization of its developmental role (Van der Waldt, Fourie, Jordaan and Chitiga-Mabugu, 2018). Effective municipals' service delivery is determined by their strategies in dealing with issues of corruption and non-performance of staff. If local government can recruit and appoint expertise in leadership positions and managerial positions, its performance would be greatly enhanced. Expertise assists in reliable and accurate decision-making (Wang, et al., 2015).

Recruitment, particularly, in senior management positions should avoid patronage and nepotism as they compromise development of the organization and the promotion of quality service delivery (Jreistat, 2018). Local government is a technical field that should be entrusted to people who have proper credentials and expertise. Appointment of people to public positions such as in local government, needs administration which is sensitive enough to prioritise the lives of the citizenry (Siddle and Koelble, 2016). A merit system should not be ignored in the hiring process of administrators as it enhances administrative effectiveness and professionalism.

3.8 CONCLUSION

Literature reviewed for this study continues to focus on administrative capacity as the core variable for developmental local government; capacity is seen as a conceptual unit that links administration to development. To this point, three core elements of administration were identified - individual, institutional, and environmental capacity - however, human capital is regarded in this matter as a focal point. The discussions show that the challenges in local government affect all the three core elements identified because of their interconnectedness with each other. Confronting these challenges, the need for adaptation to new policies, processes and practices are prerequisites for local governments to fulfil their mandates. The chapter concludes that if South Africa's goals of developmental local government are to be realized, the administration units have to undergo very extensive reforms. The next chapter presents the state of administrative capacity in local governments.

CHAPTER 4

THE STATE OF ADMINISTRATIVE CAPACITY IN LOCAL GOVERNMENT

4.1 INTRODUCTION

The chapter detailed the state of developmental local government in South Africa. The first section details the peculiarities of developmental local government by explaining what developmental local government is and the responsibilities they must carry out. The second section provides a picture of the current state of developmental local government in South Africa, whereby two features that characterised developmental local government were viewed. The third section of the chapter focuses on the challenges with local governments that the country is facing and their effects. Three severe challenges the country is faced with are identified and elaborated upon. The fourth section of this chapter details utility of administrative principles in developmental local government of South Africa. In this section, the usefulness or effectiveness of administrative principles in developmental local governments and other organizations are summarised. All the fourteen principles are delineated and the manner in which they operate in the organization is explained. The effectiveness of the principles in the current developmental local government is also profiled in this section. Prior to providing some concluding remarks, the chapter detailed some mechanisms that could be found effective in enhancing capacity for developmental local government. Two mechanisms are identified and the ways they could be utilised are touched upon. The last section concludes the chapter.

4.2 PECULIARITY OF DEVELOPMENTAL LOCAL GOVERNMENT

Local government in most of the developing countries is in the form of developmental local government (Billing, 2019). This is a system which promotes development of communities within the jurisdiction of local governments. What makes this system distinct from other systems is that developmental local governments are granted all the powers and authority to run their affairs, therefore, according to Section 151 (3) of the Constitution of the Republic of South Africa, they are autonomous bodies of the state. A developmental local government is managed by local professionals who are highly competent and qualified career-based bureaucracy. The essence of this type of government is that there is fast and easy delivery of goods and services to the community as this is the government very close to its citizenry (Madumo, 2015). The

system which takes cognisance of the fact that functions at municipal levels aim for positive change in the economic, social and political dimensions of a country (Schoburgh, 2014). This is made possible through municipalities close association with local economic development (LED) practitioners.

Public service delivery is still failing in many developing countries; this is evident because many municipalities are still facing lots of challenges (Ndebele and Lavhelani, 2017). Poor service delivery characterises many municipalities, resulting in outcomes such as the frequent and sometimes violent protests by residents calling for better services. Communities in many provinces are always showing frustration over poor governance and corruption, which result in poor service delivery in many municipalities (Tshishonga, 2019). The system faces difficulties in creating functional and effective administrative units; such units are determined by the amount of capacity a local government has. The amount of capacity local governments possess, in turn, determines the extent to which goods and services will be provided to the community. Billing (2019) identified two factors that guarantees the smooth running of local government - access to resources and the quantity and quality of management. Quality and quantity civil service is borne out of effective and competent management. Most of the developing countries suffer management weaknesses which affect their provision of goods and services to their citizenry (Jreisat, 2018). The same applies to access to resources that local governments require. Poor management affect the acquisition of resources relevant for the wellbeing of the people. Promotion of economic growth is what good governance requires for developmental purposes.

Research shows that progress has been made by the Republic of South Africa, in response to the birth of democracy in 1994 (Madumo, 2015). The country has progressed in relation to the establishment of rules and regulations that take into consideration the improvement of the wellbeing of individuals, with the main focus on poverty alleviation, redress of the imbalances of the past and eliminating racial discrimination. These rules and regulations, however, face difficulties when it comes to their execution parts. South Africa administration, although, it is in pursuit of growth and development, lacks human resources that can make such aspirations possible. Siddle and Koelble (2016) contend that the challenges of this country can only be resolved through aiming at public institutions staffed with skilled public servants who

are committed to the public good and capable of delivering consistently high-quality services for all South Africans, while also prioritising the nation's developmental objectives. This situation will enable people from all sections of society to have confidence in the state, which in turn will reinforce the state's effectiveness (Siddle and Koelble, 2016). The current state of local government is mired with corruption, mismanagement of funds and maladministration (Madumo, 2015). This makes local government unable to facilitate and enhance development to their local inhabitants. Failure of the municipal officials to comply with regulations and to deliver quality and regular services, render the whole institution unable to sustain itself (Thornhill, 2008). The institution of local government is faced with several challenges, including generating its own revenue to sustain itself, however, the situation is worsened by lack of human resource capacity, which results, among others, in unethical practices, putting municipalities in dire state.

4.3 THE STATE OF ADMINISTRATIVE CAPACITY IN GOVERNMENT

Sections 153 and 154 of the Constitution of the Republic of South Africa, 1996, made provision for 'Developmentalism and Decentralisation' as two features that characterised the South African local government. Nkuna (2011) defined the first feature of 'developmentalism' as the ability of local government to prioritise advancement, progression and improvement of the condition of living. This type of local government or state has the ability to generate new properties, make progress and continuous evolution to a better state. On a similar note, Koma (2010) attests to the concept's focus on excellence in public administration and its ability to promote high economic status; for this purpose, quality public officials who are professionals and well experienced in their areas of performance, are required. Developmental states are known by quality management which invests its legitimacy on capacity in order to grow its economy and improve the living conditions of people.

Decentralisation can be understood as a process through which powers, functions, responsibilities and resources are devolved from central to local government (Khambule and Mtapuri, 2018), however, such powers are demonstrated by local governments' administration's effective and timely responsive to the needs of the public (Ricciuti, Savoia and Sen, 2019). Developmental local governments should be

able to provide goods and services within their jurisdiction, based on the effectiveness of their administration (Mensah, 2019). The roles and priorities of local government have been transformed to respond to basic local needs, therefore, enabling and innovative local governance system that are relative to outcomes, have to be in place (Reddy, 2018). Effective administration plays a very crucial role in the development and success of local government. This would be evidenced when administration in local government, according to El-Taliawi and Van der Wal (2019), shows ability to anticipate change; develop programs; attract, absorb, and manage resources; evaluate activities and apply lessons to future activities. The World Bank (2017) associates administrative capacity with good governance which are always indicated by government effectiveness, control of corruption, political stability, regulatory quality, rule of law and accountability. The presence of administrative capacity is seen through effective government in terms of - its commitment to the quality of the civil service and public service delivery, freedom from political manipulation and pressures and its approach to policy initiatives and implementation (Mensah, 2019). According to The White Paper of the Republic of South Africa, 1998, however, the status of SA local government depicts lack of implementation strategies. The ability of local government to formulate and implement effective and sound policies comes from effective administration (Mensah,2019). In other words, the successful implementation of developmental local government policies depends on the capacity of its administration.

4.3.1 Local government in crisis

Considering the description of local government promulgated in Section 151 (1) to (4) of the Constitution of the Republic of South Africa, 1996, it is evident that it is designed in a manner that promotes professionalism, however, there are constraints that hinder the realisation of such an objective. Kroukamp and Cloete (2018) identified some constraints that hinder current local government from acting in a professional manner as - financial distress, whereby inadequate financial management continues to plague the local government sector, the coalface of service delivery. The second constraint which exacerbates the first aspect is found to be excessive use of consultants, even in cases where there were people employed to do the work but the institutions are found to be relying more on outsourcing (Auditor General, 2019).

The other evidence of incompetence of South Africa local governments that impedes their development was found to be non-submission of relevant documents to the Audit team (Auditor General,2019); this clearly shows incompetence of the officials in charge. Lack of accountability signals lack of professionalism in an institution. When that happens, the institution suffers from lack of synergy and coordination with other stakeholders, and that have adverse impact on service delivery and development (Tshishonga, 2019). The other challenge that plagues local government is leadership instability, ineffective performance management, and insufficient internal controls, all of which have detrimental impact. Political deployment has exacerbated corruption in the form of fraud, tenderpreneurship, nepotism and other forms of malpractices. According to Lewin (2014) ensuring professionalism in local government depends on the nature of the role of local government in service delivery, the capacity of the people in local government and the resources available. Currently, emphasis should be placed on what can be done to deliver more and better services.

In this context, the current state of local government in South Africa is developmental in principles, not in praxis (Makgopo, 2017). South African government has formulated major policies for developmental local government purposes since the notion's inception in 1994, but there are no signs of success (Madumo, 2012). The country seems not to be in a position to be contextualized as a developmental state. There are many areas in South African municipalities that need urgent attention so they can be in line with a developmental status; so many challenges are impacting local development despite the policies in place (Tshishonga, 2019); service delivery capacity is still lacking. Siddle & Koelble (2016) identified a severe mismatch between South African developmental policy mandate, people's expectations and capacity, and resources. Municipalities tend to be ill-prepared and ill-equipped to take on the roles and responsibilities expected of their developmental mandate.

Some of the most important conditions of developmental local government as declared by Koma (2010) are the existence of adequate capacity at local level and the existence of accountability mechanisms. Treats and problems have been identified by Coertzee (2010) ; looking at these, one could realise that the country is seriously affected by factors such as - poor service delivery; poor spatial conditions; poor governance with specific reference to leadership and institutional organisational deficiencies; lack of

capacity and skills; poor monitoring and reporting, serious financial problems, poor inter-governmental relations; corruption; fraud and maladministration; political parties undermining the functioning of municipal councils; power play, and political infighting. The main challenge, however, is that developmental local government seems to lack potential to improve service delivery and ensure good governance (Binza, 2012). Local government needs individuals who are fully capacitated so that institutional and environmental opportunities are well utilized and they bring development to the local community. Development of local governments is made possible through quality managers at all levels, hence, attaining and retaining competent managers are crucial. Investing in human capital should be a priority in local governments; officials who have skills, knowledge and competencies are urgently required by local government.

In order to address some of the socio-economic challenges South Africa is faced with, local governments need to be capable enough to play transformative and developmental roles. This difficult matter can be well understood from the different Auditor Generals' Consolidated Reports of - 2014/ 2015, 2016/ 2017, 2018/ 2019). The Auditor-General is the supreme audit institution in South Africa and is responsible for auditing all government institutions and organs of state (Siddle and Koelble, 2016). Its reports, year after year is coming up with unacceptable audit results. Many municipalities are receiving qualified results while others are failing to submit financial statements for auditing, on time. It was reported in 2014 that almost fifty percent of municipalities were not able to meet the minimum standards of good financial governance; levels of non-compliance with key legislation remain high. Literature tells that most of the municipalities in South Africa are in the state of distress (Schoburg, 2014).

The type of population occupying a land may pose a challenge to its municipality. Most of the rural areas are affected by urbanisation which renders the remaining community members unable to generate revenue. Lack of such capacity within municipal jurisdictions renders them unable to perform functions which require both general and specialised management skills (Siddle and Koelble, 2016). Good governance benefits municipalities as they create a fertile environment for appropriate service delivery (Ndevu and Muller, 2018); this can be achieved through investing in the right skills and competencies for key positions. Today's complex and rapidly changing environment

necessitates great efforts at enhancing public organizations' capabilities and competencies (Van der Wal, 2017; Farazmand, 2009), however, South Africa is still facing challenges in relation to effective operation of environmental policies due to poor capacity; this is evidenced by their inability to undertake basic service delivery. Inadequate capacity has produced poor outcomes which can often be attributed to regulatory failures in policy implementation, due to lack of capacity (Howlett, 2019); enhancing administrative capacity, therefore, is an essential task.

The description of the three core elements of capacity above clearly illustrates the multi-faceted dimensionality of capacity which needs to be taken into consideration for the proper functioning of the municipality according to the legislative prescripts and policy aspects. Performance of municipality should be measured in proportion to the dimensionality of its capacity. Siddle and Koelble (2016) identified challenges such as - huge infrastructure backlogs, the negative impacts of demographic change and prevailing apartheid-based socio-economic legacies, such as municipal executive officials possessing irrelevant qualifications, service backlogs that municipalities were tasked with eliminating to ensure a complete re-definition of local government roles as set out in the Constitution.

Madumo (2015) list a number of issues which have negatively affected local government. These include - devolution of several new powers and functions to local government; new and often difficult relationships between councillors and officials; new concepts of service delivery; lack of capacity; corrupt and nepotistic practices, unrealistic expectations of senior governments and the citizenry, as well as a policy framework that was based on idealism rather than an appreciation of the harsh realities that attend decentralisation processes. Ndevu and Muller (2018) further elaborated on the serious matter of continuous protests as a symptom of lack of trust from the communities in local government. This attest to lack of democracy in local government and accountability by elected officials (Phutiagae, 2014; Koma, 2014). These have clearly impacted negatively on the performance of municipalities as senior municipal executives are expected to provide expert views and opinions to the political structures and political office-bearers operating within municipalities, such as, mayoral committees, the executive mayors. Weak leadership in strategic management and corporate governance, shortage of skills to implement financial management;

legislation, misplacement of skills within municipalities, political considerations in appointments of senior managers without required qualifications, have tremendously weakened the performance of municipalities. Some municipalities have inadequate financial management capacity and the result is that budgeting, accounting, credit control and financial reporting systems are weak (Auditor General, 2017).

A report published by SALGA (2007) identified important issues with regard to councillor capacity, notably, inadequate legal support and advice for council decision-making. Report by the Auditor General (2017) identified some low-capacity municipal managers and financial officers, who are unable to depict how and when financial transfers from government took place and cannot provide proof of where the amounts listed in their financial statements originated from. The reports lament on financial statements' quality regressing as some were even now worse than those of previous years (Auditor General, 2017). Some local municipalities and district municipalities were reported to be in financial distress. In this situation, it is apparent that the local sphere of government is currently faced with critical challenges and problems pertaining to - effective and sustainable provision of basic services; administrative capacity and institutional performance to drive service delivery as well as effective implementation of government policies and programmes. Siddle and Koelble (2016) maintain that many municipalities cannot adequately perform even basic functions, let alone cope with their new developmental role, thus, have lost credibility amongst their communities.

Auditor General's report of 2017, noted financial mismanagement and weak capabilities in local governments, therefore, they are forced to outsource at a cost of millions of monies for functions they were supposed to render on their own, such as drawing up financial statements and underlying records. These findings call for strong, coherent and transformative political and executive leadership to steer implementation process in the right direction in order to achieve organisational objectives, anchored and facilitated by professionals who are competent and have relevant skills and knowledge whose actions always yield good results on service delivery (Koma, 2010). South Africa today is beset with municipalities which are suffering from poor planning, management, and reporting of performance (Siddle and Koelble, 2016). Some municipalities go to an extent of not even bothering to prepare their reports. Some of

those that prepared their reports were found to be reporting on matters that differ significantly from their plans; that discredits the achievements they claim to have achieved (Auditor General Report, 2017).

4.3.2 Administration versus capacity

Ndevu and Muller (2018) contend that most of the municipal managers were found not competent in areas they were supposed to be responsible for, such as the preparation of financial statements, prevention of unauthorised, fruitless and wasteful expenditure, strategic and performance management as well as management of expenditure, assets, revenue, and human resources. They further dwelt on many challenges municipal institutions were faced with - tensions between the political and administrative interface, poor ability of many councillors to deal with the demands of local government in terms of the provision of services; insufficient separation of powers between political parties and the municipality; inadequate accountability measures and support systems; lack of resources for local democracy, as well as poor compliance with the legislative and regulatory frameworks for municipalities. All these challenges affected local governments' effectiveness as these variables were inputs necessary for the deliverance of public goods and services (Lövgren, 2019). The amount of outputs by municipal management illustrate the quality of the public service provision, the quality of bureaucracy, the competence of civil servants, the independence of civil servants from political pressures and the credibility of the government's commitments to the development policies.

The control of the corruption variable is determined by the amount of capacity local government administration possess. The competence of the bureaucracy are evidence of local governments' capacity (Ricciuti, Savoia and Sen, 2019). Corruption is still at a high level in South Africa as seen by some malpractices in government institutions identified by Ndevu and Muller (2018); it is a continual process of self-enrichment by both politicians and officials. In other words, it is a system through which public officials would ensure that they benefit from every state project as individuals. The system increases the mis-direction of resources as certain projects meant to close the gaps in service delivery would be diverted to meet the needs of the individuals instead of the whole community. Without any justification, people who are not sure or unable to do what they are expected to do, tend to resort to corrupt practices. Sometimes corruption

is another way of covering up their weaknesses or lack of competence to meet the needs of the people. Human resource without or having little knowledge collapses an organization.

Lack of knowledge; lack of proper communication strategy between politicians in municipalities, officials and communities; lack of capacity pertaining to skills; grappling with policy processes, and lack of resources are some of the factors that are disadvantaging municipal institutions in South Africa (Ndevu and Muller, 2018). In 2016 and 2017, municipalities were again found to have not paid sufficient attention to the findings on supply chain management compliance and weaknesses and indicators of possible fraud or improper conduct that were reported and recommended for investigation (Auditor General, 2016-2017). It was found that the areas with the highest non-compliance were in the prevention of irregular expenditure and non-adherence to procurement and contract management which were pointing to lack of skills and knowledge (El-Taliawi and van Der Wal, 2019). All these factors render local government in South Africa ineffective.

It was found to be so disheartening for the new government to acknowledge publicly, in 2009, that local government has failed to discharge its basic functions, and consequently a comprehensive shift was needed to ensure that the system was back on track (Siddle and Koelble, 2016). Some of the main challenges identified in 2009 were - governance or leadership failures, backlogs in service delivery, corruption, weak financial management, scarce skills/limited capacity/poor training, ineffective performance management and a large number of vacancies (Asha, 2014). Other deficiencies included - defects in the local government system, legislative/policy concerns, political dynamics, poor accountability, capacity limitations, poor oversight no intergovernmental support and other problems. The success of local government today is hampered by the failure of public officials to effectively implement policy plans and programs of the organizations. El-Taliawi and van Der Wal, (2019; Farazmand, (2009) and Howlett, (2019) assert that due to lack of government capacity to implement public policies, local governments are severely affected and seem to be inconsequential, no matter how representative or democratically formulated such policies are.

4.4 CHALLENGES IN DEVELOPMENTAL LOCAL GOVERNMENT

It has been more than twenty years after the birth of democracy, however, the South African local government administration remains an issue of concern (Kroukamp and Cloete, 2018). While there have been positive achievements mainly related to the attainment of democratic rule, these have tended to be a diversion of resources from one beneficiary to the other (The World Bank, 2017). South Africa is one of the countries that have made great strides in fighting for democracy for the country had long suffered from colonial rule. Democratic system of the state was sought for as the process that would decolonise the country so that unemployment, poverty and inequality could be resolved (Nkuna, 2011), however, the administrative system of South Africa is still so far from being an example of good developmental local governance practice. The country's system remains weak at the level of leadership performance and its capacity to implement effective developmental local government programs remains a serious concern (The World Bank, 2017). Lack of capable human resource and management still pose a challenge to this sphere of governance.

Without a strong administrative capacity, local government risk neglecting policy agendas, such as the developmental mandate (The World Bank, 2017). This context poses significant risks in areas such as local socio-economic development. A strongly performing public management system is an essential ingredient for sound fiscal management and effective local government development planning which require well-developed strategic planning, policy management capacity and a stable and qualified human resource base. Capable and responsible local government administration is a key ingredient to the success and development of the South African state. Quality public services is determined, to a significant degree, by the quality of the administrative system, therefore, factors such as recruitment and career management, incentive systems and politico-administrative relations, should be taken into consideration.

Quality of administration could also be realized through benchmarking of key aspects of administrative performance (The World Bank, 2017). Colonial rule practices did not prepare any future resources, particularly, making human capital out of the majority of citizens who are blacks. That had resulted in contemporary human capital facing

serious shortages, especially in key positions of public institutions. Avellaneda (2012) identified different capacities that are linked to performance and effectiveness of an organization in relation to service delivery. Such capacities are addressed as - organizational or governmental, administrative and management (Andrews and Boyne, 2010; Andrews and Brewer, 2013; Wang et al., 2015). Challenges in South Africa, among which are, inability to perform functions, mismanagement of resources and a weak accountability culture, are all attributed to lack of capacity. The country still has many municipalities that cannot perform basic functions (Siddle and Koelble, 2016), therefore, people's expectation of developmental local government provision has become a myth. The assumption was that South African administration would be run by competent and knowledgeable people with political leaders being the overseers of the state (Tshishonga, 2019). Without competent and knowledgeable staff, developmental local government will remain incompetent as the objectives of developmental local government can only be achieved through capable resource, human and others. The execution of powers and functions of developmental local government requires both managerial and specialised skills which are currently still lacking. In this study, however, focus is mainly on administrative capacity and some of the challenges among others identified in this area by Khambule and Mtapuri (2018) are: severe shortage of capacity, lack of accountability and a lack of participatory governance.

4.4.1 Severe Capacity Shortage

Severe capacity shortage in this matter refers to lack of resources that would enable the smooth running of local government. The absence of capacity is generally seen as one of the most serious impediments to the realization of developmental local government (The World Bank, 2017). Human resource capacity is regarded as the main engine that determines the existence of an organisation. All the other challenges, for example, lack of accountability and a lack of participatory governance are as a result of lack of human resource capacity. The Auditor-General (2015) report identified lack of capacity in key positions of local government as the root cause of poor audit results, thus, pointing at human resource as the main determinant accounting for all the actions in the institution.

Substantial efforts have been made, in the form of practical interventions to elevate local governments to take their place as distinct, autonomous and amalgamated sphere of government which are devolved and self-governing, evidence, however, shows that they still remain in distress. Literature shows that lack of political, administrative and fiscal accountability, horizontally and vertically; unfilled vacant posts aggravated by the deployment of unskilled and incompetent personnel especially the municipal senior managers, contribute to the challenges facing local governments (Madumo, 2015). The Auditor General Reports and studies such as Tshishonga (2019) attest to the municipalities' inability to transform themselves into learning organisations. The adoption of a transformational local government as a model to revive and activate local sphere of government, is deemed imperative.

Effective, efficient and proactive functioning of local government is dependent mainly on its ability to repair itself as part of addressing challenges faced (van der Waldt, Fourie, Jordaan and Chitiga-Mabugu, 2018). The process would therefore result in quality workforce able to translate policies into tangible and implementable projects and programmes. An efficient local government should ensure that it remains the engine of advancing development, expedite service delivery and promote local citizen participation (Nomdo, Masiya and Khambule, 2019). Literature, however, shows that poor leadership, corruption, poor service delivery, incompetent personnel, skill shortages at managerial and technical levels are pointed at as the main source of discontent and mistrust which lead to nation-wide protests.

The need to professionalise the civil service and to attract highly-skilled people who will be committed to a career in local government are crucial (Ndevu and Muller, 2018); however, according to Kroukamp and Cloete (2018) local government so far does not currently show the professionalism required, due to the cases of corruption always taking place, the inefficiency of service delivery, the unskilled incumbents of posts in local government and incompetence. There is an array of legislative and regulatory provisions to create an environment conducive to supporting the mandate to act in a professional manner, yet, not all South African local governments are currently living up to expectations due to problematic political interferences in administrative matters, a lack of accountability, and incompetent leadership, creating the belief that professionalism is not part and parcel of the nature of local government. Various

turnaround and reinforcing strategies have been proposed to improve the professionalization of South African local government, however, none of them seems to have yielded any fruit (Dauda, 2019).

Lack of capacity seriously impacts local government. Numerous reports about challenges facing local government in South Africa points at, among others, political appointments, lack of capacity, and lack of accountability (Ndevu and Muller, 2018). COGTA (2009) indicates that that In South Africa, too often municipalities are led and managed by inexperienced and incapable mayors, municipal managers or sector managers, or those who are neither trained nor equipped to perform the developmental role that is required from them. Political appointments are so rampant that local government agendas are ignored in order to promote self-interest of political individuals. Coetzee (2010) argued that lack of support from leaders in relation to the planning processes, development initiatives and not effectively engaging other stakeholders in matters regarding local governments are disadvantaging the communities.

Severe capacity challenges include managers who have inadequate or irrelevant skills and competence for their positions. The challenge here is local governments' recruitment strategies that do not take into consideration relevant skills and knowledge. Thornhill (2008) in support of this statement alluded, among others, that lack of appropriate skills and knowledge results in lack of commitment from public officials which is exacerbated by issues of corruption and interference of politicians in administrative functions; these are some of the reasons the South African local governments' senior positions are still occupied by managers who have less than five years or one year of managerial experience, compromising the performance of the institution. If relevant people, particularly, for senior positions, are in place, performance in all areas of developmental local government would not be compromised. Dauda (2019) concludes that lack of capacity or skills in local governments' officials affects the way these institutions are run, therefore, they fail to deliver on their mandate.

The government seems reluctant to deal with foremost challenge - political interferences in administration – which have caused weak municipal leaderships and,

unfortunately, this problem seems to be far from being resolved (Phutiagae, 2014; Siddle and Koelble, 2016). Various strategies to reform the country are in existence, however, the leaderships in local governments, seem to have suspended these, in order to launch their own initiatives as they have failed to implement existing mandates. Huge gaps between legislation and implementation in South African local governments exist. The lack of administrative capacities is very pronounced and seems to derive from the fragility of local government leadership (Feyisara and Fasuan, 2018). Politicisation of administration compromises skills and knowledge of the leadership causing capacity limitation. Enhancement of service delivery need greater resourcefulness and creativity from leadership (Phutiagae, 2014). An open and efficient public administration that is capable of properly implementing political decisions and representing the rights of its citizens lies at the very basis of mutual trust between leadership and the community, of political legitimacy and of democratic governance.

The Auditor-General's report of 2015, noted that challenges of having key positions in municipalities occupied by officials without the minimum competencies and skills, contribute to their failure to manage and maintain infrastructure. It was noted that all the challenges, such as corruption, cadre deployment, skills shortages, and poor administration, which local governments are faced with, are due to key officials who are unable to perform their duties. The report cites an example of most of the technical-services managers not having under-graduate degrees or diplomas. This is supported by Reddy (2015) and Tshishonga (2019) when they concluded that some of the severe challenges impacting on the basic functionality and financial sustainability of municipalities, that require immediate attention. are local governments' failure to deliver on their constitutional mandate, particularly, for basic services. The challenge of severe capacity shortage is evidenced by service-delivery protests, nationally. This clearly demonstrates that municipal functionaries, according to Siddle and Koelble (2016), are not receptive to local needs and there is no public accountability due to capacity challenge.

4.4.2 Lack of Participatory Governance

Local governments in South Africa are plagued by their failure to interpret and implement policies and regulations in line with the Constitution of the Republic of South Africa of 1996. Madumo (2015) argue that a coherent plan that can shape its programmes, priorities and budgets is needed in South African society, however, the realization of this can only be achieved through capable and effective local government. The aim being to build developmental local government with strategic, political, administrative and technical capacities to lead the nation in social development (Presidency, 2009).

Madumo (2015) maintains that local government in South Africa is in distress. The challenge is that many municipalities seem to be unable to cope with the current model of developmental local government. Reports on the state of local government, in 2009, from CoGTA, (2009) and from the Auditor General (2015, 2016, 2017, 2018) were lamenting about the same issues - that local governments are failing the poor, they are not performing and they are not accountable to citizens. The aims of democratising our society and growing our economy inclusively can only be realised through a responsible, accountable, effective and efficient local government system that is developmental in nature (Coetzee, 2010). If South Africa intends to become a developmental state or wishes to perform in terms of its developmental mandate, it is imperative that the local government sector which is the closest to the people, and responsible for the development of local government, radically increases its performance (CoGTA, 2009). The legitimacy of local government suffers when institutional leadership and management are not viewed as trustworthy custodians or are out of touch with community needs and values (Ndevu and Muller, 2018). Leadership and management should have the ability to create opportunity to interact with communities and attend to their needs.

Participatory local governments can engage their communities on daily issues that concern their lives. Strong communication, hence, should exist between local government and its citizenry, however, Siddle and Koelble (2016) noted concerns about South African local governments that had poor communication and relations with communities, resulting in ineffectiveness of the public participation mechanisms. The

growing concern is on local governments' inability to manage their own affairs as well as perform their functions, particularly, with respect to delivering quality services. The general assumption is that these challenges originated from lack of capacity to perform critical functions necessary to facilitate service delivery. Ramodula and Govender (2021) identify the issue of municipalities' inability to deliver services due to lack of capacity as the main challenge hindering the success and development of local government. This is confirmed by Ndevu and Muller (2018) who note sensitive matters plaguing local government as lack of the ability to spend its revenue as well as inadequate or irrelevantly-trained managers. The problem has become so severe that local governments are failing to resource their poverty-stricken areas.

Kroukamp and Cloete (2018) in their research about local government performance discovered misconceptions and a lack of knowledge regarding the regulatory framework of government, leading to inaccurate procedures, delays in turnaround time and lengthy decision-making processes caused by municipalities themselves; lack of knowledge and skills to implement policies compromises the quality of services. Critical elements of successful participatory local governance, according to Reddy (2018), takes into consideration local capacity to execute governance functions, such as - service provision, planning, fiscal management, investment management for development, personnel management and performance monitoring. Naidoo and Ramphal (2018) argue that participatory local government can respond swiftly to the needs of the people, account for every action and is committed to improving the lives of local citizenry.

4.4.3 Lack of Accountability

Audit reports on local government provides a picture of numerous setbacks (The World Bank, 2017), especially since the dawn of democracy in South Africa. The setbacks identified are of serious concern, as they affect key aspects, such as development of a country. Most of the setbacks are strongly related to the lack of competence of public officials to implement developmental mandate; officials are supposed to be accountable of their actions (Ndevu and Muller, 2018). Leadership that fails to account for their actions could drag municipalities into failure; accountability is evidence of responsibility. Irresponsible officials collapse an organization, whereas an accountable

leadership is able to implement discipline. Mismanagement of disciplinary issues and a general lack of service commitment by officials, clearly signify lack of capacity on the part of management. Leadership that fails to execute discipline is evidenced by an institutions' measure and nature of goods and services they provide to their people (Siddle and Koelble, 2016). Lack of discipline results in poor performance as leaders who are willing to accept accountability and have the spirit of creating an environment conducive to accountability, will be able to address all the weaknesses in an organization, therefore, the performance of such organization will always be in good standing (Nzewi and Musokeri, 2014). Majority of local government constituents have totally lost trust in public administration (Khambule and Mtapuri, 2018); this is attributed to the challenges people are always faced with which remain unattended. Poor service delivery is a challenge which is always being debated in South Africa, although, there seems to be no solutions. The ongoing protests which people always resort to have become part of life.

Local government in South Africa seems to have no solution to the challenges people are faced with as there are no signs of efforts to put an end to them. Ndevu and Muller (2018) maintain that a new leadership and management ethos is needed at municipal level which is driven by the principles set out in the Constitution of the Republic of South Africa and legislation pertaining to local government. The Constitution prescribes honesty, integrity, trustworthiness, ethical behaviour, accountability and responsiveness, as values for leadership and management. Tshishonga (2019) concurs that sustainable delivery of services, such as water, electricity, houses, economic and social matters, depends on the depiction of the developmental local government concept; this framework also depends on proactive, responsible, and accountable local government functionaries. The concept of accountability, whether in political, legal or professional issues, demands responsible employees to account for their outcomes, in their line of duty, whether those outcomes are positive or negative, Tshishonga (2019) further argues.

Local governments seem to suffer from shortage of skills and knowledge to adhere to South Africa's regulations. Ricciuti, Savoia and Sen (2019) focused on accountability as the mechanisms for leaderships that have the necessary capacity to transform them into developmental local governments. Accountability mechanisms for local

government leaderships are essential to build fiscal and legal capacity in local economic development; this would be shown by their ability to design, implement and monitor their budgets (Kroukamp and Cloete, 2018). Local government in South Africa is failing to provide the required leadership and take responsibility to meaningfully correct the injustices of the past, by fast-tracking the pace of socio-economic progress; instead, the country is dealing with serious corruption cases, mainly from local government leadership. Manyaka (2018) reiterated that serious challenges that the country is faced with are, unemployment, poverty, and inequality. The challenges seem resistant to change deep rooted in local government leadership as the system of local government undermines accountability which, in turn, negatively impact performance.

4.5 UTILITY OF ADMINISTRATIVE PRINCIPLES IN DEVELOPMENTAL LOCAL GOVERNMENT

This section elaborates on the use of administrative principles in local government institutions. Focus is on Henri Fayol's administrative principles that are utilised as a scale to measure the effectiveness of local government institutions in South Africa and to determine the role of administrative capacity in public institutions. The principles are applied in various administrative processes to test and assess their use in government organization. The wide use of the principles reflects their significance in government organizations including the local sphere (Önday, 2016). The aim here is to investigate the perceived importance of the principles for public institution managers involved in administration, particularly, of local governments. The principles have had substantial impact on management operations in virtually all kinds of organizations as revealed in the literature (Önday, 2016; Mbalamula, Suru and Seni ,2017; Oyedele, 2015; Wren, Bedeian and Breeze, 2002; Achinivu, Okwu, Wey, Akpan and Fasan, 2017). The effective use of the principles enables the managers to forecast, organize, command, coordinate and control public organization successfully and with ease; non-adherence to these management principles leads an organization to failure. Utility of these principles in management process, however, is contingent on managers' perceived importance of the principles in respective public management settings. The following principles are examined to determine their relevance and use in public institutions:

4.5.1 Division of work

The first principle referred to is - division of work. According to this principle the organization performs better when work is allocated according to individual specialization as staff perform better from this process (Uzuegbu and Nnadozie, 2015). The principle emphasises the issue of dividing work amongst people who can do the job so that staff are not overloaded. All jobs cannot be done together by the whole staff, hence, there is need for division of labour to exercise specialization (Mbalamula, Suru and Seni, 2017). Expertise, according to (Avellaneda, 2012) has to do with specific skills and knowledge, which are important for effective performance and it takes time to acquire, since it is a result of practice. People who have specialization are faster and more accurate and their experiences are superior to those of non-specialised individuals. If local governments have dedicated staff whose main task is to coordinate and manage certain efforts and strategies, it will enable the government to achieve expected outputs by exploiting the benefits of specialization. One of the challenges South Africa is seating with is significant loss of qualified staff in local governments since the dawn of democracy (Ben-Gera, 2005). The fact is that the model for recruiting and hiring local government staff does not promote quality, particularly, in key positions of public institutions. The institutions are dominated by unqualified personnel, irrespective of the sensitivity of the issues they deal with which profoundly affect the lives of the people. Talents in local government are snatched by private institutions.

The Auditor General's Report (2017) voiced concerns on the inadequate skills in government organizations that have led to a lack of oversight by councils (including the mayor) and insufficient implementation and maintenance of financial and performance management systems by the administration. Kroukamp and Cloete (2018) reveal that in 2016, inadequate financial management continues to plague the local government sector, the coalface of service delivery. Local governments in South Africa suffer from spending money irresponsibly; examples of this were some municipalities in North West Province which spent almost R29m in 2014 to pay consultants to assist with accounting-related services to prepare year-end financial statements, although this did not lead to subsequent visible improvement of audit outcomes. A total of 226 municipalities (71%) were assisted by consultants in 2011/2012 at a cost of more than R378m (Auditor-General, 2015). There were complaints

that local governments are still too reliant on consultants, for ninety-two percent of municipalities were found to be still utilising consultants for financial reporting, at a cost which had increased from R267m in the five previous years, to R892m in 2014-15. What is even more disconcerting is when such growth in consulting is often disproportionate to the growth in provision of services.

Filling of key positions in South Africa, Koma (2010) contends, is still based on patronage, political affiliation, and connections, rather than merit. Professionalization and non-partisan elite appear to be missing in local government institutions where expertise is politicized. These challenges continued Koma (2010) have exacerbated corruption in the form of fraud, tenderpreneurship, nepotism, cronyism, patronage, money-laundering, and price collusion; an example of which was when R3.274bn of contracts were awarded to family members in 2012/2013. People who are not sure of how to perform their jobs tend to resort to corrupt practices, so that they could be seen to be doing something.

Local governments in South Africa are full of fraudulent practices - abuse of mayoral funds, unauthorised transfers of municipal money to outsiders, favouritism in procurement processes, the payment of bribes to secure services, the abuse of travel allowances, fictitious tenders, non-payment of municipal services by councillors, using municipal facilities for party-political or personal purposes, employing individuals as general workers without advertising the posts, and irregular performance bonuses (Ebersohn, 2014). All these issues are born out of negligence by local governments to search for qualified staff and the continual undermining of the lives of the people. Thornhill and Cloete (2014) also focus on this, pointing out that executive appointments are generally made based on political affiliation. This implies that municipal managers and chief financial officers might not have the required expertise to address fiscal challenges - a situation detrimental to the institution. Avellaneda (2012) suggests that employees' expertise and experience in the organisation should always be a priority.

4.5.2 Discipline

The other principle identified in this section is discipline. This principle promotes clearly-defined rules and regulations intended to achieve good employee discipline and obedience by (Mbalamula, Suru and Seni, 2017). It is often a part of the core values of an organization in the form of good conduct, respectful interactions, proper dress code and other regulatory matters. This principle is essential and seen as the 'engine oil' to make an organization run smoothly. It goes without saying that management is responsible for the way discipline is maintained in an organization (Mbalamula, Suru and Seni, 2017). Fayol acknowledged the natural human tendency towards lawlessness and perceived the level of organizational disorder which could erupt if employees are not strictly guided by rules, norms, and regulations from management; without discipline there would be no control in organisations.

Lack of discipline poses a serious challenge in South Africa today. The audit reports complained of non-application of their recommendations by the municipalities and that no actions were taken against ills. Public institutions also suffer from factions within local governments due to political infighting at council level and interference in the administration; these are weakening oversight and the implementation of consequences for transgressions (The Auditor General, 2017). These challenges make local government less attractive for professionals to work in. The report continues that leadership's inaction, or inconsistent action, has created a culture of 'no consequences', often due to inadequate performance systems and processes. Leadership in local government are reluctant to take the Auditor General's repeated recommendations and warnings of risks for service delivery. Lack of discipline is so high that mismanagement of funds, like all other ills in local government has also become a norm. Another investigation by the Auditor General (2013) revealed that the amount of R3.5bn worth of procurement could not be audited due to non-submission of the relevant documents. During the same period almost half (46%) of municipal contracts were awarded to employees, councillors or other state officials, however, the subsequent 2014/ 2015 report does not provide any evidence of any consequences against the afore-mentioned transgressions. The Auditor General (2017) noted some municipalities with blatant disregard for controls (including good record keeping) and compliance with key legislation, which have the potential of promoting fraud. One of the blunder most municipalities are committing is making use of consultants at a great

cost even in matters that the former could perform on their own and that jeopardised their credible performance reporting and compliance with key legislation.

4.5.3 Subordination of Individual Interests

Subordination of individual interests to organization needs is another principle identified in Fayol's theory. This principle simply states that staff interest must not supersede that of the organization (Achinivu, Okwu, wey, Akpan and Fasan, 2017). This implies the need for employees to sacrifice their personal interests for the organization's good. In other words, if any staff goes against the objectives of the organisations and fails to establish a positive civic attitude for the organization, such staff should not be tolerated, however, the principle has been declared obsolete by most literature (Uzuegbu and Nnadozie, 2015). Supporters of this argument indicate that employees work better when they are valued and given a reasonable sense of belonging.

Employees in local government have rights to respect and dignity and these must be recognised, however, the challenge comes in when employees are so committed to their own issues, although, the latter conflict with those of their institutions. Siddle & Koelble (2018) lament that local government sphere is characterised by a lack of ethical conduct, integrity and good governance by municipal functionaries who are generally viewed as unresponsive, dismissive and corrupt. The challenge is so severe and blatant that it has even affected trust and confidence by local communities. They add that local government as an institution is marred by problems of nepotism, patronage and corruption. Local government officials are reported to be diverting resources which are meant to assist the poor, into their own pockets through political connections (Manyaka and Nkuna, 2014). This clearly tells how greedy public officials are and their lack of interest in serving the communities they are hired to serve.

4.5.4 Stability of Tenure

Stability of tenure is another principle suggested by Fayol's administrative theory. This principle is about employment tenure for personnel in organizations (Uzuegbu and Nnadozie, 2015). It implies the need to employ the right staff and train them on the job

with the anticipation of retaining them for a long period of time. This principle has been posited as one of the critical principles. Fayol maintains that an organization stands a better chance of growing faster if its employees are stable (Mbalamula, Suru and Seni, 2017). The principle is established on the belief that a staff with a secured long-term tenure will use his experience and knowledge gotten from working in the organization to initiate innovation, productivity, help with the organizations growth and further increase the organizations profit base. Management in the modern day, however, suggests recruiting ready-made employees with experience and the right qualifications.

As a matter of fact, contemporary organizations are not keen on investing so much in staff training before the latter understand the nature of their jobs and how they are supposed to be performed in the organizations. As suggested by Uzuegbu and Nnadozie (2015), recruiting the best qualified staff is the best option, because they believe from the beginning, they will make work efficiently, be productive and afterwards get trained to improve on the work they already know how to do. Instability in the civil service, combined with weak policy coordination systems are very serious risks for the organization.

Stability in the administrative interface and a reduction of the politicisation of senior or executive appointments in municipalities continue to be a desire (Reddy, 2016). South African local government seems unperturbed in hiring incompetent staff (Manyaka, 2018), therefore, preference is given to those who are politically connected and friends and relatives. Qualifications and experience do not matter in public institutions. As a results service delivery is affected as people expected to give service are not qualified or do not have knowledge and skills required for their work.

Kroukamp and Cloete (2018) suggest that professionalism in South African local government be regarded as a valued principle. Tsenoli (2014) advise that emphasis should also be placed on the use of non-financial measures, such as product quality and customer satisfaction to ensure better long-term performance by local government as they will assist managers in refocusing on the lasting aspects of their actions which will enhance professionalism. Onday (2016) proposes some priorities that need to be

addressed to professionalise local government in leadership and strategic human resource as - recruit, retain and develop - the best available talent and skills. In South Africa, governance structures in general are clogged with acting municipal managers and acting chief financial officers (CFOs); for instance, in 2013 a total of 17% of all municipalities had acting municipal managers, as many as 60 municipalities had acting CFOs, and 22 municipalities had both acting municipal managers and acting CFOs (Lewin, 2014). This absence of sustainable senior leaders and managers leaves municipalities vulnerable to non-compliance and the creation of dysfunctional states (Lewin, 2014). This is supported by the argument brought by Kroukamp and Cloete (2018) suggesting that despite the high unemployment rate in South Africa, there are 30 000 vacancies at all levels of government, including the local level. In addition, leadership instability, ineffective performance management, and insufficient internal controls have had a detrimental impact. The Auditor General in 2019 supported the argument by identifying root causes of accountability failures as vacancies and instability in key positions; these impede systematic and disciplined improvements.

4.5.5 *Esprit de Corps*

Esprit de corps is one of the principles suggested by Fayol's theory as contributing to the production of good results in an organization. This principle stresses team work and team spirit. For an organization to achieve the best result, there should be a unified and effective integration and coordination of both individual and group efforts for unity is the backbone of this principle. When people are united, they inspire each other. Enthusiasm, devotion, and commitment are the results of cohesion. Mbalamula, Suru and Seni, (2017) explain *esprit de corps* as the intensity and depth of feelings which assist with job performance and fosters support amongst members of a group. Fayol suggested that for an organization to be successful, there should be team spirit amongst employees of the organization so that all of them must consider themselves as members of the organisations thereby maintaining high morale and unity amongst staff. Unity is the strength and the foundation of success in any organization; therefore, both the staff and management should work together to accomplish these objectives (Pathak, 2014). According to Fayol (1949), management should promote teamwork especially in public institutions which are large entities so that they may be able to achieve organizational goals.

South African local government is beset with the situation of political infighting (Auditor General, 2017). There are so many factions in local government institutions which rob communities of service delivery. Local governments' incapacity to deliver basic services indirectly alienate them from communities (Tshishonga, 2019). Failure to fulfil their mandate and perform effectively has led to a widespread disillusionment as communities have lost trust in local government, which in turn, has led to democratic deficit and "participation fatigue. These predicaments are further aggravated by the non-compliance by politicians and officials to municipal by-laws and a breakdown of communication between the local polity and its constituency (Tshishonga, 2019). This was also observed by Kroukamp and Cloete (2018) as they concede that a lack of synergy is causing weak coordination between various spheres, levels and departments of government. The situation has had an adverse impact on service delivery and development in terms of, for example, the provision of housing and related activities such as water, electricity, sanitation and the identification of land. This is the reason South African government is subjected to failures, poor service delivery, and unresponsive local communities Manyaka (2018). Lack of teamwork, cohesion and unity lead to organizational failure.

4.5.6 Authority and Responsibility

According to the principle of authority and responsibility, managers are the ones vested with powers to give orders and instructions to the subordinates; they are also responsible for their own actions and decisions made (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). Managers exercise authority commensurate with their responsibilities. In relation to local government of South Africa one is concerned as to whether the institution is capable enough to give concrete orders and be accountable for such instructions. Siddle and Koelble (2018) note that the issue of continual service delivery protests signifies a governance which needs an urgent response, however, politicisation has resulted in deployment of incompetent staff on political bases against merit-based criteria in the selection, retention, promotion and rewards of employees. Cadre deployment as a guiding principle of the ruling party is also compounding the problem, particularly, where there were no skills assessment done of the appointed candidates. Kroukamp and Cloete (2018) articulate the issue of no proper fit between the capacity and responsibilities of municipal employees causing few people to trust government; the main questions that one can ask are - Are the managers equipped

enough to respond to the needs of citizenry? Are political deployments to municipalities committed to the task at hand and ensuring that they discharge their political or developmental mandate to the best of their abilities? (Reddy, 2016). If the answers are no, then - *How can one take orders from incapable individuals?*

4.5.7 Unity of Direction

With 'unity of direction', the theory suggests that there should be a single plan in the organization which is led by one leader for each activity with same objectives that will guide the direction of the organization as many plans confuse the organization (Mbalamula, Suru and Seni, 2017). People should know - where to go and how - thus the objectives and the goals of the organization should be clearly set out. Employees should work towards achieving the central goals and objectives of an organization (Wren, Bedeian and Breeze, 2002). Employees are more focused when the management process is being done by one manager; too many hierarchical levels, lead to difficulties in management (Kenova, Anguelov and Nikolova, 2019). This type of control aims to improve administrative performance and operational capacity. Local government institutions are charged with diverse array of public matters that require proper management process; insufficient power and authority lead to loss of direction (Andrews, Beynon and McDermott, 2015).

4.5.8 Centralization and Decentralization

The theory suggests that excessive centralization and decentralization results in an organization's ineffectiveness. The principles advocate for a balance between centralization and decentralization in relation to decision-making purposes (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). If the decision-making process is centralized among few people, the organization might be negatively affected as that may delay production; on the other hand, if the process is decentralized to many people, although production might be fast, the organization might be affected as duplication sometimes may occur. A balance between the two should be sought for the smooth running of the organization (Bhasin, 2016); this would facilitate participation and commitment to smooth progress in the organization and enhance service delivery. Reddy, 2018 and Abdule, Muturi and Samantar, (2018) concede that participatory, accountable, and transparent local government are made possible by good governance where every individual have a sense of ownership in the organization.

4.5.9 Scalar Chain

The principle of scalar chain suggests that communication in the organization should be in a hierarchical manner, extending from the highest to the lowest position in the organization and permission for horizontal communication should be obtained from superiors if there is a need; the principle advocates for vertical transmission of information from the highest level of authority to the lowest level or subordinates (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). This form of communication promotes cooperation in the organization and provides a clear direction. Politicization of administration which has led to many infights, has prevented public administration from the observation of this crucial principle. Two-way information gathering and sharing between citizens and government have been badly affected and that has made the citizenry to resort to another preferred system of communication - protests. This system unfortunately is not advantaging the government, since most of the time, protesting citizens tend to be violent and destroy government properties. The danger of politicizing whole administration and ignoring factors such as transparency, accountability, feedback and productivity, could be alienation of the professional staff, increase in bureaucracy and blocking of innovation and learning (Koma, 2015). Good communication promotes good coordination and creation *an* environment of responsiveness, high performance and clear accountability. Scalar chain enables citizens to communicate their grievances and seek redress from the appropriate section of delivery, while providing insights into service delivery in the process.

4.5.10 Order

The principle of order advocate for peace in an organization as success of an organization also depends on it; if things are done in proper order an organization is bound to be successful. Employees should know - what to do, when to do it, where to do it and how to do it - and these can only be fulfilled by the right people who have relevant skills and knowledge of their job. Efficiency and effectiveness of an organization depends on how properly and orderly things are done (Achinivu, Okwu, Wey, Akpan and Fasan, 2017); where there is no order chaos exist. Local government is a very sensitive organ of the state which requires knowledgeable people who have ability to put the organization in order. Too much politization of the organization hampers its smooth running. Tshishonga (2019) recommends turning an organization

into a learning environment so that order can exist. People whose skills and knowledge are always revitalized can always adjust to all the changes that take place.

4.5.11 Equity

The principle of equity suggests that loyalty and devotion of employees can only be achieved by managers who treat their subordinates in a fair manner (Mbalamula, Suru and Seni, 2017). This requires that both employees and employers should be committed and compliant; this develops a sense of ownership among employees. Every employee deserves fair treatment, and he/she should not be treated based on his/her religion, gender, sex and race. Duties assigned to individuals should be in line with their positions. Harassment of any form should be prohibited. Application of fairness, kindness and justice to employees result in their commitment and loyalty to the organization (Bhasin, 2016). People in local government bureaucracy, however are appointed in order to reward party loyalists instead of addressing the issue of representation in the municipality (Siddle and Koelble, 2016); this tremendously disadvantages local government institutions. Reddy (2018) believes that good local governance, and visionary, legitimate and credible leadership are critical to attaining sustainable equitable people-centred developmental local government. Local governance, specifically, local growth is critical to translating the national development agenda to reality, locally.

4.5.12 Initiative

Initiative as a principle calls for managers who would come up with new ideas and who can also implement such ideas. Management in an organization should be comprised of knowledgeable and skilled individuals who will be able to drive the organization towards achievement of goals and objectives. Management, which is innovative, decisive and creative enables an organization to stand firmly (Koma, 2015). Managers who are smart and have initiative, know how to engage their employees and are able to utilize their contribution for the production and development of their organization. In addition, employees who are given opportunities to come up with their own ideas and suggestions, quickly develop a sense of ownership of the organization and fully commit themselves (Uzuegbu and Nnadozie, 2015).

Good management is innovative and forward-looking, and is able to transform and cope with changes. Manyaka (2018) opines that the recurring protests in various communities should be read as a sign that community members across South African municipalities are growing increasingly impatient and frustrated with the slow pace of socio-economic progress and transformation, due to lack of initiatives from management. These are compounded by incompetent leadership at local government. Successful local governments are able to provide a vibrant formal base to co-ordinate local initiatives and activities and develop a linkage between local, provincial and national objectives (Achinivu, Okwu, Wey, Akpan and Fasan, 2017). The most burning current issue is that community members complain about relate to the competency of local government as prescribed in the Constitution of the Republic. Successful implementation of government initiatives requires capable organizations that can define problems, set priorities, allocate resources, and carry out requisite implementation of policies to deliver public goods and services efficiently and effectively (El-Taliawi and van der Wal,2019).

4.6 MECHANISMS TO ENHANCE CAPACITY IN DEVELOPMENTAL LOCAL GOVERNMENT

The importance of administrative capacity lies in the fact that it determines an organizational success, therefore, it cannot be over-emphasized. Several research have been conducted about the necessity of administration in government including those by Farazmand (2009) and Ellis (2010). They define the concept as ‘an engine’ that sets an organization in motion; however, this attribute will only be realized if management principles are activated to make things happen and through capacitated individuals in the organisations. This section, therefore, details the most critical mechanisms to enhance capacity in local government. The following two mechanisms will be elaborated for further understanding of the significance of administrative capacity in developmental local government:

4.6.1 Education and Training

The amount of education and training employees have, determines the amount of capacity that an institution has. Competent and capacitated individuals are the outcome of education and training (Monkam, 2014). These individuals are able to advance the institution through knowledge and skills they have accumulated from training and education. Municipalities are institutions which are in very close proximity with the public, therefore, they require educated individuals, especially, in top management positions. Educated individuals, particularly in public organizations, know when, where and how to get public attention. A report from research conducted by South African Local Government Research (2014) revealed that municipalities with educated managers performs better than other municipalities not so advantaged. Capacity and competence have significant influence on efficiency and effectiveness in management of state resources. Khambule and Mtapuri (2018) confirm this by suggesting the hiring of qualified staff as such individuals have direct impact on the performance of the organization. If offices who have oversight in the municipalities could be capacitated through education and training, local government development would be realized.

Tshishonga (2019) asserts that the failure to uphold the roles stipulated in the Constitution and other local government regulations is due to weak administrative capacity coupled with poorly trained staff. Local government as an autonomous and distinct sphere of governance has been granted power and responsibilities to plan and implement its own development interventions (Asha, 2014), however, authorities in these institutions need the capability to effectively plan and implement, specifically, to identify, prioritise and meet, the basic needs of the poor and marginalised groups in the community. There are imbalances among the local governments' responsibilities, their existing capacities and contextual realities, thereby necessitating different requirements; municipalities in the country have been provided with different support measures including training for officials and councillors (Asha, 2014). Lack of education and training is impacting the institutions negatively as some municipalities are financially challenged as they cannot raise and manage their own revenue. Nepotism and cadre deployment of unskilled personnel are the most common culprit in the failure of services delivery in South Africa local governments.

Extensive research show that South African local government is faced with multiple challenges among which are lack of finance and human capacity. Tshishonga (2019) argues that deployment of incompetent human resources and the lack of strategic thinking and operations contribute in depriving the public of quality and sustainable services. The failure by most municipalities to align their budgets and human resource deployment contribute to their failure to develop a linkage between capacity development and integrated development planning. Koma (2010) recommends that municipalities should be fully capacitated in various areas, including their ability to fill management posts with skilled and qualified individuals who are trained for specific responsibilities.

The ability of municipalities to put in place and enforce anti-corruption and good governance mechanisms and adequate financial management systems, can only be achieved by qualified individuals. Local government of South Africa can only be revitalized by designing and implementing proper support systems that enhance local governments' implementation and delivery capabilities (El-Taliawi and van der Wal, 2019). The authors continue that the political-administrative dichotomy is the only way that can lead to the success of local government institution. Sufficient autonomy for public managers and frontline workers and a merit-based appointment system devoid of politicization, are widely considered beneficial to capacity in public administration. El-Taliawi and van der Wal, 2019 maintain that government institutions being impartial in the exercise of authority is crucial for good governance and administrative capacity and is a corollary to high economic growth.

Madumo (2015) supports this view by adding that a clear distinction should be made between politicians and administrators, and their role and functioning should be clearly demarcated so that each one does not act in *ultra-vires* when delivering services in line with the Municipal Structures Act of 1998 as amended. More emphasis should be placed on the utilisation of knowledge and technology for economic growth and development. Studies show that leadership has long been a key factor in organization effectiveness (Mbalamula, Suru and Seni, 2017; Oduro, 2016); that means appropriate and adequate leadership training can make a difference between effective and less effective organizations. Lack of leadership training propels a feeling of discontent among managers, which may become detrimental to structures, purposes and

processes of local government administration, and in turn to all other activities in public institutions (Mbalamula, Suru and Seni, 2017; Onday, 2016).

Leadership and management are seen as central to high performance of bureaucratic agencies, particularly with regards to organisational culture and management practices, recruitment and promotion, resource mobilisation and organisational goals, therefore, professionalism of staff, particularly, managers and a strong sense of mission are most commonly identified as being significant for success (Hickey, 2019). According to Andrews, Beynon and McDermott (2015) human resources are key to capability in organization, hence, they are largely dependent upon in order to marshal better performance. The practices through which an organization brings its human resources into play in pursuit of its goals thus constitute distinctive competencies and, as such, represent the capacity of an organization to succeed in its endeavours. The quality of leadership and management within an organization, the effectiveness of its strategic and operational management practices, and the links between each of these attributes and the productive activities of the organization are all determined by the type of education and training members of management poses. Knowledge and skills of individuals in an organisation enables it to achieve desired outcomes (Mbalamula, Suru and Seni, 2017).

Efficacy of the Local government will only be realised when public officials are fully equipped with knowledge and skills to implement the policies and programmes of the institution. This will be evident through development programs taking place, customer satisfaction and the ability of local government to manage corruption at all levels. Koma (2010) supports this argument by adding that the Department of Local Government as well as Treasury should assume a more strategic and focused role with a view to provide support and resources to low-capacity municipalities. They should ensure provision of training programmes in areas of administration so members can effectively address challenges related to filling of senior or administrative positions, financial crisis and poor service delivery.

The notion of developmental local government sees education, training and skills development in all sectors of the society and economy as prerequisites, not only for the stability of the society but also for the growth and development of the country

(Asha, 2014). Developmental processes and changes are taking place every day; these call for skills and knowledge. The democratic country of South Africa increasingly requires the inputs, active participation, and involvement of various role players, such as officials and managers from various sector departments, municipal councillors, community organisations and business, and development professionals. To fully engage with the planning and development processes, these role players will have to become qualified and attuned to the current development trends and practices. This implies, among others, that more efforts should be made to expose role players in the development process to these current trends. According to El-Taliawi and van der Wal (2019) one of the means to success for local government institution is to increase its administrative capacity by identifying gaps in skills and develop a human capital and support systems necessary to bridge those gaps by harnessing the administrative and local ownership necessary for success. Managers, officials, and decision-makers will have to develop and expand their knowledge and skills with respect to the developmental processes.

Local government in South Africa should investigate measures to become more attuned to the emerging and rapidly changing developmental agenda. This could, for instance, be done through closer and more active collaboration between local government institutions, planning institutions, and tertiary and research institutions. The most vital asset in any organization is its people. Andrews, Beynon and McDermott (2015) argue that developmental dimension of human resource should be conceptualized as a sub-system of human resource management. Skills and abilities of employees are significant inputs, while good performance is output that is determined by the type of inputs. Antwi and Analoui (2008) are of the view that an effective human resource development, as a sub-system of an organization, should include a cohort of highly trained professional staff held together by close working relationships with line and staff management. A record of accomplishment in delivering high-quality products and services is a result of proper education and training. Administration in local government should see education as essential for capacity purpose to acquire, utilize, train, develop, retain, and dispense the competencies required by an organization. Creating an effective comprehensive institutional development will lead local government institutions to success while strengthening public institutions' human resources, particularly, capacities of public functionaries, will

enable institutions to transform and function effectively (Reddy, 2018). Institutions such as municipalities are critical for enhancing development and facilitating growth, and at the same time, making certain that there is ongoing progress towards the attainment of the sustainable development goals (SDGs). The main aim should be to develop local governance systems that have the capability to service their jurisdiction with ease (United Nations, 2013).

4.6.2 Proper Staffing

Proper staffing has a positive effect on the growth, success and sustainability of an organization. Proper staffing relates to the filling in of vacant positions by qualified employees in terms of skills and knowledge. This strategy is explicated by Reddy (2018) as a merit-based recruitment system which is clearly linked to career pathing, skills improvement and enhanced professionalization. This is the system which local government should always give priority. The most skilled and capable municipal functionaries have to be recruited, retained and developed to enhance responsive, effective and efficient service delivery. This is also affirmed when Koma (2010) alluded recommended that positions in local government administration have to be based on merit rather than patronage, nor on ethnic or religious considerations as these are the factors that are contributing to deficiencies in administrative capacity and institutional performance.

Local government institution needs innovative and transformative political and executive leadership. Those are leaders who have a clear vision of what their cities, towns and localities require to develop; they are not afraid to take bold and decisive actions against poor performance and lack of accountability. In this context, Reddy (2018) reiterates that the success of any government depends on addressing recruitment problems, implying that the success of local governments depends on their access to skilled staff. Meritocratic recruitment is the type management strategy that is most appropriate for improving organizational performance. Competent and quality management can devise and implement efficient and effective public management systems that promote developmental processes. These systems are very significant as they determine administrative capacity of local government to deliver effective and timely public financial planning that matters the most for public goods and services. It

is argued by Ricciuti, Savoia and Sen (2019) that a professional organizational management is a necessary condition for a local government to be 'developmental'. Only if local government could recognise meritocratic recruitment instead of political appointments that developmental local government would be realised.

Asha (2014) argued in a survey conducted for the establishment of the status of local government, that most local government institutions were performing inadequately and were in a state of distress due to the following challenges: administrative and political conflict, lack of an effective performance management system, weak intergovernmental relations, poor financial management including fraud and corruption, service delivery backlogs and skills shortages. All these challenges are due to negligence of the meritocratic system in the recruitment and hiring process. Local government employees with positions of power and privilege (Khambule and Mtapuri, 2018) have negative impact on public institutions as they weaken the organization.

The degree to which an organization employs a meritocratic recruitment offers a predictable measurement of the organization's performance (Ricciuti, Savoia and Sen, 2019). The type of recruitment the organization applies determines the quality of its products. The application of the meritocratic process of recruitment is an indication of how focused the institution is in relationship to its capacity. High levels of institutional capacity are necessary for positive development outcomes. Recruitment should first focus on the organizational capacity, while paying attention to the management capacity to devise and implement effective management systems. Ricciuti, Savoia and Sen (2019) argue that in professional organizations, meritocratic recruitment through competitive examinations, interviews for hiring and firing based on objective non-performance rather than politically appointing and dismissing are necessary conditions for an organization to be developmental. Recruitments should be aimed at building fiscal and legal capable local government that will be able to provide public goods and deliver services to the expectations of the citizenry. Corruption in government institutions and management quality indices confirm the type of recruitment and hiring applied. Administrative capacity is born of recruitment process which determines the organization's ability to apply the rule of law, regulatory quality, government effectiveness and control of corruption. The degree to which management employs

meritocratic recruitment determines the amount of organizational growth and improvement of managerial performance.

Local government institutions are very sensitive sections of the country because of their closeness to the community, hence, its recruitment and hiring processes should focus on the competence and skills of the candidates (Ricciuti, Savoia and Sen, 2019). According to the National Treasury, personnel management in local government has been marred in many instances by poor recruitment practices, political interference in the appointment and dismissal of employees, the inability to attract and retain suitably-qualified staff, high vacancy rates and the lack of performance management systems and other related symptoms (Siddle and Koelble, 2016). This implies that administration in local government should have skills, competences and knowledge that befit the imperatives of a developmental system, thus, skills and knowledge should top the agenda for local government recruitment, in an attempt to achieve municipal strategic vision and objectives (Maserumule, 2008).

According to Meyer and Cloete (2006) it is imperative that the senior management competency framework make provision for the eleven generic managerial competences - strategic capability and leadership, programme and project management, financial management, change management, knowledge management, service delivery innovation, problem-solving and analysis, people management, client orientation and customer focus, communication and accountability and ethical conduct - be observed in the hiring process. Hiring people with relevant qualifications and experience in executive positions will improve the overall capacity of municipalities to fulfil their legislated obligations. Meyer and Cloete (2006) are of the view that achievement of this process is possible through the outsourcing of both the screening and interviewing functions to external recruitment agencies, particularly, in the recruitment of senior positions. Suffocating the administrative section of local government by staffing it with senior managers who fail to add value and appropriately deliver on their performance objectives is detriment to the whole country as it hinders efforts to accelerate service delivery.

The local government sector should be made a career choice for talented officials, which to some extent would mitigate some of the root causes of poor financial

management and service delivery (Kroukamp and Cloete, 2018). The minimum competency levels in relation to education qualification, work-related experience, core managerial competencies and occupational competencies, should be sought for. The wide range of public services that local governments are responsible for and their closeness to their communities mean they must find a workable compromise between efficiency, effectiveness, and user satisfaction that could be easily achieved through professionalised environment of local government. Local government has to find a strategy that will make it attract and retain critical skills in executive and technical positions and get rid of blatant politicisation in recruitment practices which has resulted in constrained capability (Reddy, 2018).

4.7 CONCLUSION

The conclusion that can be drawn from this chapter is that improved service delivery requires a combination of performance-driven administration and the use of innovative tools in service delivery. Having looked at the fourteen principles of administration it can be categorically said that local government is in dire need of measures that can revitalise it. Failure of South Africa local governments is due to lack of capable administration. The next chapter discuss the design and methods that were used to collect data that answers the challenges the country is currently faced with.

CHAPTER 5

RESEARCH DESIGN AND METHODOLOGY

5.1 INTRODUCTION

The chapter presents different units that give clarity to the system used to collect information that gave rise to the development of the study. The first section of this chapter identified and detailed the paradigm pursued for the development of the whole study; the manner in which the study was designed is defined in the second section of the chapter. The third section identifies the design of the research followed by the research methodologies pursued throughout. Two different research methods, under the mixed-methods approach were discussed. The other section of the chapter detailed the area of the study by providing information on where the study was conducted. The population of the study was also clearly delineated where the whole population utilized for the development of the study was identified. This is followed by the sampling method and procedures for determining the sample size

The section on data collection elaborates the procedures pursued, and that was followed by explanations on how data was analyzed. The section on reliability of data was given to authenticate all the procedures carried out for the development of the study. The chapter also deliberated on matters that validate data by detailing the ethical procedures employed for the collection and analysis of data. Before the chapter concludes, the details about the demarcations of the study were given under 'delimitations' of the study. The chapter further identified the constraints that affected the study, as limitations of the study. In addition, the research ethics the study adhered to were clearly elaborated. The last section concludes the chapter.

5.2 RESEARCH PARADIGM

The research paradigm is defined by Creswell (2014) as a model or pattern containing a set of legitimated assumptions and a design for collecting and interpreting data. The type of paradigm to be used is determined by factors like, the discipline, past research experiences and the research approach to be used. Maree (2016) explains that human beings' actions in the world are determined by what they think about the world; therefore, paradigms can be defined as interpretations of reality, which enable human beings to depict a meaningful and functional world which is culturally subjective. It is

in this light that this study adopted the normative approach. This an approach which is value-based based on the assumption that all people have a need to belong, for success and are purpose-driven (Wernane, Freeman and Dmytriyev, 2017).

The rationale for exploiting this is that the nature or culture of the normative approach aims at developments, and has the ability to identify and assess causes that influence outcomes (De Vos, Strydom, Fouche and Delport, 2018). The approach assesses the present and true state of a situation and the problems that actually exist in life, in contrast to how the person would like the situation to be. In so doing the approach seek to give direction for future developments believing that all behavioral phenomena exist according to the normal distribution curve which puts majority population in the center while minority group occupy less portions at the extreme ends (Wernhane, Freeman and Dmytriyev, 2017). The approach was used in this study to guide every action in relation to the data used in the study. In this context, the principles of administrative theory were reviewed to assess the state of developmental local government of South Africa, through the collected data. Theoretical literature gathered and the responses of the public towards the services they receive from government institutions influenced the study to investigate capacity in local government administration.

5.3 RESEARCH DESIGN

Research Design is the general plan that guides the process of research from the philosophical assumptions through the development of the whole process such as – the selection of candidates, formulation of questions, data gathering methods, data analysis, to the reporting of the research findings (Maree, 2016). A research design differs from one researcher to another as the choice of a research design is determined by the researcher's belief, knowledge, research skills and practices which influence the data collections and analysis methods (Maree, 2016).

The purpose of this study was to investigate the character of administrative capacity on developmental local governments of South Africa. Given the purpose of the study, the research design selected was normative with a descriptive approach which was found best suited for the application of mixed methods (Cormack, 2015). This gave rise to the use of qualitative and quantitative methods for data collection. The

instruments used for the collection of data were interviews and questionnaires while purposive sampling was preferred.

5.4 RESEARCH METHODS

This section provides the research methods employed to collect, analyze and validate the data of the research. The study selected a mixed methods approach which engaged qualitative and quantitative methods. The reason for using both these methodologies is that they have a potential to clarify concepts and give solutions to the problem statement.

5.4.1 Mixed Method Approach

The study employed a mixed-methods Approach. The main aim of using this type of approach was that the approach opens doors to multiple methods, different paradigms, different assumptions, and different forms of data collection and analysis (Cresswell, 2014). This approach is preferred because of its systematic integration, or mixing of different strategies (Creswell & Plano Clark, 2011). The basic premise of this approach is that such integration permits a more complete and synergistic utilization of data than does a separate quantitative and qualitative data collection and analysis.

Through the use of this approach, it was easy to compare the information obtained qualitatively and quantitatively (Creswell and Plano Clark, 2017). This type of approach enables respondents to give more information as they narrate their different experiences. It is, therefore, through the application of this approach that more clarity about the issues pertaining to the matter under investigation was received.

The data collected qualitatively and quantitatively have the potential of complementing each other (Cresswell, 2014) and that is the other reason the approach was chosen as it offset limitations of using a single data-gathering method. Views from different groups of people were sought for, therefore, it was relevant that this type of approach should be applied. The reality of the matter is that, research situations differ. There are situations that require the applications of qualitative technique whereas other situations would require the application of another method. To obtain best results, the combination of two or more methods was found to be more convenient. This type of approach benefits from the strength of both qualitative and quantitative methods.

5.4.1.1 Qualitative method

One of the approaches which was found very relevant to this study was qualitative, since it is more descriptive in nature. Qualitative method is embedded in the philosophy of empiricism and opens the opportunity for flexibility and unstructured approach in the collection of data (Rubin and Babbie, 2007). The method places less emphasis on generalizations as it communicates the findings in a descriptive and narrative manner (Rubin and Babbie, 2007). The study focused on the description and narration of feelings, perceptions and experiences of the officials in local governance on the systems they use to ensure that basic services are properly rendered to the community. In other words, the study sought to find out the commitment and competence of local government administration officials in the performance of their duties.

Local government officials were requested to give narration on the challenges they encounter in the execution of their duties or in exercising authority. The rationale of engaging in that matter was that an assessment on administrative capacity can be made. The narration gave clarity on the assumptions about how lack of capacity in administration can disqualify institutions from being a developmental local government.

5.4.1.2 Quantitative method

This method puts more emphasis on measurements such as mathematical, statistical and computer techniques to analyze and classify data (Fox and Meyer, 1995). Based on a large sample size, a quantitative study can substantiate and emphasize the importance of validity and reliability of findings in an analytical and aggregated manner and draw conclusions that can be generalized (Rubin and Babbie, 2007). Therefore, the reason for using this method was to quantify the data for descriptive analysis. Having obtained data from the interviews, it was essential to compare the qualitative research findings with the ones received quantitatively. One of the advantages of using a quantitative method was to verify the number of people who concur with the objectives of the study.

5.5 STUDY AREA

The study was conducted in Vhembe District. The area is in Limpopo Province, South Africa. Vhembe District Municipality is found at the northern part of Limpopo Province separated from Zimbabwe by the Limpopo River which passes along the border. The District comprised of four (4) local municipalities, namely: Musina, Collins Chabane, Thulamela and Makhado. According to Stats South Africa (2011), the population of this district was 1 294 722. Following is a map showing the locations of all 4 local municipalities and their description:

Figure 5.5: Vhembe District Municipality map



5.5.1 Collins Chabane Local Municipality

Collins Chabane Local Municipality was established by the amalgamation of portions of Thulamela Local Municipality and Makhado Local Municipality, on 3 August 2016. Financial, employment and service delivery information for the new municipality was only available from the 2016/17 financial year. The Collins Chabane Local Municipality is a Category B municipality situated within the Vhembe District in the far north of the Limpopo Province. The Municipality shares borders with Musina in the north, Thulamela in the north-east, the Mopani District in the south, and Makhado in the west. It is one of the four municipalities in the district, making up 20% of its geographical area. It was established by the amalgamation of portions of the Thulamela and

Makhado Local Municipalities in August 2016 (Collins Chabane Local Municipality IDP, 2019/2020).

5.5.2 Makhado Local Municipality

According to Makhado Local Municipality IDP (2019/2020), it is a Category B municipality situated within the Vhembe District in the Limpopo Province. It borders with Musina in the north, Greater Giyani in the south (Mopani District), Thulamela in the east, and Molemole in the west (Capricorn District). It is one of four municipalities in the district, making up almost a third of its geographical area. It was first established on 31 October 1934 as the Louis Trichardt Town Council. With the new municipal demarcation, a number of municipalities were established in 1997, however, following the Municipal Structures Act of 1998, the municipalities were merged into an NP344 Municipality that is now known as the Makhado Municipality. It is divided into four regions: Makhado (former Louis Trichardt), Vuwani, Dzanani and Waterval.

5.5.3 Musina Local Municipality

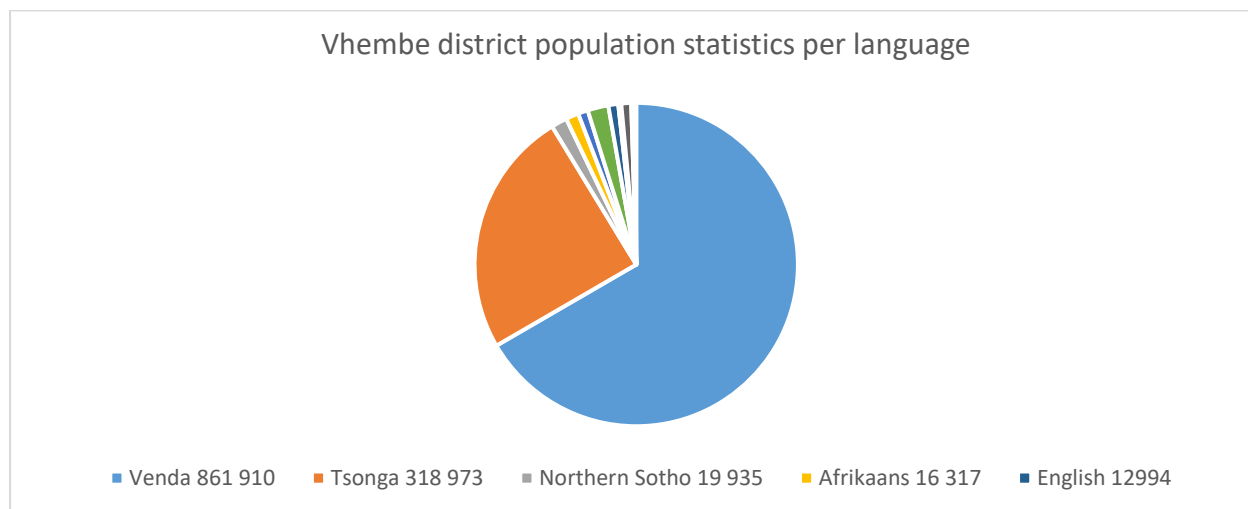
The Musina Local Municipality IDP (2019/ 2020) classifies it as a Category B municipality located in the Vhembe District of the Limpopo Province. It is bordered by Zimbabwe in the north, Makhado and Thulamela in the south, Mozambique in the east, and the Capricorn District in the west. It is the largest municipality of the four in the district, making up nearly half of its geographical area. Its area size covers approximately 1 129 740 773 hectares. The Mutale Local Municipality was disestablished and merged into Musina Local Municipality on 3 August 2016. The seat of Musina Local Municipality is Musina (previously Messina).

5.5.4 Thulamela Local Municipality

The Thulamela Local Municipality is a Category B municipality situated within the Vhembe District in the far north of the Limpopo Province. The Kruger National Park forms the boundary in the east, while sharing the border with Makhado in the south and south-west. It is the smallest municipality of four in the district, making up 10% of its geographical area, however, it is the largest municipality in the Province in terms of population. The name Thulamela is a Karanga word meaning 'the place of giving birth' (Thulamela Municipality IDP, 2019/2020). Part of Thulamela Local Municipality was

merged into Collins Chabane Local Municipality on 3 August 2016 (Thulamela Municipality IDP, 2019/2020).

Figure 5.5.1 VHEMBE DISTRICT POPULATION STATISTICS PER LANGUAGE



The rationale for using this study area is that this type of investigation which is focusing explicitly on the character of administrative capacity in Vhembe District Municipality, has not yet been conducted in the area. Vhembe District Municipality has opportunities for growing its economy as it is rich in agriculture, mines and natural heritage. Besides that, the area is one of Limpopo districts that has large Social Economic Zones (SEZ), it is one of the districts which can, if well administered, enjoy high economic status in the province and in the state.

5.6 POPULATION

The population of a study is the full group of potential participants to whom the study can generalise the findings and has elements to meet the selection criteria for a group to be studied, and from which a sample is taken for investigation (Hofstee, 2011). The population for this study comprised of the following members: senior officials, middle management officials and other community members from Vhembe District Municipality, Thulamela Local Municipality, Collins Chabane Local Municipality, Musina Local Municipality and Makhado Local Municipality.

Table 5.6 VHEMBE DISTRICT POPULATION PER LOCAL MUNICIPALITIES

The Table below provides a summary of Vhembe municipality population according to the local municipalities

Local municipality	Population	%	Dominant language
Thulamela	381 696	29.58%	Venda and Tsonga
Makhado	516 031	39.56%	Venda and Tsonga
Collins Chabane	328 636	25.48%	Venda and Tsonga
Musina	68 359	5.38%	Venda

5.6.1 Sampling

Sampling is the act of selecting a suitable representative part of a population for the purpose of determining characteristics of the whole population (Maree, 2016). It is a subset of the population that is used to represent the whole data. Sampling is the act of taking a small group of people from a larger population to represent that population (Lathan, 2007).

5.6.2 Sampling method and sample size

The two sampling methods were employed in this study, namely, stratified and purposive sampling. Stratified sampling involves the division of population into homogeneous, non-overlapping groups identified as 'strata' (Maree, 2016). Stratified purposive sampling has the characteristics of probability sampling wherein respondents are selected through statistical approaches designed to give every individual an equal chance of being included in the sample (Fox & Meyer, 1995).

Stratified purposive sampling of the participants was employed when collecting both quantitative and qualitative data.

Purposive sampling was also applied in this study. Maree (2016) defines 'purposive sampling' as a selection of a particular group of participants with a purpose in mind. The nature of the investigation in this study entailed sampling of respondents who hold specific knowledge of developmental local governments' systems. The available and accessible sample who were willing to respond and were relevant candidates for this research were used. Purposive sampling was adopted because of its tendency to deliberately select a particular group of people. This type of study is only meaningful through respondents who are knowledgeable and have relevant information about the subject matter because the study required special knowledge, experience and expertise about the subject under investigation.

The total number of the population of the study was drawn from all local municipalities, including Vhembe District Municipality. From each local municipality, thirty-seven (37) respondents were selected. From these thirty-seven (37) respondents per local municipality - five (5) respondents occupy senior management positions; this includes Vhembe District Municipality where only a sample of senior management was selected for interview purpose. These respondents were the Municipal Managers, Mayors and Directors or Senior Managers from different sections. The reason for selecting these officials from local government was that they are the ones charged with the implementation and management of the systems and sub-systems of the developmental local government, The stratified sample used for the quantitative Data were the technical staff from the municipalities, traditional leaders, SANCO members, councilors and community members. The reason for selecting these officials charged with the implementation and management of the systems and subsystems of the developmental local government, is that the issue at hand affects them all and they were deemed more informative on the issues.

Table 5.6.2 SAMPLE SIZE

The Table below provides a summary of the distribution of sample numbers per municipalities:

	<i>Vhembe District Municipality</i>	<i>Makhado Local Municipality</i>	<i>Collins Chabane Local Municipality</i>	<i>Thulamela Local Municipality</i>	<i>Musina Local Municipality</i>	TOTAL
No. Questionnaires	0	32	32	32	32	128
No. Interviews Sample	5	5	5	5	5	25
Total	5	37	37	37	37	153

5.7 DATA COLLECTION PROCEDURES

Data refers to the information collected for the purpose of the study (Maree, 2007). The collected information played a vital role in the study as it enabled the study to come up with valid findings. In the process of collecting data, it is crucial to get simple, accurate and understandable information. In order to achieve that, questionnaires and the structured interviews were the two instruments utilized to collect primary data. although secondary data was also reviewed; the latter was gathered from government publications, research publications, books, journals, pieces of legislation, conference papers and reports.

5.7.1 Primary data

Primary data is the data that is collected for the first time by the researcher to address a specific challenge (Wiid & Diggins, 2010). In this regard, questionnaires and interviews were used to collect primary data. Polit and Beck (2004: 729) define questionnaire as an instrument for gathering self-report information from respondents through self-administration of questions in a paper-and-pencil format. Monette *et al.*, (2011: 164) concur by explicating that a questionnaire is a way to collect data in survey research and that it contains recorded questions that people respond directly to on the

questionnaire form itself, without the aid of an interviewer. To gather enough primary data, questionnaires were administered to one hundred and twenty-eight (128) respondents from all five municipalities in the Vhembe District. Structured questionnaires were used to collect data from respondents after appointment had been made with the respondents. Questionnaires were used because they save time and the researcher was able to reach a big number of respondents; they offer greater anonymity because there is no face-to-face interaction between respondents and the researcher, and it allows respondents some time to think about their answers. The guidelines about designing a questionnaire provided by Neuman (2014) that advocate for - clarity in the use of language; avoidance of the use of emotional, vague and ambiguous language; avoidance of leading and double-barrelled questions and avoidance of questions that are beyond a respondent's capability - were all observed.

The other instrument the study made use of was interviews. According to MacMillan and Schumacher (2006) interviews comprises of questions designed by the interviewer and responses from the interviewee that are used to obtain data. The process seeks information about how the interviewees conceive and give meaning to their world and how they explain events in their lives. It is a two-way conversation in which the interviewer seeks answers from the respondents by asking them questions about a phenomenon under investigation (Neuman (2014)).

Structured and semi-structured interviews were conducted for this study. The difference between the two can be well understood through the definitions given by Bertram and Christiansen (2014) who explicated a structured interview as a process which utilises predetermined questions from which an interviewer is not allowed to deviate. A semi-structured interview is conducted around a set of predetermined questions; however, an interviewer can still probe and seek clarification. A semi-structured interview allows the researcher to explore the responses provided by the respondent by posing supplementary questions. Semi-structured interviews were used to collect data because of its capability to provide the interviewer an opportunity to probe and to ask further questions for clarity. Appointments were made with the respondents in advance.

5.7.2 Secondary data

Kothari (2004) notes secondary data as the information that has already been gathered and used by someone else. The information may come from books, journals, reports and publications from organizations or various associations. In essence, secondary data is already in existence. Books, journal articles, reports, promulgated legislation, municipal IDPs, council resolutions, government regulations and skill development plans were used to collect secondary data.

5.8 DATA ANALYSIS

According to Brink (1999), the aim of data analysis is to reduce and synthesize information to make sense out of it and to allow inference to be made about a population, while the aim of interpretation is to combine the results of data analysis with value statements, criteria, and standards to produce conclusions, judgments and recommendations. Data analysis, therefore, is the process of consolidating, interpreting and making sense out of the information collected (Rubin & Babbie, 2007); it is the process of making meaning.

Once data of whatever nature is in place, something has to be done in order to turn it into evidence and in order to do this, the data has to be analyzed (Hofstee, 2011). The process is complex since it involves moving back and forth between concrete bits of data and abstract concepts, between inductive and deductive reasoning, and between description and interpretation. An analysis is the process of systematically searching and arranging either interview transcripts, field notes and other materials accumulated to increase one's understanding of a phenomenon and enable one to present, comprehensively the information revealed (Bertram & Christiansen, 2014).

In this research, thematic analysis was undertaken for the qualitative data and SPSS (Statistical Product and Service Solutions) version 25, for the quantitative. The study made use of graphical and numerical formats to present the results. Tables were used to indicate percentages, in other words, frequency distributions were used (Maree, 2016). The rationale for using graphs, tables and numbers was to make the results clear and easy to understand.

Thematic analysis was used for its advantage and ability in breaking down interviews into clear sections which made the research process easier, thus, making the most out of the data collected. Themes were used to capture significant aspects of the data in relation to the research questions. The obtained data was analysed using the following steps: data preparation, defining the coding unit to be analysed, developing categories and a coding scheme. The coding scheme was tested on a sample text; all the texts were coded and the consistency of the coding was assessed (Rubin & Babbie, 2007).

5.8.1 Methods to ensure Validity and Reliability

This section presents description of how quality about the information of the study was determined. In this study, validity was measured through examination of all questionnaires before taking them to the respondents for data gathering. This was done to determine whether the questions would truly solicit relevant intended responses to ensure the reliability of the research results.

5.8.1.1 Quality assurance: Validity of the study

Ridenour and Newman (2008:39) refer to validity as an instrument used to measure data or a research design of a study. The degree to which a test measures an intended content area, requires both item validity and sampling validity, both of which could be referred to as 'content validity' (Gay, 1996:139). Sampling validity is concerned with how well the test items cover the total content area whereas item validity pays more attention to individual test items to determine if they represent measurement in the intended content area. Validity, as observed by Bush (2002), in research should be concerned with the accuracy and truthfulness of scientific findings. A valid study should demonstrate that which actually exists, and a valid instrument should measure what it is supposed to measure (Brink 1991). Torn and McNichol (1998) advise that validity should be evaluated against four measures: the inter-rater validity, content validity, correctional validity and semantic validity. In this study, content validity was enhanced by comparing the findings from interviews with literature reviews. Correctional validity was enhanced by comparing the findings from interviews with those from the questionnaires. The literature was also examined to identify variables to be delineated. The questions used for data collection were in line with the conceptual framework of the research and were taking roughly 30 minutes for respondents to complete; they

contained statements that were easy to understand, and easy to fill in. The instruments in this research were taken to superiors in the University – the officials of the University of Venda Higher Degrees' Committee and the researcher's supervisors who examined each item of the questionnaire.

5.8.1.2 Quality assurance: Reliability of the study

Reliability is the degree of consistency or dependability with which a research instrument measures the attributes it is designed to measure (Bush, 2002). It is concerned with the consistency, stability, and repeatability of the informants' accounts as well as the investigators' ability to record information accurately (Brink & Wood 1998: 299). In order to avoid compromising the qualitative data collected and analyzed, the questions formatted for the interviews were straight to the point, clear, very simple and relevant to the respondents for whom they were designed. The questions were designed in a manner that avoided subjectivity as that might lead to the collection of wrong information. The intention was to avoid misinterpretations of the collected data and false results.

In the questions, factors such as age, gender, class, and ethnicity were targeted as they have significance in the responses of the respondents. Vhembe District is composed of a population which comes from different ethnic groups and one of its municipalities had issues during its establishment which also affected its area of jurisdiction; these were some of the issues that the study was designed to accommodate. Some of the issues that were also taken into consideration during collection of data were people's attitudes; some respondents seemed to be still angry or were controlling their temper because of differences they had during the time of the establishment of their municipality which was supposed to be tribal war. During such time schools that belong to a certain tribe were even burnt. Local government is a political arena, and many things can happen that could provoke some people; however, all the questions went through assessment process before they were administered to the respondents.

Senior management officials in all the five municipalities were interviewed making use of the same interview questions. A suitable time and venue were arranged prior to the interview sessions. Most of the interviews were conducted in the respondents' offices

as the interview questions were designed for senior management officials. The questionnaires were also administered to other municipal officials and stakeholders and respondents were given ample time so that they do not provide inaccurate information because of working under pressure. Questionnaires contained statements and instructions that were clear, thereby, eliminating the possibility of miscomprehension. Questionnaires were used as quantitative data collection method and they were given to technical staff in the municipalities, traditional leaders, SANCO members and other municipal stakeholder or member of the community.

5.9 ETHICAL CONSIDERATION

Ethical considerations are of the utmost importance when one is conducting research involving human participants (Goddard & Melville, 2001). Babbie and Mouton (2006) define ethics as the process associated with morality that deals with both matters of right and wrong and conform to given standards of conducts. The researcher had to adhere to the general agreements about what is proper and improper ethics in conducting the research. Monette, Sullivan and De Jong (2008) define ethics as responsibilities of the researchers towards - candidates or participants, sponsors and beneficiaries of research. On that note, the researcher strictly adhered to all ethical principles when collecting and analysing data.

It is incumbent upon researchers to design a study in which the principles of integrity, and respect for persons and justice are exemplified. The researcher accepted the assertion that research contributes to scientific knowledge and that human and technological advances are based on this knowledge.

According to Cohen, Manion and Morrison (2017) the following are the grounds on which informed consent may be established and which the whole process of the study had to adhere to: the first one is that the 'participants must be in a position, or old enough, to understand the choices that they are making'; the second one is the 'disclosure of purposes of research' and that is 'disclosure of any risks to participants'; and the last one is a 'allowing participants to withdraw from the study at any time'. In view of the above ethical considerations, the study was conducted in such a manner that it met the following requirements:

5.9.1. Permission to conduct the study

Permission to conduct the study was sought from the Vhembe District Municipality and all other local municipalities in the Vhembe District. Evidence in the form of ethical certificate was requested and issued by the University of Venda so that it could be attached to the questionnaires before the process of conducting the survey started. Permission to conduct the research was sought from all the municipal managers in the Vhembe District Municipality and all the other four (4) Local municipalities, namely, Makhado, Thulamela, Collins Chabane and Musina. The aims and objectives of the research were detailed on the cover page of the questionnaires and were again explained verbally to the officials prior to their participation.

5.9.2. Informed consent

Every information about the investigation, including the purpose of the study was given to the respondents. The verbal and written explanations were preceded by a letter of request which was submitted to the institutions before the start of investigations. Every questionnaire that was made use of also had explanation about the investigation, the purpose, and the details of the researcher in the first section. The respondents were made aware of the investigation before it was conducted, therefore, permission to carry-out the investigation was granted in advance.

This implies that all the questions were posed after the participants had shown their willingness and clear understanding of what they were doing and what such an investigation was meant for (Rubin & Babbie, 2011). It could, therefore, be said that the study design had, provided sufficient information to the participants and did not deviate from the truth about the research or hide any information about the study. Written informed consent was voluntarily obtained without duress and coercion or bribery from all the participants (Burns and Grove 2001). The explanation about the research to the participants included the aims, objectives, methods, and duration of the investigation.

5.9.3 Voluntary participation

Rubin and Babbie (2005) note 'voluntary participation' as the right which provides that one should be engaged out of one's free will without being pushed or forced. Nobody was forced to participate but they were all freely engaged and that enabled the

researcher to get in-depth information. Those who changed their minds during the data collection period and refused to be interviewed, were at liberty to withdraw from the study. Participants, hence, willingly agreed to air their views as the researcher explained to participants their rights in that respect. The participants had a right to know that they were being researched, the right to be informed about the nature of research as well as the right to voluntary participation.

5.9.4. Anonymity and confidentiality

Data collected was kept in a way that it remained strictly confidential. Nobody outside the research team had access to data. De Vos et al., (2011) state privacy as to keep to oneself that which is normally not intended for others to observe or analyse. The researcher adhered to the principle of confidentiality to protect respondents. Confidentiality is a very crucial ethical requirement in most of research (Bless et al., 2006). Information gathered should always be handled with care and not be accessed by wrong people. The names and contacts of people were never requested by the researcher except their contacts (mostly landlines) which were used to confirm bookings or appointments and they were not stored. The means of identifying candidates or respondents during the data collection period, were through their work titles.

5.9.5 Avoidance of harm

Researchers should never cause any physical or mental harm to respondents. Harm may be caused by revelation of information that would embarrass or endanger either the respondents' lives, friendships, or jobs. The researcher made it a point that sensitive information was analysed in such a way that it caused no harm to anyone. Babbie (2007) asserts that everything people do in life can possibly harm someone and therefore researchers should weigh the risks against the importance and possible benefits of their research projects. The researcher, together with the research assistants ensured that participants were treated with respect and dignity that they deserve. The researcher made it a point that where participants were erroneously hurt during the data collection process, they were offered apology and redress was granted.

5.9.6 Data Anonymity

The researcher assured all respondents that all data collected would be destroyed immediately after the data had been analyzed and the research report had been compiled and finalized. No person, except the researcher, supervisors and the data analyst, would be able to access the raw data. Even the transcript of the raw data contained no names or contact numbers of respondents. The contact numbers the researcher made use of were the numbers of the institutions concerned.

5.9.7 Post-research relationships

The researcher emphasized the availability of the research report in the Special Collection Section of the University of Venda where respondents could have access to it. This would be immediately after the finalization of everything about the study.

5.9.8 Appointments

The researcher wrote letters to request permission to conduct research to all the local municipalities and the district municipality which formed part of the study. Letters were sent to the respective institutions via emails, after which the hard copies of the same letters were hand-delivered to the respondents who preferred hard copies. The reason for making use of both soft copies and the hard copies were to avoid inconvenience. The researcher realized that if the officials concerned might fail to see the soft copies, hard copies would be available to them.

After receiving letters of approval from the respective institutions, the researcher made appointments with the relevant candidates for interviews, and also took the questionnaires for the quantitative data to the selected candidates' institutions where appointments for dates of collections were also made. Appointments for meetings to conduct interviews were made with assistants of the municipal managers, mayors and also with councilors and any middle management officials. All the appointments were honored by the researcher; hence, qualitative and quantitative data were collected from all the five institutions, namely, Vhembe District Municipality, Makhado Local Municipality, Musina Local Municipality, Collins Chabane Local Municipality and Thulamela Local Municipality. (See Appendix A).

5.10 CONCLUSION

In this chapter was presented the research paradigm, design, and methodology. The positivists paradigmatic approach was adopted while a mixed-methods approach was used, wherein, qualitative, and quantitative methods were used to collect data through questionnaires and interviews. Respondents were mainly senior and middle management public servants charged with implementing government programmes designed to promote socio-economic development. Thematic analysis was performed on the qualitative data and SPSS (Statistical Product and Service Solutions) was employed for the quantitative data analysis. The study strictly adhered to all established research ethics throughout the whole process. The next chapters present the analysis and interpretation of the empirical data collected.

CHAPTER 6

DATA PRESENTATION, ANALYSIS, AND INTERPRETATIONS

6.1 INTRODUCTION

The chapter presents, analyses, and interprets the data collected. The instruments used to collect data were interviews and questionnaires as elaborated in the previous chapter. Empirical data is presented to endorse the theoretical inferences of the whole study. The chapter further analysed and interpreted the collected data, qualitatively and quantitatively. The analysis and interpretations of the qualitative data were done thematically, on data collected through interviews, whereas quantitative analysis and its interpretation were done using Statistical Package for the Social Sciences (SPSS) version 25 and the data was obtained through administering of questionnaires. The reason for this approach is that the study had adopted a mixed-method approach which is underpinned by qualitative and quantitative methods. The sections below present empirical evidence on the impact of the characteristics of administrative capacity on developmental local government. Information and descriptions from interviews are clearly elaborated, whereas responses from questionnaires are presented in tabular format. After every data presented, a clear interpretation and analysis is given in every section. This is done to show the link of the literature to the empirical data findings.

6.2. PRESENTATION OF DATA COLLECTED THROUGH QUESTIONNAIRES

A total number of 128 questionnaires were distributed to the respondents in four local municipalities, namely, Makhado Local Municipality, Collins Chabane Local Municipality, Musina Local Municipality and Thulamela Local Municipality, however, only one hundred and four (104) questionnaires were returned. This section, therefore, presents data that was collected through one hundred and four (104) questionnaires. The information is presented in tables with frequencies and percentages followed by a brief explanation below each table. The section consists of two sections, namely, Section A: Demographical details of the respondents; and Section B: Respondents responses from the questionnaires. Data collected was analysed using the Statistical Package for the Social Sciences (SPSS) version 25.

6.2.1 Demographic Information of respondents

Descriptive statistical analysis was performed to obtain frequency distributions of demographic variables, such as gender, qualification, and years of working in the organizations of the respondents. Table 6.2.1.1 and figures 6.2.1.2 to 6.2.1.3 provide summaries of the respondents' demographic profiles. Brief descriptions of each of these demographic characteristics are elucidated below in every table and each figure. Municipalities catered for in this section are Makhado Local Municipality, Musina Local Municipality, Thulamela Local Municipality and Collins Chabane Local Municipality.

Table 6.2.1.1 Gender of Respondents

	Makhado	Musina	Thulamela	Collins Chabane
GENDER				
MALES:	18	17	15	12
FEMALES:	12	09	08	13
Males Percentage:	60%	65%	65%	48%
Females Percentage:	40%	35%	35%	52%
Total per Local Municipality:	30	26	23	25
Total Percentage:	29%	25%	22%	24%
Grand Total Males	62 (60%)			
Grand Total Females	42 (40%)			
Total Package of Respondents:	104			

Description of the Table above:

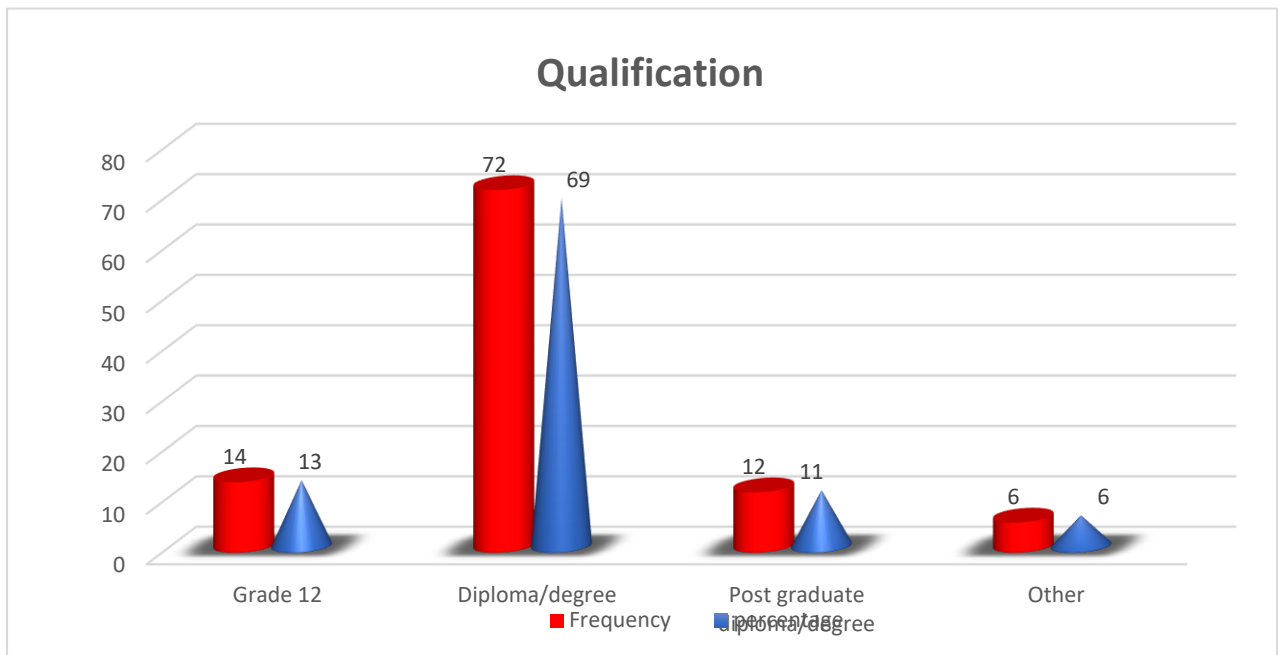
Table 6.2.1.1 presents the gender of the respondents. Out of the total number of one hundred and four (104) respondents, sixty-two (62) respondents were males, and forty-two (42) were females. The table shows that the majority, sixty percent (60%) of the respondents in the sample were males and forty percent (40%) were females. It can be concluded that most of the respondents in the sample were males. This tells that the dominant population, employed in Vhembe District Municipality, Makhado Local Municipality, Musina Local Municipality, Thulamela Local Municipality and Collins Chabane Local Municipality are males.

This attest to poor observation of gender equity principles. This tells that there is a certain gender which is more preferred than other. Valuing a certain gender over the other is unethical, particularly in big organizations such as local governments. It can be clearly articulated that local municipalities in Vhembe District area have an obligation of taking into consideration the issue of gender inequalities. Low presence of females in local municipalities might be interpreted as their lack of skills and knowledge required by the institutions.

Capacitating high number of females in local government sphere should be prioritised. Women should be empowered so that they are capable enough to even occupy high positions in municipalities. This should occur so that women get to understand that municipality institutions are not meant for males, they also can work in positions where men are usually dominant. What was also challenging on the issue of unequal gender representative in Vhembe District municipalities was the fact there is no municipality being run or with a female municipal manager. All the municipalities in Vhembe District during the collection of data were under the leadership of men.

Figure 6.2.1.2 QUALIFICATION OF THE RESPONDENTS

Highest Qualifications



Description of the Figure above:

Figure 6.2.1.2 presents educational qualification of respondents from Makhado Local Municipality, Musina Local Municipality, Thulamela Local Municipality and Collins Chabane Local Municipality. This is the sample of respondents from middle management to other officials such as those who are responsible for clerical work and all other officials attached to the municipal institutions. They are respondents who are in any position in the municipalities but not in senior managerial level.

The figure displays four levels of education: the first category is of respondents who have attained Grade 12 (twelve), the second category is of respondents who possess diploma or degree as their highest qualification level, the third category is of the respondents who possess post graduate degree and the last category is of the respondents who might be in a possession of certificates that might have been obtained after - two weeks of training, three (3) months workshops, six (6) months training or whatever period the recipient might have undergone in order to achieve such certification.

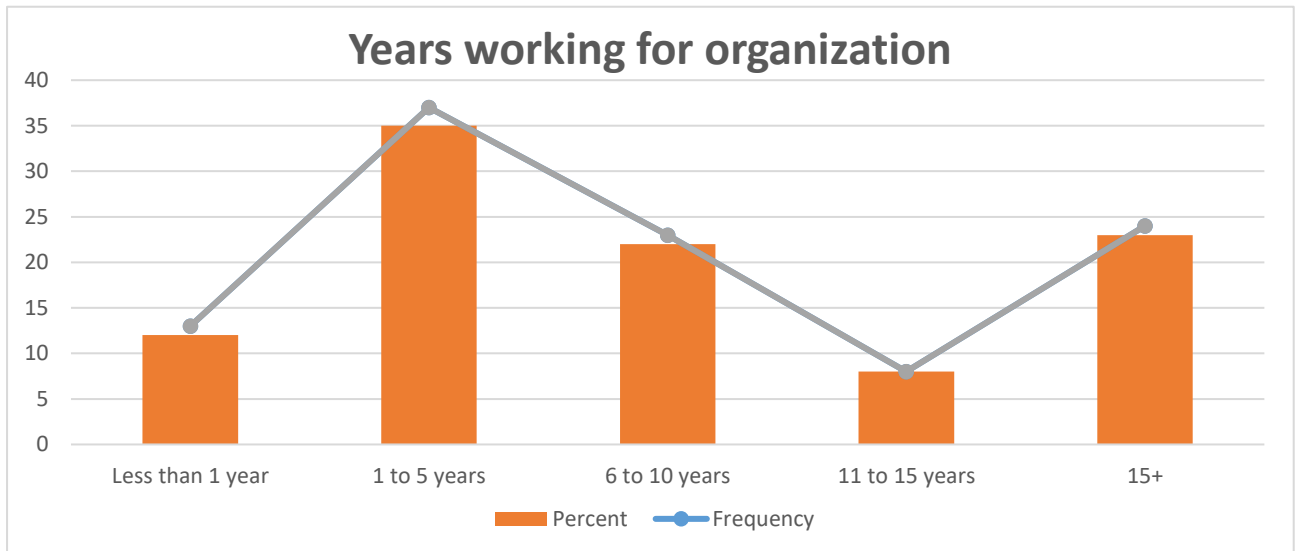
In that regard, the figure shows that fourteen (14) respondents, who constitute thirteen percent (13%) of all the respondents attained Grade 12 only, seventy-two (72) respondents, who constitute sixty-seven percent (67%) of the respondents had attained a degree or a diploma, twelve (12) respondents, who are twelve percent (12%) of all the respondents had attained a postgraduate diploma or degree and those who indicated that they possess other qualifications are six respondents, which is six percent (6%) of the total number of respondents.

The figure shows that respondents who had attained a degree or diploma are in the majority. This implies that local municipalities in Vhembe District area have employees who have managed to attain a particular higher qualification. This is a positive picture that brings hope to the public. The questions that come up are - *If there are people at the ground level or middle management with tertiary qualifications, when there are people in managerial level with Grade 12 as their highest qualifications, what justification could be given for this? How can a person exercise authority over a person who is more qualified than him or her?*

When taking into consideration the hiring process, it also raises some eyebrows. The question that arises is - *How is it possible for a person with lower qualifications to be hired in a position of authority when people with higher qualifications are hired for lower positions?* The hiring process in local municipalities, therefore, should be reconsidered. The conclusion that can be drawn in this process is that the hiring process is assigned to the higher authority in the municipalities who have lower qualifications, and this may mean that they will prefer people with lower qualifications, preferably lower than even theirs. People who are less educated feel intimidated by subordinates who are more qualified than them as they cannot properly exercise their authority over them. Workers who are less qualified for their jobs feel intimidated by even minor things, for example, a research interview, meant for this kind of a study, is a serious issue to them. Educational qualifications of people play a very significant role in work institutions. People value the views of individual whose level of qualification are at par with their own level.

Figure 6.2.1.3 RESPONDENTS' NUMBER OF YEARS WORKING IN THE INSTITUTION

Years in the organization



Description of the Figure above:

Figure 6.2.1.3 above presents respondents' number of years working in their institutions. Respondents presented in this figure are from the selected four local municipalities. This question focused on middle management officials, politicians, traditional leaders and other stakeholders within municipalities, for the number of years in the organization, presented a significant point for further inquiry. Rationale behind instability in local government is of interest.

In terms of years in the organization, about thirty-four percent (34%), which is thirty-five (35) of the total respondents had been staying in the organization from one (1) to five (5) years, followed by those who had been in the organization for fifteen (15) years which is twenty-three percent (23%) or twenty-four (24) respondents, and those with six (6) to ten (10) years being twenty-two percent (22%) or twenty-three (23) respondents, while thirteen percent (13%) or thirteen (13) respondents had been within the organization for less than one (1) year. The least percentage of respondents is nine percent (9%) or nine (9) respondents who had been in the organization for 11 to 15 years.

This implies that majority of the respondents have been in the organization for one to five years, which are not many years. The principle of stability and tenure among low level employees in local municipalities in Vhembe District municipality area are not well observed or local municipalities in this area fail to keep their employees. Majority of Vhembe Local Municipal area staff possess tertiary qualifications and that is culminating in high turn-over of their employees as they have potential to work in other organizations. High turn-over of employees affect service delivery as the newly-hired employees may not perform as well as experienced employees.

The other implication might be that local municipalities in the Vhembe District area lack the capability to keep people with critical skills within their organizations and that affects the development of the organizations. This might be due to their weak revenue collection as they are in very rural areas or serving communities in these locations. The other reason might be the issue of nepotism. Some of the respondents indicated that there are workers who were hired through instructions from higher authority and not because they performed better in the interviews. One of the respondents indicated that after the results of the interviews which indicated that she was not chosen as a successful candidate, she received a call from the head of the division she was interviewed for to assist or give them some assistance as the person hired or chosen for the position was not familiar with the system in place. This is problematic, because if management really needed the skill of the person, they should have chosen her instead of the person who does not have knowledge and skills for the position.

Strategies to avoid high employee turnover should be considered as this affects performance of the institutions. Officials in higher authorities should be conscientized about the distinction between administration and politics. Local government administration should hire people to positions that are congruent to their qualifications so that the organisation would be able to keep such employees. People who are qualified for their jobs develop a passion, a sense of belonging to the organisation and they would like to stay in the organisation for a longer period.

6.2.2 Respondents responses to the questionnaires

The sub-sections below elaborate on the views of the respondents in relation to the state of administrative capacity, role of capacity in the implementation of developmental local government, extent of developmental local government mandate implementation, followed by brief explanation of the - Implications of Administrative Capacity on Developmental Local Government - pertinent to every data collected.

The responses to questions in sections 6.2.2.1 to 6.2.2.3 are from the respondents in Vhembe District Municipality and the four local municipalities. The respondents were asked questions pertaining to the state of administrative capacity of municipalities within Vhembe District, role of capacity in the implementation of developmental local government mandate and the extent of the implementation of developmental local government mandate. The results are arranged in tabular form and a brief description of the data gathered is given under each table. Nine (9) questions were asked regarding the state of administrative capacity or capability of human resource in the Vhembe District area; ten (10) questions were asked with regard to the role of capacity in the implementation of developmental local government, and eight questions were asked about the extent of the implementation of developmental local government mandate.

Only the technical staff in Vhembe District were requested to respond to the questionnaires. Some of the candidates requested that the questions be read aloud for them so that they can respond immediately as they may not get time to respond on their own or they may not understand the question, whereas some requested that they be given enough time to study the questionnaires and respond in their own time. With the later request an agreement was made between the researcher and the respondents on the date and time for collection of the questionnaires.

6.2.2.1 STATE OF ADMINISTRATIVE CAPACITY

Table 6.2.2.1.1 Human resource capability determines the success of a developmental local government

	RESPONSES	FREQUENCY	PERCENTAGE
1.	Agree	92	88
2.	Not Sure	8	8
3.	Disagree	4	4
	TOTAL	104	100

Table 6.2.2.1.1 elicited data in relation to human resource capability to produce successful developmental local government. In that regard, the table shows that majority, which is ninety-two (92) respondents, who constitute eighty-eight (88%) of the respondents *agreed* with the fact that human resource capability determines the success of a developmental local government. Four (4) respondents, who constitute four percent (4%) of the respondents *disagreed* with the statement, while eight (8) respondents which is eight percent (8%) of the respondents indicating that they are *not sure*. This implies that human resource capacity within the public sector is regarded as critical towards enhancing the success of a local government that is development-oriented or successful in its developmental initiatives. The success of an institution relies heavily on its human resource. Knowledge and skills of individuals have the capacity to build the organization, whereas, the opposite is also true. From the results the employees in local government are aware of the significance of capable human resource in the institution. This is attested by Tshishonga (2019) who advocates for the capacitating of human resource to develop the local economy.

Table 6.2.2.1.2 Capacity is equated with development of local government

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	89	86
2.	Not Sure	15	14
3.	Disagree	-	-
	TOTAL	104	100

Table 6.2.2.1.2 elicited data on the notion of capacity which is commensurate with the development of the institution. In that regard, eighty-nine (89) respondents, which is eighty-six (86%) percent of all the respondents *agreed* with the notion that capacity and development of local government have the same weight. Only fifteen (15) respondents, which is fourteen percent (14%) of the respondents were *not sure* about the notion. None of the respondents *disagreed* with the notion. The results attest to the fact that the employees are aware that capacity is imperative in ensuring development of local government. Lack of capacity results in failure of local government development. This implies that for developmental local government mandate to be realised, the institution should ensure that they have enough capacity; individual, institutional and environmental capacities are crucial for the development of local government. Developmental local governments should possess knowledgeable and skilled workforce who would make possible the achievement of institutional and environmental mandates. Municipalities which are well resourced are bound to develop.

Table 6.2.2.1.3 There is a spirit of cohesion among senior administrative staff, middle management, and technical staff

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	74	71
2.	Not Sure	21	20
3.	Disagree	9	9
	TOTAL	104	100

With regards to cohesion between management and staff, as presented by the table above, seventy-four (74) respondents, which is seventy-one percent (71%) of the respondents *agreed* that there is a spirit of cohesion among senior administrative staff, middle management and technical staff, with twenty-one (21%) respondents or twenty percent (20%) of the respondents indicating that they are *not sure* of the matter. Only nine (9) or nine percent (9%) of the respondents *disagreed* with the notion. Cohesion between management and staff is critical towards enhancing administrative capacity as it provides the base for collaborative and coordinated efforts which ultimately result in improved efficiency, and ensures execution of responsibilities. Municipalities within the Vhembe District believe in the notion of cohesion as majority of them indicated that they are aware of the fact. When management and staff are on good terms, the morale of the whole staff is boosted.

Table 6.2.2.1.4 Municipal administration is highly concerned with developing employee capacity

	RESPONSES	FREQUENCY	PERCENTAGE
1.	Agree	86	83
2.	Not Sure	8	8
3.	Disagree	10	10
	TOTAL	104	101

The respondents were asked of their views pertaining the municipalities' concern about development of employee capacity. The results shown by the table above indicate that majority of the respondents, which are eighty-six (86) in number or eighty-three percent (83%) *agree* with the notion that municipal administration is highly concerned with developing employee capacity. Only ten (10) respondents or ten percent (10%) of the respondents *disagreed* with the assertion while eight (8) or eight percent (8%) were *not sure* of the matter. Majority of the respondents agreeing to the notion reveal that there is serious concern for developing employee capacity by the municipalities' administration shows that employee capacity is considered central to development.

This implies that the municipalities' administration is aware that some of the challenges they are faced with are emanating from lack of capacity within the institution. Capacitated employees, in terms of knowledge and skills can efficiently perform their duties. The challenge which the municipalities of this area are faced with is in the hiring process. In-service training is more effective for employees who already have a foundation of what they are working with. Development of people who do not have the basics of their job description is very difficult and expensive. This is a serious concern as the little budget the municipalities get is exhausted in one area – training - instead of serving the whole institution.

Table 6.2.2.1.5 Capacitated administrators are able to direct and control human resources to discharge all services required

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	82	79
2.	Not Sure	8	8
3.	Disagree	11	10
	TOTAL	101	97

Table 6.2.2.1.5 reveals the significance of capacity in the administrative section. Data shows that eighty-two (82) respondents or seventy-nine percent (79%) of the respondents *agreed* to the notion that capacitated administrators are able to direct and control human resources to discharge all services required. Only eleven (11) respondents or ten percent (10%) of the respondents *disagreed*, with eight (8) respondents or eight percent (8%) of the respondents indicating that they are *not sure*. Capacitation of administration in every institution is a critical stimulus for enhancing direction and control of human resources towards effective execution of their duties and service delivery; the process is tantamount to capacitation of the whole organization. Poor administration leads to poor service delivery as an individual in authority without skills and knowledge could lead the organization astray. Individuals in authority who are not capable enough for their position would never think of hiring or equipping their subordinates with knowledge and skills as that would serve as threat to their positions. This implies that incapacitated administration is not able to direct and control human resources to discharge all services required.

Table 6.2.2.1.6 The main purpose of capacity assessment is to create capacity and capability to deliver on government mandate

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	98	94
2.	Not Sure	4	4
3.	Disagree	2	2
	TOTAL	104	100

The results shown in Table 6.2.2.1.6, in relation to the purpose of capacity assessment, indicate that ninety-eight (98) respondents, which is ninety-four percent (94%) of the total respondents *agreed* to the notion that the main purpose of capacity assessment is to create capacity and capability to deliver on government mandate. Only two (2) respondents or two percent (2%) of the respondents *disagreed* with the notion while four (4) respondents or four percent (4%) of the respondents were *not sure* about the matter. Most of the respondents who agreed to this statement indicate that capacity assessment is focused on the creation and enhancement of capabilities in the municipality. Enhanced capacity is essential for effective service delivery and in administration. This indicates that capacity is critical towards ensuring that the government mandate is effectively delivered within the established dictates or parameters. Capacity assessment assists in identifying any weaknesses in an organization as it is a diagnostic tool of an organization through which all the organization challenges are detected. This type of instrument could be well utilized in performance management system, therefore, it is imperative that capacity assessment of organizations be made so that they could get support, if needed.

Table 6.2.2.1.7 The success of a developmental local government is embedded in the knowledge and skills of its human resource

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	90	87
2.	Not Sure	10	10
3.	Disagree	4	4
	TOTAL	104	101

Data elicited from Table 6.2.2.1.7 affirms the notion that the success of a developmental local government is embedded in the knowledge and skills of its human resource. Ninety respondents (90) or eighty-seven percent (87%) of the respondents *agreed* with the notion. Only four (4) respondents or four percent (4%) of the respondents *disagreed* with the notion, while ten (10) respondents or ten percent (10%) indicating that they are *not sure*. This implies that if the personnel within the municipality are equipped, are acquainted with their job descriptions, and with the prerequisite or necessary skills and knowledge, success of developmental local government is inevitable. The success of the institutions, therefore, lies in the recognition of expertise in job requirements. Job specialisation should be a prerequisite for hiring.

Developmental local government system in South Africa is a new structure that was born from a segregated structure which was catering for the minority. This new system needs trained and skilled staff. Local governments in South Africa hire the wrong people and that compromises the development of the country. Vhembe District Municipal area as the focus of this study, is rich in natural resources which skilled and knowledge people could take advantage of it for local economic development. The area has abundant areas which were once used productively for economic reasons.

Table 6.2.2.1.8 Capacity is only recognized through an individual's ability to respond effectively to change, make decisions and manage conflict

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	89	86
2.	Not Sure	11	10
3.	Disagree	4	4
	TOTAL	104	100

The results in Table 6.2.2.1.8 shows that eighty-nine respondents, which is eighty-six percentage of the respondents *agreed* with the notion that capacity is only recognized through the ability to respond effectively to change, make decisions and manage conflict. Eleven (11) respondents or ten percent (10%) of the respondents were *not sure*, whereas four (4) respondents or four percent (4%) of the respondents *disagreed* with the matter. This implies that effective administration can cope with change that is always taking place. Well-capacitated administration can make decisions and handle conflicts within the organization.

Vhembe District municipal areas is permeated with myriad of conflicts. This is evident because most of their managers are in acting positions because some other people resigned or was dismissed. These institutions seem to be struggling with everyday changes. Some of the respondents from the technical staff indicated that they are not happy with the trainings they are exposed to. They complained that they are being introduced to difficult work system which they were not using before. The respondents went to an extent of saying that during such trainings they prefer to stay in their hotel rooms than sitting in the sessions where they do not understand the subject matter.

Table 6.2.2.1.9 Personalities of leaders in local government tend to influence the way in which they handle aspects of developmental local government

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	82	79
2.	Not Sure	8	8
3.	Disagree	8	8
	TOTAL	98	95

Table 6.2.2.1.9 elicited data on the issue of personalities of leaders in local government which tend to influence the way in which they handle aspects of developmental local government. In this matter, majority of respondents, which is eighty-two (82) or seventy-nine percent (79%) *agreed* with the notion, while eight (8) respondents or eight percent (8%) *disagreed*. Another eight respondents or eight percent (8%) of the respondents were *not sure* about the matter. This indicates that the personality of leaders is another determining factor of the performance of the organization.

The attitude of the leader determines the behaviour of the subordinates. If the leader is always hostile towards the subordinates, they will not be able to perform their duties freely. Leaders who encourage team spirits and always motivate the subordinates always produce the best results. The way local government leaders respond to matters pertaining to their organization determines the success of their institution. Employees in Vhembe district area indicated that sometimes they do not understand some of the treatment they get from their immediate supervisors. Some indicated that some supervisors respond to negative information without seeking the truth from the person concerned, and that negatively affect the performance of the institution.

6.2.2.2 ROLE OF CAPACITY IN THE IMPLEMENTATION OF DEVELOPMENTAL LOCAL GOVERNMENT MANDATE

The statements probing the role of capacity in the implementation of developmental local government mandate were given to all four local municipalities - Makhado, Musina, Thulamela and Collins Chabane. The results are discussed in the following sub-sections. Tables 6.2.2.2.1 to table 6.2.2.2.10 show the summary of the results. A brief explanation about the data collected on each statement is given under every Table.

Table 6.2.2.2.1 It is essential to ensure adequate planning, evaluation and training to support management system and processes, effectively

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	102	98
2.	Not Sure	2	2
3.	Disagree	-	-
	TOTAL	104	100

With regards to the role of capacity in the implementation of developmental local government mandate as indicated in Table 6.2.2.2.1, one hundred and two (102) respondents or ninety-eight percent (98%) of the respondents *agreed* to the notion that it is essential to ensure adequate planning, evaluation and training to support management system and processes, effectively. Only two (2) respondents or two percent (2%) of the respondents indicated that they were *not sure*. None of the respondents *disagreed* with the statement. The majority of the respondents agreeing to this statement indicates that indeed sufficient planning, evaluation and training are essential towards the provision of effective support to management processes and systems. This ultimately shows that planning, evaluation and training are integral

towards improving capacity and ensuring adequate support within the management systems and processes.

Table 6.2.2.2.2 High quality leadership is essential for the developmental local government authority to realize its fullest capacity

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	103	99
2.	Not Sure	1	1
3.	Disagree	-	-
	TOTAL	104	100

Data in Table 6.2.2.2.2. shows that high quality leadership is essential for the developmental local government authority to realize its fullest capacity. In this regard, one hundred and three (103) respondents or ninety-nine percent (99%) of the respondents *agreed* to the statement. Only one (1) respondent or one percent (1%) of the respondents was *not sure*. None of the respondents *disagreed* with the notion. Leadership is an integral contributing factor in driving the strategic intent of any organization, therefore, high quality leadership will make developmental local government mandate achievable.

Vhembe District municipal area's employees are conscious about the fact that high-quality leadership makes developmental local government possible, however, it is not possible with their municipalities. In these municipalities, there are people who are promoted to higher positions from instructions given by other higher authorities, irrespective of how the person performed during the interviews, such behaviour is challenging for high performance in the Vhembe District.

Table 6.2.2.2.3 Municipal conducts assessment aimed at assessing the capacity and capability of municipal officials, to ensure competency

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	82	79
2.	Not Sure	18	17
3.	Disagree	4	4
	TOTAL	104	100

Data in Table 6.2.2.2.3 shows that the municipality conducts assessment aimed at assessing the capacity and capability of municipal officials to ensure competency. Eighty-two (82) respondents or seventy-nine percent (79%) of the respondents *agreed* to the notion. Four respondents (4) or four percent (4%) of the respondents *disagreed* with the notion, while eighteen (18) respondents or seventeen percent (17%) of the respondents were *not sure*. Some respondents seem unsure of how assessment is done; they are aware that there is a certain process that is conducted sometimes, however, they were not aware of how the process is assessing their capabilities.

Capacity assessment is imperative in an organization and can be used as a tool to measure, evaluate, and monitor performance in local government; the process provides a premise for taking corrective action where necessary towards improving and ensuring competency and performance. The success of an organization is determined its competent employees. It is only through capacity assessment that the organization can tell whether the employees are competent or not and the amount and areas of trainings needed.

Table 6.2.2.2.4 Effective management and teamwork are crucial and central requirements for quality service delivery

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	95	91
2.	Not Sure	5	5
3.	Disagree	4	4
	TOTAL	104	100

The information presented in Table 6.2.2.2.4 addresses whether effectiveness of management and teamwork are crucial and central requirements for quality service delivery. Ninety-five (95) of the respondents or ninety-one percent (91%) of the respondents *agreed* with the notion; five (5) respondents or five percent (5%) of the respondents *disagreed* with the notion, while four (4) respondents or five percent (5%) of the respondents were *not sure* about the notion.

The Vhembe District municipal institutions seem to be lacking on the impact of effective management and teamwork. Respondents are aware of the significance of effective management and teamwork on service delivery and others. People always complain about poor service delivery from municipalities around the Vhembe District. Effective management can bring its employees together so that they provide quality service delivery. When people are working together as a team, they produce good results; this is based on the premise that a sense of belonging and cooperation within an institution contribute towards quality service delivery. Effective management and teamwork are integral to quality service delivery in municipalities.

Table 6.2.2.2.5 Public administrators need to respond appropriately to all different situations of local government

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	92	88
2.	Not Sure	11	10
3.	Disagree	1	1
	TOTAL	104	99

Table 6.2.2.2.5 indicates that public administrators need to respond appropriately to all different situations of local government. Ninety-two (92) respondents or eighty-eight percent (88%) of the respondents *agreed* to the notion. Eleven (11) respondents or ten percent (10%) of the respondents were *not sure* and only one (1) or one percent (1%) of the respondents *disagreed* with the notion. Public administration serves as the heart of local government organization. Whatever affects the public or any situation that the public encounters is directed at the administration. Local government organizations cannot exist without administration; therefore, the latter should be capable enough to deal with whatever situation occurs in the public domain. Local government is the only sphere of government that interacts with the public on daily basis, therefore, prompt response to the issues pertaining to the public is vital.

Lack of resources in local government hinders the institution from responding promptly to the public. Vhembe District municipalities have a challenge of not enough resources.

Table 6.2.2.2.6 Activities such as political interference in the hiring process affect municipal performance

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	92	88
2.	Not Sure	5	5
3.	Disagree	7	7
	TOTAL	104	100

Table 6.2.2.2.6 dwells on political interference in the hiring process which affect municipal performance. Ninety-two respondents (92) or eighty-eight percent of the respondents *agreed* with the statement that activities such as political interference in the hiring process negatively affect municipal performance. Only seven percent (7%) *disagreed* with the notion, while five (5) respondents or five percent (5%) of the respondents indicating that they were *not sure*. Political interference seems to distort the hiring processes in municipalities and affect negatively the performance of the municipalities.

Political interference undermines capacity and that negatively affect the quality of services rendered to the public. This is exacerbated by the organisations' failure to take into consideration skills and knowledge of the individuals. Lack of skills and knowledge hamper the performance of the organisation. Hiring process should take into consideration the qualifications instead of political affiliation of the individual. Some employees at the municipalities were even afraid to complete the questionnaires thinking that they were meant to check their skills and qualifications. This is because they know that they do not qualify to hold the positions they have. This affects even their confidence in the performance of their duties.

Table 6.2.2.2.7 Due to political instability within the municipal council, it is difficult for the municipality to implement developmental local government systems

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	83	80
2.	Not Sure	12	11
3.	Disagree	9	9
	TOTAL	104	100

Table 6.2.2.2.7 suggest that due to political instability within the municipal council, it is difficult for the municipality to implement developmental local government systems. Majority of the respondents, which is eighty-three (83) respondents or eighty percent (80%) of the respondents *agreed* with the notion. Only nine (9) respondents or nine percent (9%) of all the respondents *disagreed* and twelve (12) respondents or eleven percent (11%) of the respondents were *not sure*. The concurring by most of the respondents to this statement shows that political interference is a detrimental factor towards effectiveness in the implementation of the developmental local government systems. The main challenge is that political interference destabilises administration. Political council fails to separate politics and administration. Politicians need administrative support thereby deploying their own back-up system. The challenge with political interference is that every politician comes with his or her agenda and this affects social and economic development of the institution.

Table 6.2.2.2.8 For implementation process of local government mandate to be successful, managers should be given necessary powers to manage

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	92	88
2.	Not Sure	7	7
3.	Disagree	5	5
	TOTAL	104	100

Table 6.2.2.2.8 suggests that for the implementation process of local government mandate to be successful, managers should be given necessary powers to manage. Ninety-two (92) respondents or eighty-eight percent (88%) of the respondents *agreed* with the notion. Only five (5) respondents or five percent (5%) of the respondents *disagreed*, while seven (7) or seven percent (7%) of the respondents were *not sure* about the statement.

The success of local government lies in the ability and powers of their managers to monitor and evaluate their subordinates' works; the success of a unit is determined by its leader. Achinivu, et al., (2017) attest to the fact that managers are vested with powers to make final decision as they have responsibility to account for whatever takes place in their organization. Capable managers are conscious about the authorities and responsibilities vested upon them. Some of the managers in the Vhembe District municipality area went to the extent of shouting at me, stating that they did not want to be interviewed and were not going to assist at all. That gave the picture that they did not want people to discover details about their operations as they were not comfortable with the jobs they were performing; power is effective only to people who know what they are doing and would use it.

Table 6.2.2.2.9 Municipal turn-around strategy has been implemented and is very effective

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	79	76
2.	Not Sure	19	18
3.	Disagree	6	6
	TOTAL	104	100

The statement in Table 6.2.2.2.9. was intended to investigate whether the municipal turn-around strategy has been implemented and how effective it was. Majority of the respondents, which is seventy-nine (79) or seventy-six percent (76%) *agreed* that the municipal turn-around strategy has been implemented and was very effective. Respondents who *disagreed* with the notion were six (6) in number or six percent (6%). Nineteen (19) respondents or eighteen percent (18%) of the respondents were *not sure* of the implementation and effectiveness of the strategy. If seventy-six percent of the respondents were aware of the turn-around strategy, this means it does exist. Turn-around strategies are integral towards aligning the municipality with its strategic intent and this provides the basis for effectiveness in implementation of the developmental local government mandate. The implementers of the strategy need to be knowledgeable and skilful enough for it to yield satisfactory results. The eighteen percent (18%) of the respondents who were *not sure* of the presence of such a strategy, plus the six percent (6%) of the respondents who *disagreed* with the implementation of the strategy, might be implying that there was no evidence of the implementation of the strategy or that the strategy was not properly implemented and therefore not yielding any visible satisfactory result. This might be also due to lack of capacity for the management to properly implement the strategy.

Table 6.2.2.2.10 The municipality has developed a comprehensive performance management system which is being implemented

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	78	75
2.	Not Sure	16	15
3.	Disagree	10	10
	TOTAL	104	100

The statement about turn-around strategy was supplemented by a statement pertaining to the implementation of comprehensive management system in the municipalities which was visible throughout. In Table 6.2.2.2.10 above, the elicited data was about whether the municipality has developed a comprehensive performance management system which is being implemented throughout the municipality. Seventy-eight (78) respondents or seventy-five percent (75%) of the respondents *agreed* to the fact that indeed municipalities have developed a comprehensive performance management system which was being implemented throughout the municipality; eleven percent (11%) of the respondents *disagreed* with the notion, and fifteen percent (15%) indicating that they were *not sure*. This implies that there is a performance management system within the municipalities and such systems are integral in controlling and improving capacity in the implementation of developmental local government mandate. This also shows local governments' awareness of the challenges relating to their performance. Turn-around strategies have been developed for the improvement of service delivery in local governments, therefore, the onus is on local government to consider the issue of capacity in relation to the implementation of all the systems that are meant to improve local government institutions.

6.2.2.3 EXTENT OF THE IMPLEMENTATION OF DEVELOPMENTAL LOCAL GOVERNMENT MANDATE

The section probes the extent of the implementation of developmental local government mandate in municipalities. Those who responded to this statement were from the four local municipalities. The statements probing this matter are arranged in tabular form from Tables 6.2.2.3.1 to 6.2.2.3.8 which present the results that emanated from the collected data. In addition to that, a brief description statement is given below each Table.

Table 6.2.2.3.1 Municipalities should develop strategies and mechanisms to continuously engage with citizens

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	78	75
2.	Not Sure	15	14
3.	Disagree	11	11
	TOTAL	104	100

Based on the results in in Table 6.2.2.3.1 above, seventy-eight (78) respondents, which constitute seventy-five percent (75%) of the respondents *agreed* with the fact that municipalities should develop strategies and mechanisms to continuously engage with citizens; eleven percent (11%) *disagreed* with the notion, with fifteen respondents who constitute fifteen percent (15%) of all the respondents indicated that they were *not sure*. This suggests that although municipalities might have strategies and mechanisms in place that ensure continuous engagement with citizens, these may not be enough. Some of the municipal officials seems to have no idea of the significance of strategies and mechanisms to engage with citizens in order to ensure that their concern and needs are taken care of. The rationale for such strategies and

mechanisms is that municipalities are meant to interact with citizens on daily basis as they are the spheres of government designed to be close to the people. Without interaction with citizens, municipalities would not know the concerns of the community. It is essential, thus, that efforts to enhance such strategies and mechanism be made.

Table 6.2.2.3.2 Capacity is a conceptual unit that links administration arrangements to services to be delivered in local government

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	93	89
2.	Not Sure	11	10
3.	Disagree	-	-
	TOTAL	104	99

In relation to capacity as a conceptual unit that links administration arrangements to services to be delivered in local government, ninety-three respondents which constitute eighty-nine percent (89%) of the respondents *agreed* to the. Only eleven respondents which constitute ten percent (10%) of the respondents indicated that they were *not sure* of the matter, while none of the respondents *disagreed* with the notion. This confirms that the effectiveness of administration is determined by its capacity to execute administrative arrangements. Quality service is determined by quality administration, and this is only possible when municipalities are capacitated enough to meet the needs of their communities. Administration arrangements are only proper if those who are charged with such responsibilities are capable. Failure to deliver services reflects poor administrative arrangements by local government practitioners.

Table 6.2.2.3.3 Requirements of actual competencies of senior officials in local government are clearly outlined

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	84	81
2.	Not Sure	18	17
3.	Disagree	2	2
	TOTAL	104	100

According to the results summarised in Table 6.2.2.3.3 above, eighty-four (84) respondents, which constitute eighty-one percent (81%) of the respondents *agreed* that the competencies required of senior officials in local governments are clearly outlined, with two respondents who constitute two percent (2%) *disagreed* and eighteen (18) respondents that constitute seventeen percent (17%) of the respondents indicating that they were *not sure*.

Clarity in the outlining of the competency requirements of any senior management position provides the standards for assessing capacity and ensuring that the individuals who have the relevant capacity are occupying leadership positions. This implies that a clear outlining of the senior officials' competencies is critical towards ensuring that the prerequisite competencies are possessed by the management. Everyone will have a clear understanding of what is expected of them, which aids effectiveness in the implementation of the developmental local government mandate. This proves that senior officials in local government are aware of what is required from them.

Table 6.2.2.3.4 Appointed personnel in the municipality have relevant skills to discharge duties required from them

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	79	76
2.	Not Sure	18	17
3.	Disagree	2	2
	TOTAL	99	95

Table 6.2.2.3.4 above gives a summary of data collected on the issue about the relevancy of skills of the personnel in the municipalities. Seventy-nine (79) respondents, who constitute seventy-six percent (76%) of the respondents *agreed* that appointed personnel in the municipality have relevant skills to discharge duties required from them while two (2) respondents who constitute two percent (2%) of the respondents *disagreed* with the statement. Eighteen (18) respondents, who constitute seventeen percent (17%) of the respondents indicated that they were *not sure*.

The fact that most of the respondent agreed that most of the personnel in municipalities possess the necessary skills to effectively execute their duties implies that the institution has different skills and knowledge that could be utilized for developmental purposes. It is saddening to hear of complaints against the municipal institutions of Vhembe District municipal area despite them being said to have relevant skills and knowledge. People who are relevant for their jobs will always perform better. *If these institutions have the relevant and necessary skills and knowledge, then what is hindering their performance?* This is the relevant question to ask at this juncture.

Table 6.2.2.3.5 The municipality has enough administration personnel

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	56	54
2.	Not Sure	14	13
3.	Disagree	34	33
	TOTAL	104	100

According to the Table above, which is focusing on administrative personnel, the results shown by fifty-six (56) respondents who constitute fifty-four percent (54%) of the total number of respondents *agreed* that municipalities have enough administration personnel. Thirty-four (34) respondents who constitute thirty-three percent (33%) *disagreed* with the notion and fourteen respondents, who constitute thirteen percent (13%) of the respondents indicated that they were *not sure*.

An adequate number of personnel does not necessarily mean enough capacity; capacity is demonstrated through quality results. The thirty-three percent of the respondents who disagreed with the notion implies that they are not satisfied with services from the administrative personnel. This indicates that services rendered in these institutions do not match the number of personnel the institutions have. This also implies that Vhembe District municipalities have a number of employees who are not fit or are not offering the services they were hired to offer. This is evident when some of the subordinates are not even sure as to whether they do exist or not, because the former has not seen anything that tells them that the number of administrative personnel is enough.

Table 6.2.2.3.6 The municipality has user-friendly one-stop service centres where services to the community are accessed at ease

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	66	63
2.	Not Sure	20	19
3.	Disagree	18	17
	TOTAL	104	99

The Table above shows the summary of the results in relation to the availability of municipal user-friendly one-stop service centres where services to the community are accessed at ease. In this regard, sixty-six (66) respondents who constitute sixty-three percent (63%) of the respondents *agreed* that the municipality has user-friendly one-stop service centres where services to the community are accessed at ease; eighteen (18) respondents, who constitute seven percent (17%) of the respondents *disagreed* with the notion. Twenty respondents, who constitute nineteen percent (19%) of the respondents were *not sure*.

The result reveals that there is a relative availability of user-friendly one-stop service centres where services to the community are accessed at ease, and this is critical towards service delivery. The challenge with Vhembe District municipalities is the operators. The municipalities have one-stop services centres which lack operators to discharge their duties. This is clear when there are many people in the area still complaining about not receiving services from their municipalities.

Table 6.2.2.3.7 Municipality must constantly upgrade their administrative capacities to meet the challenges that are brought by rapid changes in the country

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	100	96
2.	Not Sure	4	4
3.	Disagree	-	-
	TOTAL	104	100

In relation to the notion of the municipalities requiring constant upgrade of administrative capacities to meet challenges that are brought by rapid changes in the country, most of the respondents, which is hundred (100), that constitute ninety-six percent (96%) of the responded agreed with the statement. None of the respondent *disagreed* with the notion and only four (4) respondents, who constitute four percent (4%) of the respondents were *not sure*.

This implies that, constant upgrading of administrative capacities is critical in enhancing capacity for the administration of municipalities which ultimately ensure aligning the implementation of the developmental local government mandate with those changes. Constantly upgrading administrative capacities enables administration to cope with challenges that are brought by rapid changes in the country. An upgrade is more effective when it is rendered to people who already have the basics of what they are doing. People who do not have the basics or skills to do their jobs are always afraid of changes and do not want to attend in-service trainings as they regard them as another way of exposing their failures to render services.

Table 6.2.2.3.8 Inappropriate human capacity within municipal institutions deters efficient and effective responses to challenges that affect administration

	RESPONSES	FREQUENCY	PERCENTAGE (%)
1.	Agree	84	81
2.	Not Sure	17	16
3.	Disagree	3	3
	TOTAL	104	100

Table 6.2.2.3.8 above gives a summary of the results in relation to inappropriate human capacity within municipal institutions that deters efficient and effective responses to challenges that affect administration. Majority of the respondents, which is eighty-four (84) or eighty-one percent (81%) of the respondents *agreed* with the matter. Three respondents who constitute three percent (3%) of all the respondents *disagreed* with the notion. Seventeen (17) respondents who constitute sixteen percent (16%) of the respondents stated that they were *not sure* about the notion.

This implies that human capacity appropriate for specific activities is essential, particularly in local government as the sphere of government that deals with the lives of people. The proper functioning of municipalities is seen when they ensure effective and efficient responses to administrative-related challenges. The absence of appropriate human capacity is detrimental to effective implementation of the developmental local government mandate.

6.3 PRESENTATION OF DATA COLLECTED THROUGH INTERVIEWS

This section presents data from Vhembe District Municipality and the four local municipalities. Thematic analysis and interpretation were made of the collected data. The section is divided into two sub-sections, where the first sub-section is concentrating on demographic information of the respondents and the second sub-section highlighting themes that emerged from the data.

6.3.1. DEMOGRAPHIC INFORMATION

Data presented in this sub-section presents demographic details of the respondents in relation to gender, age, position and educational qualifications and the results are presented in tabular forms below. This is the data that was obtained through interviews with management of the municipalities. The management was composed of the municipal managers, senior manager or directors of different sections or departments, and middle management officials of different units. All the interviews were conducted in the offices, on the appointed dates. Some managers requested that they write their information on their own so that they can detail everything they want the researcher to know. The Tables below give a summary of the information required and descriptions.

Table 6.3.1.1 Gender of Respondents (Management Sections)

The Table below presents the gender information of the respondents from Vhembe District Municipality and its four local who participated in the interviews. The information is presented as follows:

Table 6.3.1.1 Gender of senior officials

	Vhembe	Makhado	Musina	Thulamela	Collins
Chabane					
GENDER					
MALES:	3	3	3	3	2
FEMALES:	2	2	1	1	1
Males %:	60%	60%	75%	75%	67%
Females%:	40%	40%	25%	25%	33%
Frequency Total per					
Municipality:	5	5	4	4	3
Total Percentage:	24%	24%	19%	19%	14%
Grand Total Males only:	14 (67%)				
Grand Total Females only:	07 (33%)				
Grand Total	21				

Table 6.3.1.1 above shows the gender details of respondents in Vhembe District Municipalities senior management positions. The Table shows that fourteen respondents, which constitute sixty- seven percent (67%) of the respondents in senior management positions are males whereas seven respondents, which constitute thirty-three percent (33%) of the respondents are females. This shows that leadership positions in Vhembe District Municipality and the four local municipalities are predominantly occupied by males. This implies that in the research sites, males are found to be more capable of holding leadership positions than women. More efforts to empower women are needed in Vhembe District Municipality and the other four local municipalities as this data was collected from all the twenty-one (21) respondents who took part in the interviews.

Figure 6.3.1.2 Leaderships' Highest qualification

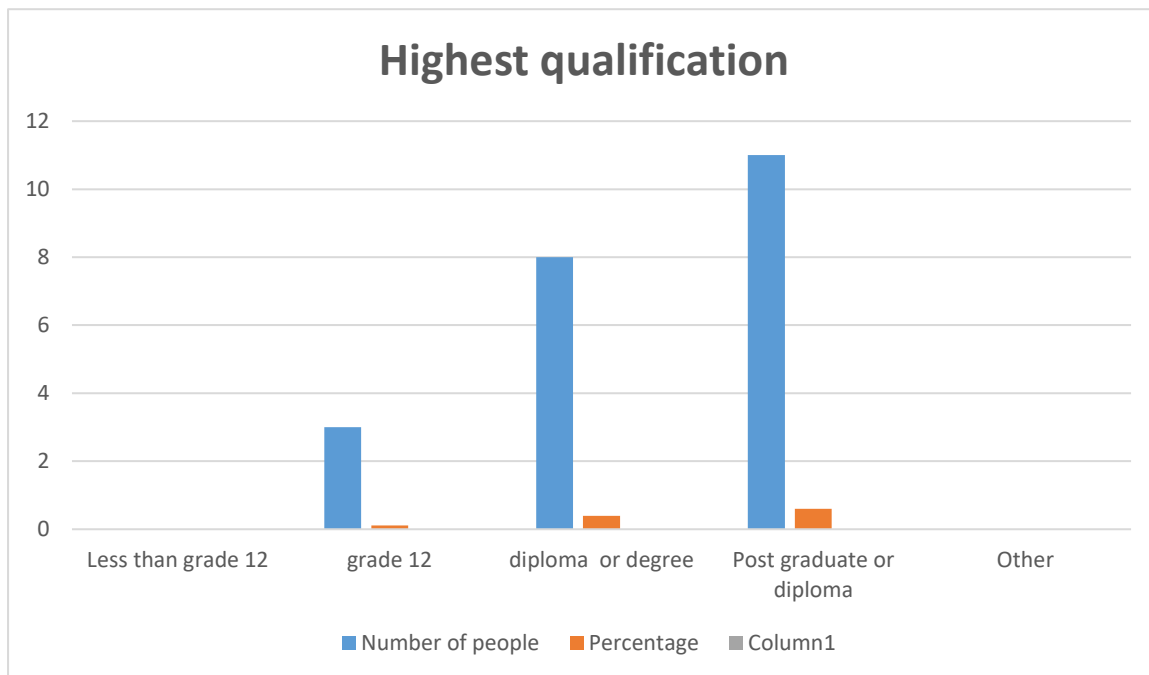


Figure 6.3.1.2 shows the highest educational qualifications respondents have obtained. Most respondents, who are eleven (11) respondents that constitute sixty percent (60%) have post graduate degree or diploma as indicated in the Table above, followed by eight (8) respondents which constitute thirty-nine percent (39%) of the respondents hold diploma or degree and the least number of respondents have the lowest qualification - Grade 12. Respondents who hold Grade 12 were three (3) which constitute one percent (1%) of the respondents. There were no respondents who have less than Grade 12 qualification.

The one percent (1%) of respondents whose highest qualification is Grade 12 at management level is problematic. These are management positions which require knowledge and skills. The question that rises is - *How can a person with Grade 12 lead or manage people with university degrees or diplomas?* Management is expected to provide creative ideas, skills, and more convenient methods to carry out tasks. Management initiate and implement new ideas, giving room for employees to contribute to the innovation and productivity of the organization (Ricciuti, et al., 2018). *How can a person without any post-school qualification be able to do that?* This

confirms that the hiring practices are compromising some essential appointment requirements. The criteria for hiring, therefore, needs to be revised.

Table 6.3.1.3 Duration of working in management positions

Years of working	Number of people	Percentage
Less than 1 year	0	0%
1 to 5 years	2	6%
6 to 10 years	5	22%
11 to 15 years	3	11%
15 years and above	11	61%

The Table 6.3.1.3 above presents the number of years respondents have been working in the research sites. The majority of the respondents, sixty-one percent (61%) have worked for over fifteen (15) years, followed by those who have been working for six (6) to ten (10) years, being twenty-two percent (22%). Those who have been working for 11 to 15 years constituted eleven percent (11%) and the least are those who have been working for one (1) year to five (5) years who constituted six percent (6%). There was no one who have been working for less than one year.

This indicates that the local municipalities under the Vhembe District have tried to adhere to the principle of stability and tenure in senior management positions. They have kept their employees for extended periods. The challenge in these municipalities pertaining to the issue of stability and tenure is seen to be prevailing in lower-level officials. Turn-over of employees at the lower levels was seen to be very high. Uzuegbu & Nnadozie (2015) argue that organizations that experience high employee turn-over run at a loss as training new employees is expensive. Such organizations are not always productive for high turn-over rates tax the organizations a lot. The organization that can keep its employees is effective and efficient as stable organizations perform better. New employees do not perform better than the ones who have experience in their jobs. High turn-over can be due to administrative incapacity in top management which affect stability of the organization as the former may be failing to find ways of keeping its human resources (Adam & Suleiman, 2018). Experienced staff contribute a lot in the production and growth of an organization, hence, most organizations today prefer hiring people who already have experience

and good qualifications to avoid more training of people who are less experienced. Vhembe District Municipalities seem to be conscious of that, but the question that might rise is whether these employees staying there because they have a passion for developing the institutions or are they staying there because they cannot be hired somewhere else. The high turnover of technical staff is alarming. Experience needs to be supplemented by qualifications.

6.3.2 THEMATIC ANALYSIS OF DATA

The following sub-section present the themes that were used to collect data and a description of each theme is given below. The same themes were discussed with all the respondents in all municipalities in the research sites.

6.3.2.1 Providing services to the community

Regarding the issue of community services, the researcher intended to know how local government ensure that basic services are properly rendered to the community. Majority of the respondents indicated that they have strategic plans that guide their operations. Respondents indicated that they convene to make strategic plans whereby they compile all the activities that have to be accomplished within an allocated period. This type of planning is identified as Integrated Development Planning. Respondents identified such type of meetings which they conduct every year, as collective administrative management forums.

This is regarded as the most important foundation of municipal planning which is guided by the needs of specific communities within a municipal's jurisdiction. Respondents indicated that such strategic planning ensured that they were in line with Chapter 5 of the Local Government: Municipal Systems Act, No 32 of 2000 (MSA). Municipalities are obligated by this Act to follow the processes annually in order to compile, review, update or amend the integrated development planning's life cycle.

Other respondents also added that they ensure that basic services are properly rendered to the community by remaining active and focused on day-to-day events that are in line with rendering services to the community at large. Whatever they encounter in the process of rendering their services, is made known to the collective management so that they could be aware of shortfalls or challenges in their institution. Respondents

added that they ensure that they remain proactive and relevant in all their daily operations. The example that was given was of the system that was established in December 2000, whereby the municipalities ensure that they remain active every time (24/7). This is done through fully computerized system with calls for logging and ticketing which is a great service delivery improvement to the community at large. The ICT team converted the total manual call centre to a 24/7 Municipal Call Centre. They also ensured that they have two incumbents who must be on their phone 24/7 to receive and attend to service complaints.

Some of the respondents indicated that they ensured that services are delivered through the instrument of monitoring and evaluation. The instrument enables them to determine whether they have catered for the needs of the whole community. Respondents indicated that they have guidelines for their operations. They (respondents) added that they ensured that they contribute to collective administrative management's strategic planning sessions annually when compiling the Integrated Development Planning which is intended to be the foundation of municipal planning according to the needs of communities in its jurisdiction. Chapter 5 of the Local Government: Municipal Systems Act, no. 32 of 2000 (MSA) compels municipalities to follow processes annually to compile, review, update or amend IDP during its life cycle. They make sure that they be very conservative as sometimes they realise that some projects might not be possible to be carried out as anticipated because of their limited budget. Respondents further indicated that in some cases they have to consult before they carry out with their plans, especially, when they are planning for Local Economic Development (LED). They must conduct research before they start with their projects.

Other responded brought to light the issue of community engagement so that they might know their needs. It was noted that all this is done in order to satisfy their community as it is always their goal. This is done through what is known as '*Imbizos*' where the community are gathered to share their views. This is where the community raises their concerns, and appreciate the municipality if services are being properly rendered. According to the respondents, the rationale for constant engagement with the community is to ensure that all plans are realised.

The information gathered from the municipal interviewees implied that municipal officials are committed to their duties; this confirms the commitment of management

to the organizations, although they raised the issue of budget limit, whereby they sometimes fail to work on some projects as anticipated. What promotes rendering of good services is a plan which the whole organization is able to follow as many plans confuse the organization. Vhembe District municipalities have to ensure that they work on their limitations. The issue of budget is very critical as nothing can be done without money. Administration should device some means so that they can deliver proper services to their communities, and they need to put capable staff who are able to raise and manage their finance resources. The plans that were identified by the interviewees need capable staff to accomplish them.

6.3.2.2 Challenges in implementing the tasks assigned to them (employees)

The research question posed here was intended to investigate the challenges local government officials encounter in the execution of their authority when carrying out their responsibilities. On this matter, respondents identified many challenges or obstacles that are hindering them from exercising full authority. Some interviewees showed that lack of human resources is one of the severe challenges they are faced with. The rationale behind the challenge from human resource was identified as lack of skills. The respondents indicated that the issue is so severe that some of the workers are unable to participate in discussions that concern their work. Others mentioned that some workers cannot accomplish their job descriptions even if they are reminded on how to perform their duties.

Some of the interviewees were so concerned that employees in their institutions are not coping with the duties expected from them as they did not understand some of their duties. Managers also blamed the poor qualification levels of the employees. It was indicated that employee qualifications do not match the jobs they are expected to perform. Other interviewees went to extent of blaming even some other resources in their institutions which they indicated have become obsolete.

Most of the challenges the respondents identified were internal, and they were associated with capacity. What is also disconcerting is that even though the institutions are aware of these challenges, they are not give them the attention they deserve. It seems local governments are undermining the importance of skills, qualification and knowledge of the job; people seem not skilled enough to perform their duties. Other

interviewees mentioned that the challenge they have noticed in their departments is that they do not get enough support, however, if they can get support from other departments, their problems might be eased. They indicated that they need opportunities to engage with other stakeholders, like big businesses as that could enhance their skills.

Some respondents reflected that they are faced with financial constraints as their low budgets sometimes prevent them from meeting all the needs of the communities, and that it was also difficult to service all needs at the same time; the community members sometimes could be impossible as they expect services at their disposal every time. Factors like budget allocations, conflicting needs, politics, conflict of interest and some other issues, however, affect managers' budget plans, hence, provision of service is not always possible. People in different areas cannot be catered for at the same time, however, communities do not seem to understand this point. Sometimes the problem is intensified by the lengthy period the project has taken, therefore, the communities tend to lose trust in the municipality depending on the magnitude of the problem.

Others complained that they were failing to exercise the authority connected to their work because it was very difficult for them to get reports on time, and sometimes the challenge is that the responsible people are not capable of giving such reports which translates to failure to get accurate records. The statement below confirms some of the points collected.

“Is hard to get the reports, we have to make follow ups, sometimes unsuccessful and sometimes is hard to get the project worked on due to failure to get responsible people. Lack of skills, failure to report accordingly and absence of accountability make it hard to get valid and reliable reports” (participant D)

Some of the interviewees argued that they fail to implement recommendations from Auditor General, blaming it on human attitude and culture. They maintained that people do not have the desire to change. They want to do things the same way, hence when new things are imposed, they withdraw. The officials admitted that they do not want to implement Auditor General Reports sometimes because they are not capable of doing what is recommended, but sometimes, it is deliberate undermining of the reports. People want to implement things that suit them. The other reason for the delay tactics that people adopt, is that they want to discourage those who are looking for such

reports, make those in authority give-up so that they might not realise that they are failing to perform their duties. Local Government institutions have internal auditors however, they are not recognised or have as much power as the Auditor General for internal auditors are always undermined. Some interviewees believe that some of the operations in their institutions seem to be contradicting with legislation because people tend to undermine some offices, example given was that of the office of internal audit.

Some blamed political interference as the major obstacle to their work, stating that giving orders to their subordinate becomes very difficult as the councillors might interfere. Interviewees also lamented on the challenge of lack of proper communication channels. They contend that some communities undermine ward councillors and rather consult with directors in the municipalities. Lack of proper communication channel and political interference were posing challenges as sometimes when management gives orders to subordinates, councillors interfere.

One interviewee when asked about any challenges he was facing regarding exercising authority connected to his job, indicated that he had no challenges whatsoever. The assumption of the researcher to this response was that the respondent might be angry at somethings, for although the respondent reacted to all the questions, but his mood was negative. During the session the respondent was showing that he was not concentrating.

The challenges raised above illustrate how bad the situation, local governments' "house" is not in order, hence, compromising the livelihood of its citizenry. Administration in local government seems to be very ignorant. *How can a crucial house, that deals with the lives of people continue to operate in default when it has all evidence of deficiencies?* Administration is an essential part of local government; it must know how, when and who to take charge in the administrative structure. A clear definition of administration should be made known to all, politicians, administrative staff and the public and these incumbents should each know its place of operations. The other challenge that local governments are faced with today is lack of knowledge. If officials have enough knowledge about responsibilities expected from them, implementing the Auditor General's recommendations would not be an issue. *If the Auditor General's recommendations are not implemented, then what is the use of the office?* The same applies to the lack of resources, such as water resources. Issues

pertaining to resources are crucial areas as they affect the lives of the communities; responsibilities around resources need to be taken care of on a daily. Municipality should ensure that they monitor the execution of essential services regularly. These challenges might have emanated from the hiring processes where people who do not have experience and good qualifications are preferred (Uzuegbu & Nnadozie, 2015). This taxes an institution a lot as production of people who are not skilled and lack knowledge is always poor.

6.3.2.3 Measuring developmental strategies' successes

Information about the way municipalities measure the success of their developmental strategies was sought for. The interviewees agreed that the municipalities have tools in place which they use to measure the success of their developmental strategies. They identified various types of tools that they make use of; one of the tools identified was Performance Management Development System. This is a system, municipalities use to measure performance of their employees and is designed in line with the provisions of chapter 6 of Local Government: Municipal Systems Act, 2000. It is explained that the system gives provision for intervention by seniors in cases of work which is not satisfying.

Amongst others, the system requires that quarterly progress reports be considered as a monitoring tool, that intervention happens where performance is not satisfactory, and it also rewards performance. This is a valuable tool to measure success of developmental strategies which are recorded and approved as mandated in chapter 6 of Local Government: Municipal Systems Act, 2000. The system is designed in a manner that it allows progress to be reported monthly, quarterly, and annually. On the issue of using monthly reports, one person mentioned that senior officials also make use of statistics as well as benchmarking with economic indicator to see if they are achieving their targets. Constant monitoring and evaluation enable them (municipalities) to benchmark with various indicators. Preference for statistical codes in the monitoring process is motivated by the wish to attract big companies locally and outside the country.

Interviewees revealed that the monitoring and evaluation instrument they make use of in rendering service to the communities, is prepared by the mayor who is also in charge

of writing the report and ensuring that implementation takes place immediately after the institutions receive their budget. After every Auditor General report, an action plan is drawn which details all items to be taken care of.

Other identified their measurement strategies as performance management system, quarterly reports, mid-year and annual reports, however, they also have some programmes in place which are meant for early warnings as they roll over some projects. Performance Management Systems' results are reported to council on quarterly basis.

A group of respondents mentioned that they also make use of service delivery budget implementation plan (SDBIP) as a measurement for the success of their developmental strategies. Example of this plan is the Integrated Waste Management Plan which is designed to cover five years. Municipalities are bound to work according to this plan. This type of plan assists the management, yearly, to check if they have achieved on their strategic plans, and also to check some other achievements in the institution. SDBIP (Service delivery Budget implementation plan) is utilised as a yardstick to measure such strategies.

Developmental local governments seem to have good tools in place, however, the presence of tools become meaningless if not properly used. Monitoring and evaluation section which the developmental local governments claim to have, could be only declared effective if its recommendations are honoured. The respondents in 5.2.2.2 above, indicated that application of Auditor General recommendations in their organization is not valued as it should, since they do not implement them. If the organization has such crucial instruments as Auditor General's reports, monitoring and evaluation strategy, but fail to honour their recommendations, the existence of such instruments becomes fruitless. This clearly tells that the extent of developmental local governments' mandate implementation is minimal, and that impedes the smooth running of the organization. There are respondents who also touched the issue of intervention, which is provided by Local Government: Municipal Systems Act, 32 of 2000, in case of dissatisfaction with the service rendered. What is not clear is the reason for not intervening in the issues of lack of capacity identified by the respondents in item 5.2.2.2 above. Respondents in that section lamented about senior officials who are do not even bother themselves by writing or learning to write reports as is required

in the list of their responsibilities. This implies that Local Government needs urgent restructuring of its human resource in order for it to be effective.

6.3.2.4 Challenges encountered in the performance of duties

The interviewees were asked to explain their responsibilities at the workplace and to explain the challenges they encounter in the execution of their duties. Most of the respondents provided their job descriptions after which they identified the challenges they had encountered, however, not all of them identified the challenges they encounter in the execution of their duties. One person indicated that they have worked in various capacities at municipal institution ranging from Assistant Town Secretary (Legal) to Town Secretary, to Acting Director, Municipal Secretariat (now Corporate Services) and at times for short periods acting as Municipal Manager and currently the person is managing the ICT section. Other respondents mentioned that they had worked as administrative manager, and their duties were to ensure the proper spending of the budget, to ensure proper implementation of the IDP as well as proper procurement processes

There were some individuals who indicated that they are overloaded as they are in charge of so many things. The example is those who are Regional Managers. These indicated that they oversee their regions and facilitate all the activities within the region.

Some of the interviewees stated that their duties cover a lot of work in their department such as guidance and assurance on overall administration as well as compliance to applicable legislation. They put it this way – “guidance and assurance on overall administration, compliance to applicable legislation, looks at performance management of the organisation, internal controls.” Others indicated that they ensure that payments are made accordingly while others identified their responsibilities as being of planning, monitoring and implementation. Responding on this, some identified the issue of monitoring which if they were not successful in the performance of their duty’s intervention would be made. The reason for incorporating planning in their responsibilities is that it makes their implementation process easy; they indicated that they budget, plan, lead and monitor.

Others brought to light that, although, their duties were to supervise daily operations, they have challenges regarding planning and organising. They further indicated that they have shortage of manpower which leads to delays in the performance of their duties; they were also responsible for the supervision of day-to-day operation of law, plan, organise and monitor.

Some maintained that they are responsible for training, and they report to the development planning council. Their duties were identified as human resources management planning, training workshop, formal training (trainings are designed according to the needs of people), reporting and they write reports to General Manager Development Planning council. They are also responsible for overseeing issues pertaining to Local Economic Development (LED) and also planning for Mayoral Council.

A few people were unable to detail their job descriptions as well as the challenges they encounter while performing their duties; this was due to lack of skills and advanced training in ICT were mentioned as some of the challenges. These interviewees indicated that they lack ICT capacity, however, continuous skills development of end-users, can add value to I C T as an enterprise tool for service delivery enhancement. Advanced training for existing ICT personnel can contribute to achieving desired outcomes through technology.

Other respondents described their duties as delegated duties. These are officials who work in the offices of the Municipal Managers. They are managers who only operate on delegated authorities from the Municipal Manager. They assist the Municipal Manager to achieve strategic plans. They indicated that they ensure that they strategize their goals. However, there are challenges these officers encounter which pertain to the way they carry-out their duties. This type of office, perform their duties by carrying out delegated authorities. The challenge is that delegation sometimes goes with the issue of undermining. When people are aware that you are delegated sometimes, they undermine you; they are reluctant to carry-out your instruction; do not want to take your advice and they end up disappointing you. All the projects they conduct are delegated ones as they are the office of the Municipal Manager. According to the researcher, this is one of the offices which needs to review its operations. These

managers do not seem to be happy with the way they operate as delegated powers sometimes limit people's authority.

There are those who indicated that their focus is on capacity development and organisational design, however, political interference and lack of support from other top management members are the ones that are posing challenges. Officials in charge of community engagements, public consultations, receive messages from community members about officials' non-attendance of engagement sessions due to ignorance or it undermining somebody's authority. This implies that the institutions do not have the right staff. People with knowledge and skills relevant to their positions will never struggle to perform. An employee must specialize in certain tasks as opposed to generalization (Rodrigues, 2001) as competent workforce has the ability to run an organization efficiently and effectively. Not every skill can run every organization, and the same applies to knowledge. Organization should always be aware of who to hire and for what position. Lack of knowledge and skills in a specific area compromises the performance of such organization. Work should be divided among employees who have capacity to accomplish such work.

6.3.2.5 Skills Enhancement Programs

Information about skills enhancement programs was sought for, hence, discussions on whether people were being given trainings or not to enhance their skills were held. The schedule about their trainings if they do have them was sought. The interviewees responded in various ways but agreed that they do give trainings and also detailed when and how they give their trainings. Some respondents acknowledged that they have an annual planning document informed by the Human Resource Development Strategy where formal trainings are arranged accordingly. They further indicated that in the ICT field, staff often attend short courses, where an attendance certificate may be issued.

Respondents indicated that they have Workplace Skills Plan that informs any required training. This is an annual planning document informed by Human Resource Development questionnaires where formal training is arranged accordingly. In the ICT field, staff often attend short courses most applicable at a certain time, where an attendance certificate may be offered. In other instances, it could be more advanced

training, for example, Governance Framework for ICT which involves examination and international recognition.

When responding to how often they conduct their trainings, interviewees stated that they cannot have more regular trainings because of the nature of the staff structure. It is impossible to be absent from the office frequently without having somebody remaining in charge.

Some respondents indicated that more regular formally arranged trainings are currently needed in the ICT division as the current number of training sessions are insufficient, but due to a number of reasons, they are staff who cannot be absent from office for extended times because of the nature of the staff structure, therefore, they are unable to conduct more trainings.

Some mentioned that although they have skills development plans, audits report are done from the human resource office whereby employees are given questionnaires to identify the areas that they need trainings. The trainings are arranged according to skill needs according to the questionnaires. This is informed by skills audits report that are prepared from Human Resource office. In this way employees are given questionnaires to identify areas of needs and even supervisors are given opportunities to identify training needs for subordinates. Workplace skills plans, therefore, are populated with skills training needs as per questionnaires. Trainings takes place every year depending on needs.

Interviewees elaborated adding that although individuals are identified according to the training needs per section, trainings are categorised according to the fields of specialisation, for example - finance management, communication, computer skills, people management and other areas that have needs.

Others outlined that they have annual training plan such as programmes of Institution of Internal Auditors, South Africa and they receive programmes at the beginning of each year. Some respondents indicated that have workplace skills plan, on a yearly basis, while others have one year or two-year plan, while others mentioned that they have their trainings through workshops which are conducted whenever they are needed.

Some stated that even work performance determines whether training should take place or not, however, compulsory on-job training is done quarterly and some annually. Example of different types of training according to the job performance are computer literacy and other areas of operation. There were interviewees who were very positive about training as they could see changes after every training they attend as trainings brings so much improvement in the performance of their staff.

This suggest that developmental local governments are fully aware of human resource development challenges and have good skills-developmental plans, although, careful consideration of some impediments to human resource development should be dealt with. A certain respondent suggested that trainings in their section is not always possible because of work structure. The institution should design their programmes in a manner that may suit all the structures, particularly structures at management level, as they need regular revival, updates, and coaching. Local government is the main administration unit of the state; the success of local government determines the success of the whole state. Compromising activities at Local government is compromising the whole state, hence, failure of some officials in the institution to attend some training might jeopardize their work.

6.3.2.6 Developmental local government opportunities and ways of making sure they are realized

With this item the information investigated was on developmental opportunities Vhembe District has and what they are doing with such opportunities. In this regard, all the interviewees agreed that there are lots of opportunities and they also outlined how they ensure that these are realized. They listed different types of opportunities within their municipal boundaries and departments, such as agriculture, mining and tourism as their developmental opportunities which can be achieved through training interventions and information dissemination. Interviewees indicated that they assist those who are in charge with such opportunities by ensuring that they get relevant skills to run their institutions. One of the examples given, was that of agriculture where the municipalities would ensure that they support farmers by enhancing them with knowledge and skills, marketing strategies and financial assistance if needs be.

Another municipal area which seems to be very rich in mining and tourism indicated that they are aware of opportunities they have, however, there are procedures and

protocols that needs to be observed as they are not the sole owners of the land. They indicated that municipalities benefit more by involving private companies. Besides the fact that they benefit as municipalities in terms of job creation, they also get benefit from these companies' rates' taxes. Other officials identified tourism, agriculture, mining, retail trade, arts and culture as the opportunities within their jurisdiction. A example of an arts and culture arena given was of a boxing gym which seems to have become very productive as the site is producing some boxers.

The responses given about opportunities provoked the issue of some areas that seem to have been abandoned and are within the municipal in question's jurisdiction. The officials indicated that their duty is to facilitate projects; they, however, agreed to the fact that there are some rich areas in terms of developmental opportunities that seem to have been abandoned, but as municipalities they are guided by the policies and by-laws within their jurisdiction. Municipalities do not just take over and work on projects, even the issue of chieftaincy, needs to be taken into consideration in terms of jurisdiction. Traditional leaders also have powers over developmental projects or areas that are within their jurisdiction. One of the respondents added that there was an industry that was approved, and mining was established in that industry, however, the project is no longer showing any progress. The municipality did its part, and they played a facilitation role to enable the project to succeed, however, they must consider other role players attached to such projects, such as traditional leaders.

Interviewees indicated that Vhembe District is one of the districts that are regarded as designated growth point of Limpopo Province. Areas such as Makhado and Musina are regarded as Special Economic Zones. These are the areas which are regarded as the hubs of Local Economic Development. These areas are rich in minerals, mining, agriculture, and tourism. Other respondents even indicated that they have discovered coal manufacturing industry which will also contribute a lot to the area's economic development. In the normal day to day dealings in Vhembe District all four local municipalities and the district municipality do cooperate in sharing information on common matters of interest, or sometimes sharing their approaches to certain matters. The interviewed officials maintained that they enjoy good relationships on their journey into the new model of democratic local government and all the fresh new legislation that relate to their environment.

Some of the officials stated that the integrated development plan (IDP) is the one that all the opportunities are imbedded, and that it is compiled based on public consultations of all communities in the municipal jurisdiction and therefore, also used for benchmarking. They added that they ensure that those opportunities are realized through monthly monitoring of performances.

Others referred to the Integrated Development Plan (IDP) as foundation document for developmental local government that determines the opportunities within the municipalities' jurisdiction. This document is compiled based on public consultation of all the communities in the municipal jurisdiction. The 5year cycle IDP then feeds into annual budgets where capital projects are approved by Council [in session], and municipal heads of departments sign a performance agreement to hold them accountable for achieving the outcomes determined in the approved IDP and Budget for the relevant financial year. Monitoring from month to month is done according to performance management system referred to earlier.

According to some officials, the other developmental opportunities that municipalities do offer are programs such as learner-ships, internships, or experiential learning which are recommended for TVET college students, university graduates, and other people who could not go to tertiary institutions but have secondary schoolings. The period of such opportunities depends on the type of the program; some could roll for a period of eight months, twelve months or sixteen months or three years. The rationale of such opportunities is that candidates could get experiential learning or work experience. There are even bursaries that are offered such as mayoral bursary to fund students in need. Communities are informed about such opportunities in different manners, such as advertisements that are done in local radio stations, newspapers, and other platforms.

The discussions above show that all municipalities have developmental opportunities or local economic development opportunities although they varied from one municipality to the other. For these opportunities to be realised local government, however, should put in all efforts so as to ensure that all these opportunities do benefit their communities.

On the issue of abandoned local economic zones such as tea plantations, some respondents made mention of the issue of authority. Officials indicated that the issue

of land, where chieftaincy has ownership, it becomes complicated; the issue of who owns the land within which boundaries, sometimes interferes with the process of development. The municipalities cannot just take-over the projects because it is within its boundaries and start to work on them. There should be some negotiations sometimes conducted with chiefs so that a resolution could be reached, however, some of the challenges that chiefs experience pertains to budgets where the former cannot develop projects on their own. This implies that local governments and chiefs should ensure that they reach consensus. They should design a strategy that would enable them to work as a team for community development. Misunderstandings between Local government and chiefs are supposed to be resolved for developmental local government mandate to be realised. All what is needed here is a management that is able to provide creative ideas, coordinate, multi-task and is knowledgeable about managing projects. In every institution there are processes and policies in place to guide operations in the organisation, therefore, managers should take initiatives and urge subordinates to apply such initiatives.

6.3.2.7 Extent of relationship with other municipalities

Information about the relationship local municipalities, within Vhembe District, have with each other was sought for. In response to this item, interviewees agreed that they have good relationship with other local municipalities. Respondents indicated that though they are independent in terms of working with their communities or rendering services, the district municipality plays an oversee role as they have an integral responsibility.

Officials indicated that they have a such good working relationship with other local municipalities that they even make a team that regularly meet to accomplish some tasks together. They indicated that the fact that they are in the same district makes them believe in working together for local development, therefore, they find themselves working together on many occasions such as job evaluation.

Some of the officials indicated that the type of relationship they have with other local municipalities goes to an extent of even sharing some major functions and they rotate in visiting each other to learn best practices within their district. Interviewees indicated that good working relationship among the local governments within the district is all

that they always strive for. Respondents indicate that they go to an extent of sharing core functions as intergovernmental issues are common and they even conduct technical forums where they meet regularly.

Others indicated that even though they relate well with each other, but that does not mean that they do not differ sometimes in views. The example given was that of some local municipalities within the district who invested their money in the mutual bank, which was against their regulations. The money was invested in Venda Building Society (VBS) Mutual Bank which ended up collapsing. Some respondents elaborated below:

“Our relationship is fruitful as the local municipalities that are under Vhembe District (VD) and we operate the same way, but we differed the time when others could not handle their financial responsibilities appropriately. That is when some municipalities decided to invest their money at the collapsed Venda Building Society (VBS) which is a mutual bank without considering the mandate of the Local Government”

One of them admitted that this relationship has benefit them a lot as it promotes partnership with each other. They indicated that meetings with each other are so profiting as they promote networking and learning. The example given was when they attend meetings such of ICT where they get time of working in groups. Some other meetings identified are the quarterly meetings which used to be conducted at the provincial level, however, others also revealed that the quarterly meetings which used to take place at provincial level are no longer preferred and the rationale behind this, although not fully known to the respondents, some supposed that it might be due to political reasons. They indicated that they suspected that those who initiated these meetings might have relocated, and nobody was willing to carry on with the initiative. Interviewees indicated that their previous quarterly working group meetings were arranged by the District Municipality, however, COGSTA Limpopo would also be represented. Respondents further indicated that meetings of such nature were very profiting as they would enable them to meet with valuable sources of information that would share knowledge they have and make them stay abreast with new advancements in ICT. The provincial meetings they used to have, gave birth to national

meetings where they would gather as provinces. This type of meetings used to be conducted once in a year.

Some mentioned that in their current positions, they no longer attend any joint meeting with other municipalities on the management level, although they acknowledged that they had day-to-day dealings with other municipalities; these focused on sharing of information on common matters of interest or perhaps finding out what their approach to certain matters are, however, they no longer meet regularly. They indicated that in the earlier days of democracy they used to have day-to-day contacts with counterparts at Thulamela and Musina Local Municipalities. They enjoyed good relationships on their journey into the new model of democratic local government and all the fresh new legislation that dictated their direction. Other interviewees acknowledged that they have a good working relationship for they have meetings on inter-governmental resources, where they advise and assist one another. The examples given were Administrative IGR committees that discuss strategic things, and they meet on quarterly bases; other IGR committees that deal with technical staff chaired by the mayor and other staff members. These confirm the commitment they have with each other that ensures that they assist each other. Some interviewees asserted that their relationship goes to such an extent that they even share resources. At these IGR meetings, they ensure that every unit has a forum where they advise each other. In addition, one of the respondents mentioned that they have IGR meetings where every municipality has to report their internal affairs which have to be consolidated and taken as a report to the province.

Others acknowledged that they have a good working relationship, have social media communications which promote interactions with each other.

Most interviewees reiterated that their working relationships are good and create a good working environment where they work together. They indicated that they benchmark programmes with other municipalities, thus, making their relationship solid as they can learn from one another.

Some of the officials when asked about their relationship with the other local municipalities within Vhembe district gave a different perspective; they agreed that they work together but have challenges due to being under-staffed which makes it difficult for the local municipalities to participate in all activities since they have no

members to assist. Other interviewees indicated that some of the challenges they encounter as an institution sometimes affect their relationship unnecessarily. An example of water crises was raised as the issue sometimes result in their relationship becoming poor. The issue of water is the responsibility of the District Municipality.

From the discussions above, it is evident that municipalities need each other. Teamwork is one of the instruments that contribute more to the success of an institution. Majority of respondents revealed that they have good working relationship with other local municipalities, including the district municipality. What is very pleasant and beneficial is when local municipalities have a good relationship with each other as that would enable them to support each other for Local Economic Development purposes. Municipalities, however, should find a long-term solution to under-staffing as this has a negative impact on the best method of teamwork. If local municipalities are no longer able to meet with other municipalities because there would be no other people available in their offices, that is a serious challenge. Meeting with other people motivates and gives courage. Objectives and goals of the organization can only be met when people are united and working together as a team (Mbalamula, Suru & Seni, 2017). Teamwork is an excellent strategy in every organization; when people are working together in one spirit, the results are good. United people are able to stand together, inspire each other to put more efforts in all their activities for the sake of the group. For an organization to achieve the best result, there should be a unified and effective integration and coordination of both individual and group efforts; enthusiasm, devotion, and commitment are the results of cohesion. Mbalamula, Suru and Seni (2017) reiterate that good relationships bring job and foster support amongst members of a group. Management principles suggest that for an organization to be successful, there should be team spirit amongst employees of the organization so that all of them consider themselves as members of the organisations, thereby, maintaining high morale and unity amongst themselves. According to Pathak (2014) unity is strength and the foundation of success in any organization, therefore, management should promote teamwork, especially, so that it may be easier to achieve organizational goals.

6.3.2.8 Recognition of institutional interest

Questions were also discussed as to how the respondents ensure that the interests of the institution are realised; the respondents responded in many ways. Some of the interviewees elaborated that for the interest of the institution to be realized, they follow steps such as, implementing ICT capital projects as well as monitoring timeously. They added that they make sure that divisions within municipal departments do assist each other with whatever is needed. The other reason for regular monitoring and review is that they ensure timeous intervention in case challenges arise and as management they oversee and ensure that governance in whichever institutional division is compliant to the municipalities' governance policies. The interviewed officials asserted that they assist all other divisions of municipal departments with information or equipment required for specific tasks.

Some interviewees explained that for them to make it possible for the institution's interests be realized or acknowledged they monitor their budget implementation plan as well as all their programmes. They indicated that constant monitoring of budget implementation plan is another way of avoiding wasteful expenditure. The process is mainly undertaken using the Budget Implementation Plan, which is a public document to assist them in responding to the concerned groups whenever a situation arises, therefore, monitoring of implementation plan programmes is crucial in institutions such as these.

Others stated that they ensured that their institutional interests are realised by resolving all their negative issues within the municipality rather than involving other people and through following or abiding by the laws, policies and legislations given to guide the municipalities. Some ensured that they adhered to all the by-laws, policies, legislations, regulations, and Acts which guide on how to render quality service effectively to communities.

Some officials explicated that the municipality publishes its newsletter quarterly to inform the community of all the events which took place within the institution and use quarterly reports coupled by accountability to succeed in meeting the interests of their institution.

Some, however, argued that they cannot profess that the interests of the institution are being realised as the proper processes of doing things in the municipalities are not

followed. They touched on the issue of the municipality being put under administration because of failure to operate in an appropriate manner. In this situation, the interests of the institution are not realised because the correct processes are not followed as in the case of officials failing to even implement the recommendations of the Auditor General.

Some official however could not get a clear understanding of what the question was all about, hence, provided inappropriate response. The question was framed as “How do you ensure that the interests of the institution are realized?” His response, however, was that there is a difference between the private and public office and that the public offices do not have interests instead they have vision and mission. The respondent seemed not familiar with the meaning of the term ‘interests’ as was demonstrated in the quotation below:

“Your question is not clear. The private and public office do not operate the same way, public office does not have interest but have visions and mission emanated from mandates of government”.

Other interviewees were conscious of the interests of the institutions, indicating that they have all the systems in place in order to make it easier to adhere to the regulations of the institutions. Although they claimed to be putting efforts to ensure that the interests of the institutions are realised, their performance contradicted these proclamations. The argument here is that employees should be so loyal to their institutions that they sacrifice their own interest for the sake of the organization; employees should value the needs of the institution more than theirs (Uzuegbu & Nnadozie, 2015). Today’s organization needs employees who can quickly commit themselves to new objectives as we are living in the world of rapid changes. People who are passionate about their organization expedite the progress of the organization and should not be forced to perform certain duties but have to operate willingly and skillfully in every activity.

6.3.2.9 Reporting procedure

The issue raised in this item was about the reporting procedure, in other words, where managers get their orders. Most indicated that they report to their superiors who delegate duties to them; they mainly get orders from their head offices. Some of the officials brought to light that they report and take orders directly from the directors of corporate services although sometimes they receive orders from the Municipal Manager; it depends on the case at hand. If they got orders from the municipal manager, they ensured that they informed their directors about them. It also happens that the Municipal Manager or Director, or other Directors, would instruct the managers' subordinates on certain matters, who would then inform the supervisor accordingly. They explained that in fact the issue of orders in their institutions is more of managing relationships in their environment, satisfactorily.

Others went to an extent of showing their line of reporting to the Municipal Manager, indicating that there is a political component which is the head of the institution and the municipal manager as an accounting officer, then the generals and managers, but basically they receive orders from their immediate municipal managers (MM). Some function and activities, however, were reported directly to the committee.

Others added that they report to their general manager however legislatively they are required to report to Municipal Managers or the General Managers who in turn report to the council and the council reports to the mayor. Some official reflected that the reporting procedure is great, as they have legislations and policies that are binding. Others informed the researcher that they receive their orders from their heads of department, although some receive their orders or delegations depending on the issue or case they might be dealing with currently. Orders are also received from a Council of Resolution or an Executive Committee Resolution, depending on the case at hand and these must automatically be implemented.

Some officials maintained that since they are in public offices, they do not take orders from individuals, but they rather work from the IDP and SDBIP which guide municipalities on daily basis in-terms of what needs to be done. This data was gathered from one of the general managers who seemed to be struggling in giving proper response due to, it appeared from misunderstand. The main challenge here

was that the respondent in question requested that the interview questions be sent to him or her through email. This is how the person responded to the question:

“Public office doesn’t get orders, but we work according to IDP and SDBIP, the two, guide municipalities on a daily basis on what is to be done. Your questions are more related to private organisation rather than public/ government organisation”.

In general, the protocol of reporting in local government seems to be in good standing, however, there were some respondents who seemed not happy about responses from their subordinates; this is due to the delegation of powers which they have to use in giving orders. Respondents indicated that since they are managers in Municipal Manager’s office, people tend to undermine their authority. The challenge with such managers is that there are no projects that are designed specifically for their offices, but they work on Municipal Managers’ projects which they then have to take to their subordinates. This process sometimes compromises their projects as they sometimes fail to get enough support from their subordinates. The success of an institution also depends on its order. If things could be done in order the organization is bound to be successful. Employees should know what to do, when to do it, where to do it and how to do it. These can only be fulfilled by right people who have relevant skills and knowledge of their jobs. Efficiency and effectiveness of the organization depends on how properly and orderly things are done (Achinivu, Okwu, Wey, Akpan & Fasan, 2017). Where there is no order chaos exist, hence, maintenance of order sustains an organization.

6.3.2.10 Criteria for Remuneration

The information that was sought for in this section was about the criteria for remuneration, whether it was reasonable or not, particularly, for employees who are doing similar jobs or at the same levels. The study investigated if such employees are getting equal remuneration. In answer to this question all respondents agreed that they get same salaries, or they have equal salary scale, however, they differed in their feelings about being on the same level or same salary scale. There are people who indicated that they feel that they are unfairly treated, although the issue of remunerations is determined by SALGA bargaining council and forms part of the

national salary scheme, they still felt the salary scales were unfair to them. They stated that remunerations are granted according to job descriptions and the grading or size of the institution which determines the job level. Some acknowledged that remunerations are linked to job descriptions, which is determined by job levels, and therefore the salary scale is established. Benefits are embedded according to the Collective Agreement on Conditions of Service for the Limpopo Division of the SALGA (Bargaining Council). A local municipality may not dishonour the SALGA Bargaining Council salary scheme system without formal sanction as it may lead to labour unrest locally and beyond. Sound labour relations is a cornerstone of municipal service delivery.

Some respondent added that salaries for senior management, who are municipal managers, and the directors are determined by Regulations on Appointment and Conditions of Employment of Senior Managers under the Local Government: Municipal Systems Act, 32 of 2000. Some official explained that Senior Management, which includes Municipal Manager, Directors, and other senior staff members who are so called section 54A and 56 by Local Government: Municipal Systems Act, 32 of 2000 are excluded from 10.1 section of MSA, as their salaries and benefits are determined by Regulations on Appointment and Conditions of Employment of Senior Managers under MSA.

Other officials explained that the criteria for remuneration depend on the post level and agreed that remunerations are very reasonable as the employees who are doing the same job receive the same or similar pay. In fact, majority of the respondents attest to the fact that they are getting paid according to their levels of employment and that remunerations are reasonable since the salaries are negotiated at bargaining council. To confirm the point of salaries, some officials mentioned that salaries for the government employees are in the government gazettes.

Most respondents indicated that the remunerations are reasonable as employees who are doing the same job are given the same salaries irrespective of where they are based, however, there were few respondents who had different opinions. Those minorities indicated that the criterion for remuneration is not fair to them; their argument was in relation to the areas of operations. They believed areas of operations should be considered. Example given was of a person who occupies the same positions with

officials who are working from the head or main office where the person or an official oversees very few people being rated on the same level with the person who is working from regional offices where such person oversees many areas. The example that was given was;

“Not fair, I am a regional manager, managing many structures. The fact that we are in the same level with those that are managing one or two people from head offices is not fair. Example: LED, IDP managers and other managers that I’m in the same level with at the head-offices are managing few people, but I’m managing many structures. We are at the same level but we are operating in different areas. Those that are operating from the main offices, heading one or two people, are getting the same salaries with me who is heading the whole region, for example, I have many people under my supervision, traffic office station is under my control, waste officials are under my control, tractors are under my control, all these offices in this building I’m operating in are under my control. This is highly unreasonable.”

Some interviewees complained that the salaries are not fair and reasonable due to the fact that the salaries are determined by the grade of the municipality. Salary disparities because of amalgamation and grade issues are the ones that pose some serious challenges. One official stated that they are still upgrading their system as there are changes that have affected their system. The job grading process is still in progress; this has become necessary as municipalities are not equal in size. Van Ryzin (2011) argued that employees should always be given what they deserve, it might be in terms of rewards, promotions and appraisals. Organizations that are operating properly are the ones that maintain equity in remuneration at all costs. Aspects such as fairness, respect, and honesty have bearings on employees’ attitudes and to the public at large. Employees need to be treated equally, hence, some employees should not be valued more than others. Whatever rule is in an organization, it should be applied to all employees the same way. Employees who are not treated the same way may do not perform well, and factions may result in the organization.

Majority of the officials seemed satisfied with the issue of remunerations, although, municipalities should also consider amount of work one is assigned to, rather than

considering the standard level of positions only. The other option might be of taking the officials whose work zones are larger, to the other levels or higher levels that are equitable to the number of duties they are offering. Salaries are good motivators of workers, so if such crucial matters that affect every employee are not well considered, workers become demotivated. Production of unhappy workers is always compromised.

6.3.2.11 Decision-Makers

The study sought to identify those people responsible for taking major decisions in the institutions and the extent of taking into consideration other people's suggestions by these decision-makers. The respondents answered by referring to the Acts on local government. The Acts that were quoted are Local Government: Municipal Systems Acts, 32 of 2000; and Local Government: Finance Management Act, 56 of 2003 which dictate that a municipality must have a system of delegated powers. A system of delegated powers is formal and in writing as the decision-makers are held accountable for exercising the power. Every municipality must have a system of delegated powers which dictate who takes decisions in the municipal environment in-terms of by-laws, tariffs, and financial budget. Whoever takes decisions in the municipal institutions, particularly, major decisions must be guided by by-laws; decisions on tariffs, charges to raise revenue, a financial budget, a staff establishment, capital projects, community projects are powers vested in Council (by law).

The powers of the executive committee rely on the outcomes of reports that are constantly made. The powers of the Executive Committee are mostly vested in considering reports of outcomes in matters of general nature, but which have impact on service delivery.

Some officials indicated that the municipal manager is responsible for taking the institutional decision, however, other people's decisions are also given honour because no one is an island when it comes to decision-making. The accounting officer (municipal manager) is responsible for taking major decisions; however, other people's suggestions are also recognised. Others went to an extent of even identifying the different structures to which they give their inputs in matters that affect the institution. The example given, of such structures are portfolio-committees and Executive Council.

Recognised officials make strategic decisions, however people's suggestions are accepted and recognised. The council is the decision-maker within the municipality although some of queries are brought up to the council through unions. The Council delegates its powers to the municipal managers who have the powers to extend their delegation to the Heads of Departments (HODs) for advice hence, the municipal manager plays the administrator's role while the council is the main decision-maker. In other words, the administrative responsibilities are assigned to the municipal manager while council acts as the main overseer; the council makes the final decisions through the consolidation of proposals which comes from the workers. Majority of officials agreed that everyone's ideas are recognised by giving an example that confirms that their ideas are recognised as the mayors holding an imbizo's every quarter of the year to address their communities and everybody is given a chance to raise whatever issues need to be addressed. Municipal Managers oversee municipalities administratively as far as political systems are concerned, while the mayor is heading or leading the council.

This implies that the senior management, particularly, those charged with decision-making, should be innovative enough to keep their communities abreast with all the happenings. Main decision-makers should be able to guide towards the achievement of community goals as well as employees' ideas. Local government is an essential organ of the state which needs leaders who can make right decisions. The type of decisions made whether by a council, municipal manager or head of departments are evident through the outcomes, so whatever decisions are made by the responsible people in the local government, at the end of the day it must better the citizenry. This implies that whatever communities see or experience as citizenry are the results of the decisions made by various people who are in charge. Other people or subordinates should be made aware of the powers vested in their managers; powers to take final decisions that ensure that work is properly done. This means that managers should be able to account for whatever action they take and must ensure the smooth running of the organizations (Achinivu, Okwu, Wey, Akpan, Fasan; 2017). In this context, managers require enough authority to give orders or control over their subordinates so that tasks can be accomplished. Managers, however, need to exercise authority commensurate with responsibilities.

6.3.2.12. Rules and discipline set by the municipality

This item was about the use of rules and regulations in the municipality and the data that was sought for was whether there are discipline requirements among employees. To get answers, the following questions were posed - *How do the municipalities impose discipline on its employees? Are there any set of rules and procedures for discipline?* All officials agreed that they have set of rules and procedures meant for discipline through a code of conduct which is referred to as well as disciplinary procedure of employees. Some respondents went to an extent of elaborating how such disciplinary procedure are employed, explaining that measures are not just imposed on the transgressors without their knowledge. They indicated that before any measure is taken, the transgressor is summoned to be made aware of their actions and thereby to try to find a solution for the problem, however, if the immediate supervisor fails to resolve the challenge with the transgressor, the former is obligated to take the matter to the second level of arbitration. Every employee is made aware of the code of conduct from the onset before any case of transgression or misconduct can be initiated.

The disciplinary code is applicable to every employee, both management and technical officials, however, there are sections that are meant specifically for management and ones that are meant for the lower-level staff and depending on the matter that is being dealt with, an employee can even be dismissed. The code of conduct they make use of, is also guided by the Acts, an example is the Local Government Municipal Systems Act, 32, 2000. The MSA Schedule 2 dictates a Code of Conduct for Municipal Staff Members, so in the event of alleged misconduct, the provisions of section 14A of the Schedule dictates what disciplinary steps/stages might be taken.

The stages show that disciplinary codes are applied at an initial stage by the 1st line manager; then that the matter is referred to the Human Resource manager; after the application of human resource processes, the overall Disciplinary Committee takes over being guided by the disciplinary codes; the final stage is conducted by the Bargaining Council which is above all the disciplinary bodies in the municipality and the matter is referred to it after exhaustion of all the stages of the disciplinary Hearings.

The code of conduct is so necessary and effective, however, there are other bodies above that also oversee discipline. Examples of such bodies are SALGA Bargaining

Council, that keeps a schedule of its main agreement with public organisations which is referred to as - Disciplinary Procedures and Collective Agreement which further informs the procedure and process of disciplinary steps.

The interviewed officials continued that it is not only disciplinary procedures which are in place but also the audits are conducted among those who may have behaved wrongly. This indicates that even audits proceedings can be used as evidence of misconduct. Some respondents went to an extent of outlining the disciplinary processes that are followed according to the code of conduct, basic conditions of employment act and labour relations acts. They further indicated that municipal managers can discipline the director, however, this has to be reported to the council unlike when disciplining an ordinary staff member. The point was that the manager has the powers to execute disciplinary procedures, alone without informing the council.

The processes for discipline in Local Government institutions are guided by Basic Conditions of Employment Act, Labour Relations Act, which are also in line with the relevant legislation and collective agreement; disciplinary processes are initiated in accordance with the code of conduct. As to the set of rules enforcing discipline, respondents indicated that there is Section 79 Committee, which are the rules and ethics used to deal with discipline and the steps that have to be followed; here actions or measures are not just taken without much investigation. This section demands a lot of reports to be written to support issues at hand. Sometimes the Committee goes to an extent of even investigating the written reports in order to come up with a reasonable solution.

Some officials emphasised the fact that there are stages that are followed in the execution of Basic Employment Act, Labour Law, based on employee's job descriptions. That implies that the measures to be taken for the same transgression might differ depending on the section or what the employee is responsible for (job description). This means that people or employee in the same institution are expected to conduct themselves in different manners depending on their areas of operation. Some of the rules and regulations imposed to the employees were identified as 'consequence management' which employees are obliged to adhere to.

The reason for asking this question was that the researcher wanted to establish if lack of commitment and poor service delivery which are looming in local government are

being caused by lack of discipline, however, some of the officials refuted this by mentioning examples of some employees who were disciplined, and some were even fired because of misconduct. Barret & Mayson, (2017) argued that lawlessness compromises the value and order of the organization. Every institution needs rules and regulations that guide their operations; employees therefore should be made aware of such rules and regulations to promote discipline. Rules and regulations should be well defined so that everyone in the organization may have an understanding (Achinivu, Okwu, Wey, Akpan & Fasan, 2017). Employees should be aware exactly of what behavior is expected from them. Disobedience of individuals in an organization should lead to disciplinary actions. Failure of the organization to maintain discipline compromises the success and performance of an organization, as discipline adds value to the organization, promotes good conduct of the employees and brings respect to the organization. Discipline should start from the superiors for managers who are disciplined can transfer their ethos down to their subordinates and that will promote the smooth running of an organization. Employees should be aware of the measures that will be taken against them as the results of disobedience, and this serves as a good instrument of control in any organization.

6.3.3 CONCLUSION

In this chapter the qualitative and quantitative data was presented, analysed, and interpreted. Qualitative data collected through interviews was analysed thematically while the Quantitative data collected using questionnaires were analysed using the Statistical Package for the Social Sciences (SPSS) version 25. This led to the discussion on the Implications of Administrative Capacity on Developmental Local Government. These findings would be used to come to conclusions, recommendations and contribution of the study to the field of Public Administration and Management which are presented in the next chapter.

CHAPTER 7

FINDINGS, CONCLUSIONS AND RECOMMENDATIONS OF THE STUDY

7.1 INTRODUCTION

The study was prompted by the common trend in South Africa Local Government where the public is always complaining, expressing their dissatisfactions with the service they get from their municipalities. Developmental Local Government of South Africa has inherited challenges that are hard to uproot; governments are coming and going but the status quo remains. Service delivery challenges have become a common course in local government, and it seems there is nobody ready to account for them. The trail of accusations against the failures of the institutions are insurmountable.

The findings show some misconception of local government ideologies by those assigned to manage these organisations. People assigned to run the institutions of local government regarded it as the hub of wealth that can only be accessed by those in power. Local government leadership seems to have been caught off-guard, hence are not ready, nor even prepared to run the organisation. Public officials have been struggling for twenty-eight years and they continue to struggle with running local governments. Findings of the research show the endless struggles encountered by public officials, therefore, the call for the right people, who are knowledgeable and skilled is no longer a choice but a dire need.

It is in this context that the study was prompted to develop a model which would bring a solution to enhance administrative capacity in developmental local governments to promote good governance, hence, the conclusions from this study are supported from the findings of the study and literature. Focus in this chapter, is therefore on the main points from the literature review and main points from the findings which are presented in terms of the theoretical framework. Attention is drawn to the gaps and the deviations from the ideal theoretical base and practice of developmental local government administration. Proposed inputs are in the form of a model to assist current developmental local government policy implementation and suggestions for further research.

7.2 MAJOR FINDINGS OF THE STUDY

This section presents the major findings on Administrative Capacity on the implementation of developmental local government mandate. With this section, the discussions will deliberate on the main findings in each objective spelt out in the first chapter of the study and on the analysed and interpreted data. Discussions about the character or role of Administrative Capacity on the implementation of developmental local government mandate are provided. The following factors were identified as contributing to the character of developmental local government:

7.2.1 STATE OF ADMINISTRATIVE CAPACITY IN RELATION TO DEVELOPMENTAL LOCAL GOVERNMENT

Developmental local governments in South Africa are in crisis; this was evident through secondary and primary data collected. In the previous chapter, the first sections focused on the primary data detailing the demographic information of management officials in the municipality. The information collected described some of the municipal officials as having Grade 12 as their highest qualification. Capacity is realised through individual's ability to apply his or her technical and generic skills, knowledge, attitudes and behaviour which were attained through forms of education, training, experience, networks and values (Koma, 2010), therefore, with the educational background of the staff it can be assumed that there will be some challenges for the vision and mission of developmental local government in South Africa to be realised.

The Auditor General Reports on local governments have, over the years raised some eyebrows, despite this, it is evident through the response of officials that recommendations from these reports are not implemented. Failure to implement recommendations from such essential bodies of government could be regarded as unbecoming behaviour. This type of findings suggests two things; it may mean that officials who are supposed to implement them are unable, or they are corrupt, and the implementation of the reports may mean their exposure. This confirms lack of skills and knowledge to perform duties expected from them. Inability to apply or implement recommendations or whatever that can enhance development carries the success of developmental local government. Management is expected to provide creative ideas,

skills and convenient methods to carry out tasks. It is a section which is expected to initiate and implement new ideas, giving room for employees to contribute to the innovation and productivity of the organization for developmental local government to be realised (Ricciuti, et al., 2018).

Both secondary and empirical data revealed inappropriateness in the implementation of the good strategies South African Local Government recommends. According to the Auditor General (2016-2017) inadequate skills in the organizations has led to a lack of oversight by councils (including the mayor) and insufficient implementation and maintenance of financial and performance management systems by the administration.

7.2.2 ESTABLISHMENT OF THE EXTENT OF THE IMPLEMENTATION OF DEVELOPMENTAL LOCAL GOVERNMENT MANDATE IN VHEMBE DISTRICT MUNICIPALITY

Regarding the extent to which developmental local government mandate is implemented in South Africa, it is also an alarming situation. Failure to implement recommendations from Auditor General, as indicated by both secondary and primary data, also mean disregard of policies and regulations of the Constitution of the country. Auditor General is a regulatory body who is highly valued in the state. *How can such institution be undermined?* Every institution is deemed able when it has potential and competency within to perform all the duties required from them by regulatory bodies. This includes human resources, strategic leadership, organisational purpose, institutional memory, internal confidence, partnerships, intergovernmental relations and functions, infrastructure, and financial capability (Koma, 2010). This implies that administration in local governments have failed to observe some legislations, or it is not competent enough to implement what the regulatory bodies expect from them. This also shows that officials fail to observe the principle of subordination of individual interests. This is evident when they fail to carry out the recommendations that would enable the institution to develop or transform from its failures. However, the issue of where we are coming from in this country is not overlooked. Literature shows that officials in former local government were denied opportunities for education and

training and that had led to their inability to perform developmental local government duties.

7.2.3 DETERMINATION OF THE EFFECT OF THE STATE OF ADMINISTRATIVE CAPACITY ON THE IMPLEMENTATION OF DEVELOPMENTAL LOCAL GOVERNMENT MANDATE

With regards to the role of capacity in the implementation of developmental local government mandate it is essential to ensure adequate planning, evaluation and training to enable the management system and processes perform effectively. Sufficient planning, evaluation and training are imperative towards the provision of effective support to management. High quality leadership is essential for developmental local government authority to realize its mandate. This is supported by Bhasin (2016) who asserts that management in modern days require recruiting ready-made employees with experience and right qualifications, however, investing in training before employees understand how work is supposed to be done is also another option.

Weak administrative capacity negatively affects development of local government. Developmental local governments in South Africa are currently in crises. They are facing major challenge due to failing to provide effective and sustainable basic services, not because of lack of resources, but simply because of lack of administrative capacity. From the above empirical data, it is clear that the organisations are disregarding the policies and regulations of the municipalities, for example, in the case of some official staff contributing to the squandering of government / municipal money by investing it in a collapsing mutual bank. The other challenge elaborated on is the issue of some of economic zones that have been abandoned or are not taken care of.

Administrative capacity to drive service delivery and effective implementation of policies and programmes is all that a developmental local government needs now (Koma; 2010). The other challenge is the employment of wrong staff in administrative positions due to political interference in the hiring process. Empirical data reveals that political interferences negatively affect capacity, consequently the overall performance of the municipalities; this is detrimental to the implementation of the development local government mandate. Political interference fails to take into cognisance the necessary skills and qualifications of individuals. Lack of skills and knowledge hamper the

performance of the institution. Inappropriate human capacity within municipal administration, deters efficient and effective responses to challenges in these institutions. The absence of appropriate human capacity diminishes the effectiveness and efficiency of the local municipalities' responses to community's requirement which ultimately impact negatively on the implementation of the developmental local government mandate.

7.3 CONCLUSION OF THE STUDY

The conclusion of this study is informed by theoretical framework, secondary data and the findings from primary data. Local government administration is a very essential organ of the state as it is the sphere of government that interacts with people on a daily basis. Non-performance of this sphere is tantamount to the destruction of the lives of the people. There is no instant or extraordinary recipe for development of the state without engagement of competent, skilled, and knowledgeable workforce. According to the findings of this study, South Africa is sailing in a sinking ship as the local government institution is seen as suffering from lack of critical, scarce, and relevant skills. Poor administration is seen as failing to take care of people, to make presentations and to communicate effectively. The study sought to find out what the challenge might be - *Is it because municipalities do not have enough staff to perform particular jobs? or are there no skilled people around to meet the needed employment criteria and experience?*

Literature from the earlier chapters of the study illustrate clearly that administration in local government is under-performing and disorganized. One of the challenges with developmental local government is lack of potential to improve service delivery and of ensuring good governance, however, for the potential to be realized, administrative capacity is required. Local governments need individuals who are fully capacitated so that institutional and environmental opportunities are well utilized, and development is provided to the local community. Developmental local government is made possible by capable, knowledgeable, and skilled workforce at all levels, hence, attaining and retaining competent managers in local government is crucial. Investing in human capital should be a priority in local government. Human resources who have skills,

knowledge and competencies are urgently required by developmental local government.

Literature shows that if South Africa's goals of developmental local government are to be realized, the administration unit has to undergo substantial reforms. Challenges in South African municipalities, which among others are inability to perform functions, mismanagement of resources and a weak accountability culture are all attributed to lack of capacity. The country still has many municipalities that cannot perform basic functions (Siddle & Koelble, 2016). People's expectation of developmental local government provision has become a myth. The assumption was that South Africa administration would be run by competent and knowledgeable people with political leaders being the overseers of the government. Without competent and knowledgeable staff, developmental local governments remain non-performing institutions. The objective of developmental local government can only be achieved through capable human resource and all other resources. The execution of powers and functions of developmental local government requires both managerial and specialised skills which are currently still lacking.

Administration is the judicious use of means to accomplish all organizational goals and objectives (Siddle & Koelble, 2016), nothing can be achieved without proper knowledge and skills. Every change in life comes with its own challenges which need knowledgeable individuals to deal with them. This will only be possible with proper management in place. Public employees need to be equipped with relevant qualifications and skills that will put the country on a solid socio-economic development path. Administration is a very essential ministry which calls for constant upgrade in order to cope with rapid changes. Improved service delivery requires a combination of a performance-driven administration and the use of innovative tools. Despite all efforts and pragmatic interventions introduced to elevate local governments to take their place as distinct, independent, and integrated sphere of government which is decentralised and democratic, evidence shows that they remain in distress.

Literature shows that lack of political, administrative, and fiscal accountability, horizontally and vertically; unfilled vacant posts aggravated by the deployment of unskilled and incompetent personnel, especially, for municipalities' senior managers contribute to the challenges facing local governments. Auditor General Reports

(2017/2018) and Tshishonga (2019) attest to the failure of municipalities to transform themselves into learning organisations. Literature asserts that the adoption of a learning culture in transforming local government into a model to revive and activate local sphere of government, is imperative. Effective, efficient, and proactive functioning of local government is dependent mainly on its ability to address challenges faced. The notion of a learning organisation is underpinned by the quality of the workforce and its ability to translate policies into tangible and implementable projects and programmes. Local governments should ensure that they remain the engines of advancing development, that they expedite service delivery and promote local citizen participation. Literature shows that poor leadership, corruption, poor service delivery, incompetent personnel, skill shortages at managerial and technical level are pointed at as the main sources of discontent and mistrust which lead to nation-wide protests.

Empirical data shows that weak administrative capacity negatively affect development of local government. Developmental local governments of South Africa are currently in crises as they are facing a big challenge in providing effective and sustainable basic services not because they lack resources, but simply because of lack of administrative capacity. Ensuring that the interests of the institutions are realized means ensuring there is no disregarding of the policies and regulations of the municipalities, as in the case where some officials had contributed to squandering government / municipal money by investing in a collapsing Venda mutual bank. The other challenge elaborated on is the one of some of economic zones have been abandoned or are not being taken care of.

7.4 RECOMMENDATIONS FROM THE STUDY

The recommendations of the study are based on theoretical inputs which have been applied from the inception of the study, literature from secondary sources and the empirical investigations conducted. The results show that the need for developmental local government officials to be capacitated, is crucial. Administrative officials should be equipped with more knowledge and skills so that they can become competent enough for the developmental mandate of the municipalities to be realized.

Addressing the issue of incapacity is paramount if developmental local governments in South Africa are to achieve their objectives of betterment of the quality of lives of its people. South Africa Local Government should focus on enhancing its crucial sections, including that of administration. Local governments should have a strategy that could attract and maintain competent, skilled, and capacitated individuals in their administration section so that the same spirit could flow to the lower departments; through such endeavour, effective and efficient service delivery would be promoted.

It is essential for the local government sphere of South Africa to address the issue of critical, scarce, and relevant scarce skills in every department. It would be essential if qualifications, experience, and skills of the officials are scrutinised so that they are appropriate for what they are required. The qualifications for senior management positions should at least be raised to a master's level to enhance the quality of the administration domain.

Administrator-capacity building institutions should be partnered with to ensure that the administrative positions are occupied by learned and skilled individuals. That would solve the challenge most municipal workforce in South Africa has because positions are filled with semi-skilled / unskilled labor-force because of their historical denial of access to training and personal development opportunities.

Effective Monitoring and Evaluation should be applied at all costs. Local government should ensure the existence and effectiveness of the instrument of monitoring and

evaluation in all public institutions so that misdemeanours could be easily detected and attended to. The instruments that monitor should be revitalised and be always executed.

From the research findings, consideration of the following model could be beneficial to local government institutions. The simplicity of the model would enable the institutions to manage their administration system and enhance ability to deliver on their mandates. A thorough explanation of the model is given below.

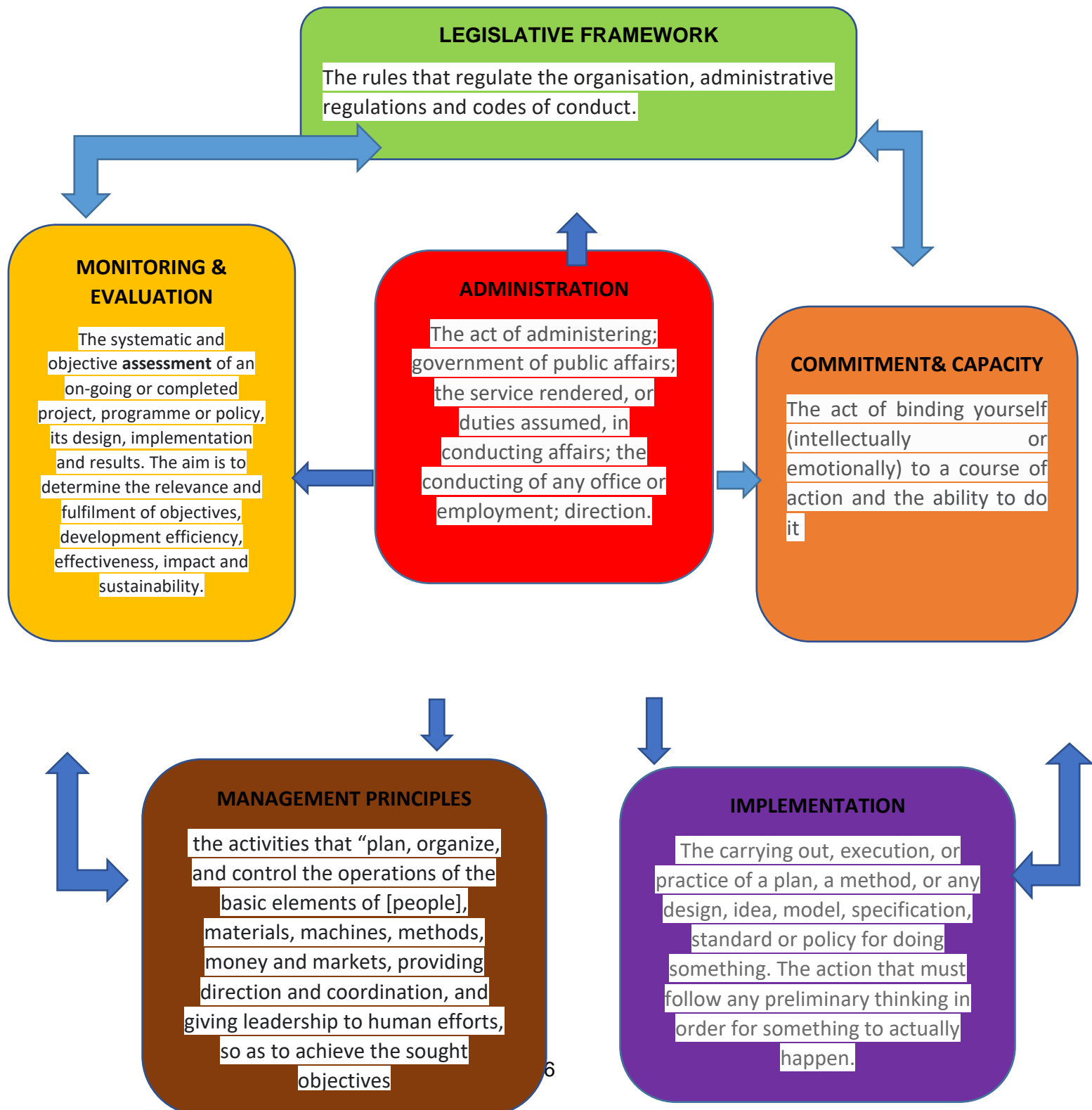
The model has incorporated the theory and findings of the study, dwelling on the elements of capacitated institutions and some factors that contribute to institutional capacity. The model illustrates, through the elements identified, the role of capacity in the institution; it illustrates how administration associates with the rule of law.

The model shows that systems of administrative arrangements are shaped by prevailing management principles. Administration is not static, therefore, for management practices to remain congruent to political, social, and cultural environments, intervention by the relevant institutions that may upgrade and capacitate such administration, is crucial. The argument is that the quality of administration practitioners is determined by education, training, orientations, and experiences (Schoburgh, 2014). Management principles are meant to ensure that legislative policies are well implemented for the development of local government while advocating for the promotion of qualified personnel in administration through observing such policies and proper application of management principles. Review of manpower is essential in this manner through timely conduct of Monitoring and Evaluation.

Figure 7.4.1

A simplified designation of the model is exhibited below:

ADMINISTRATIVE CAPACITY MODEL



7.4.2 ADMINISTRATIVE CAPACITY MODEL DESCRIPTION

This section gives a description of the model by explaining all the elements identified in the figure above. The purpose is to give a clear picture of the factors that could enable developmental local government to run as envisaged. The following elements identified in the model above are explained below:

7.4.2.1. Administration

Chapter 10 of the Constitution of the Republic of South Africa, 1996, promulgate that public administration that should be governed by the democratic values and principles. Some of the principles, among others, emphasise the issue that local governments have to be developmentally oriented, and that good human resource management and career development practices to maximize human potential, should be prioritized. This is because the unit serves as a guide that gives direction and management of the whole institution. Van der Waldt, et al., (2018) identified this unit of governance as the one that holds all the powers to steer the government in action, execute and operate in the most visible manner in the state. The model exhibits all the responsibilities the unit has and that all other elements that are steered up by this unit. There is no institution or organization that can successfully operate in the absence of an administration unit. The type of administration in any organization determines its success or failure, hence, it needs a potential workforce to run it. Without proper administration, the organization is doomed to fail.

6.4.2.2. Legislative Framework

The responsibility to uphold administrative principles of the state are charged to the local government sphere. The Constitution of the Republic of South Africa, 1996, advocates for public administration which is broadly represented, with employment and personnel management practices based on ability, objectivity, and fairness. This is possible through competent and skilled personnel; on that note, education and training in public administration is essential. Lack of human resource development affects the performance of an organization. Not having a good strategy to promote

development in an organization leads to failure. Organizations should always have good strategies that are regularly updated and implemented for the development of individuals. Development of individuals in the organization means development of the organization. Individuals who are well trained, educated and competent always yield good results for the organizations. It is through legislature that such factors are emphasized, therefore, observance of legislative principles leads to the development of the organization.

7.4.2.3. Commitment and Capacity

Capacity in administration simply means availability of capable managers with relevant skills and knowledge, qualified senior management, and competent technical staff. Lack of skills and knowledge on the part of public officials results in less commitment in rendering services to the people. Auditor General Reports almost every year since the birth of democracy that is now two decades old, have been showing great deficiencies in the performance of South Africa local governments (Ndevu & Muller, 2017). Poor performance, high unemployment rate, high poverty rate, lack of household access to basic services, such as water and electricity, and high rate of corruption all signify weaknesses in the administrative part of local government. The model advocates for local government sphere to be occupied by committed and capable individuals for developmental purposes.

7.4.2.4. Implementation

Administrative capacity is evidenced through proper implementation of administrative principles and delivering of quality services. Inadequate capacity affects development and the performance of local government in the provision of basic services (El-Taliawi & van Der Wal, 2019). Failure to implement government policies and regulations demonstrates lack of knowledge and skills in the administration unit. Lack of capacity affects both policies and programs of the organization. In local government, the ability to render quality services to the people is commensurate to the amount of capacity the organization has. Administrative capacity to render quality services is associated with success or development of local government (Pollitt & Bouckaert, 2017).

7.4.2.5 Management Principles

These principles refer to fundamental truths which are generally applied to everyday business operations for ensuring effective management of the organization. Management principles aim at assisting administrators to manage effectively (Rodrigues, 2001). Principles such as proper division of work, authority and responsibility, discipline, unity of command, unity of direction, subordination of individual interests to organizational interests, remuneration, centralization and decentralization, scalar chain, order, equity, stability and tenure, initiative and *esprit de corps*, lead to the success of the organization. Administrative principles provide a general administrative perspective and serve as an instructional tool of the organization. The organization is deemed capable when it is able to apply administrative principles, successfully. The model emphasizes the significance of administrative principles in the organization which are charged to the unit.

7.4.2.6. Monitoring and Evaluation

Local government administration is one of the institutions that needs continuous monitoring and evaluation and the process if implemented in local government may help to restore order. Local government in South Africa is said to have wonderful plans and programs set in place for developmental local government (Asha, 2014). The success of such plans and programs will only be realized if they are implemented, and implementation will only be ensured if monitoring and evaluation are taking place. Employees who are aware of what is to be done, when to do it, where to do it and how to do it contribute positively to the development of an organization. Local government requires right people who have relevant skills and knowledge of their jobs. Administration units seek for people who are efficient and effective in such a manner that they bring quality production to the organization (Achinivu, Okwu, Wey, Akpan & Fasan, 2017), however, such individuals need motivation and proper enhancement of their skills and knowledge. People who are well monitored try to maintain order which sustains the organization.

7.5 CONTRIBUTION OF THE STUDY TO THE FIELD OF PUBLIC ADMINISTRATION AND MANAGEMENT

The issue of community or political unrest in South Africa has become a common phenomenon; this is a serious concern which cannot be undermined. People or communities within specific Local Government jurisdiction continue to accuse municipalities of poor service delivery. Politicians or officials in local governments are always accused of mismanagement of government properties. Local governments' Senior Officials, such as Municipal Managers, Mayors, Chief Financial Officers and other senior officials are always in and out of their positions as their service periods remain short. Demographic results of the empirical investigation indicated majority of senior officials in local government have been occupying their positions for periods of less than five years. What makes the matter even more problematic is that the majority of these senior officials in municipalities were in acting positions.

Municipal Policies about Regulations on Appointment and Conditions of Employment of Senior Managers in Chapter 5 of the Local Government: Municipal Systems Act, 32 of 2000 emphasises consideration of competence to enhance the quality of appointment decision and to ensure the effective performance by municipalities of their functions. The requirements for such positions are identified as higher education qualification, work experience and knowledge. It is my hope that implementation of the recommendations of this study would lead to a review or amendments of these regulations where the study suggests higher education qualification for senior positions. According to the findings of this study, the study suggests that if senior positions could be occupied by people whose minimum qualification is at least Masters level of whatever specified field, that would put local government in the better position. People in Administrative positions should be advised to highly regard regulations of the state more than their political agendas. They must understand the sensitivity and crucial nature the of public administration domain as being the organ that functions closely with human beings.

The study adopted Henry Fayol's Administrative Principles as a theoretical lens. The theory provides principles that serve as guidelines in the determination of the efficacy

of developmental local governments' management. The results of this study showed deficiencies in local government administration. Lack of capacity which results from political interference in hiring process and disregard of skills and knowledge of public officials in public institutions continue to cause failure of aspects of the citizens wellbeing. It is hoped that the results of this study would benefit the Public Administration Domain, bring hope to the community, diffuse community tensions and boost our local economic development.

7.6 SUGGESTIONS FOR FURTHER STUDY

The conclusions of the study call for further research to be considered within the arena of developmental local government in South Africa.

7.6.1 Implementation of Public Administration Policy

The Constitution of the Republic of South Africa advocates for the application of public administration policies in government institutions. The findings of the study point to the poor application of Administrative Principles in Local Government which therefore calls for further research to be done in order to investigate factors that contribute to the deviation of policy implementation as promulgated in section 95 of the Constitution of the Republic of South Africa.

7.6.2 Correlation between Politics and Administration

Further research could also be conducted to explore the correlation between politics and administration. If the position of politics in local government administration could be clearly defined that would demystify the confusion that seem to exist in Local Government sphere. Ricciuti, et al, (2018) identified elements of administrative capacity as rule of law, regulatory quality and government effectiveness and control of corruption. All these call for distinguishing between the roles of administrators and politicians in local government.

7.7 CONCLUSIONS

From the secondary and primary data, it is evident that developmental local government in South Africa is struggling to make its developmental mandate realised. Developmental local government principles are enshrined in the Constitution of the Republic of South Africa, 1996; these principles are meant to ensure that local governments are very close to their communities, and the effective performance of this responsibility depends largely on administrative capacity. The literature on - the administration capacity of developmental local governments of South Africa; the character of the administrative capacity and the extent of the implementation of developmental local governments' mandate - showed that there are deficiencies in all areas. In this chapter, the conclusion and summary of the study were discussed, recommendations suggested, and further research options were discussed. This chapter concludes the study.

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ANNEXURE A

ETHICS APPROVAL CERTIFICATE

RESEARCH AND INNOVATION
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:

Ms. P Tsanwani

STUDENT NO:

11523941

PROJECT TITLE: The role of administrative capacity on developmental Local Government in Vhembe District Municipality.

ETHICAL CLEARANCE NO: SMS/20/PDN/06/2307

SUPERVISORS/ CO-RESEARCHERS/ CO-INVESTIGATORS

NAME	INSTITUTION & DEPARTMENT	ROLE
Prof NW Nkuna	University of Venda	Promoter
Dr RS Nembudani	University of Venda	Co - Promoter
Ms. P Tsanwani	University of Venda	Investigator - Student

Type: Doctoral Research

Risk: Straightforward research without ethical problems (Category 1)

Approval Period: July 2021 – July 2024

The Research Ethics Social Sciences Committee (RESSC) hereby approves your project as indicated above.

General Conditions

While this ethics approval is subject to all declarations, undertakings and agreements incorporated and signed in the application form, please note the following.

- The project leader (principal investigator) must report in the prescribed format to the REC:
 - Annually (or as otherwise requested) on the progress of the project, and upon completion of the project
 - Within 48hrs in case of any adverse event (or any matter that interrupts sound ethical principles) during the course of the project.
- Annually a number of projects may be randomly selected for an external audit.
- The approval applies strictly to the protocol as stipulated in the application form. Would any changes to the protocol be deemed necessary during the course of the project, the project leader must apply for approval of these changes at the REC. Would there be deviated from the project protocol without the necessary approval of such changes, the ethics approval is immediately and automatically forfeited.
- The date of approval indicates the first date that the project may be started. Would the project have to continue after the expiry date; a new application must be made to the REC and new approval received before or on the expiry date.
- In the interest of ethical responsibility, the REC retains the right to:
 - Request access to any information or data at any time during the course or after completion of the project,
 - To ask further questions; Seek additional information; Require further modification or monitor the conduct of your research or the informed consent process.
 - withdraw or postpone approval if:
 - Any unethical principles or practices of the project are revealed or suspected.
 - It becomes apparent that any relevant information was withheld from the REC or that information has been false or misrepresented.
 - The required annual report and reporting of adverse events was not done timely and accurately,
 - New institutional rules, national legislation or international conventions deem it necessary

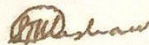
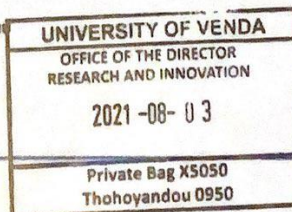
ISSUED BY:

UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE

Date Considered: September 2020

Name of the RESSC Chairperson of the Committee: Prof Takalani Mashau

Signature:

ANNEXURE B

THE CHARACTER OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT IN MUNICIPALITIES WITHIN VHEMBE DISTRICT MUNICIPALITY BY TSANWANI AVHASHONI PORTIA (11523941) THESIS SUBMITTED FOR TH

ORIGINALITY REPORT



PRIMARY SOURCES

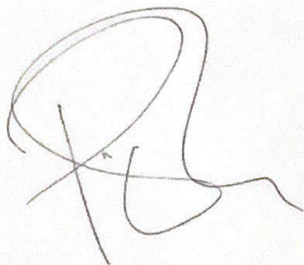
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ANNEXURE C

PROOF OF EDITING

11 January, 2023

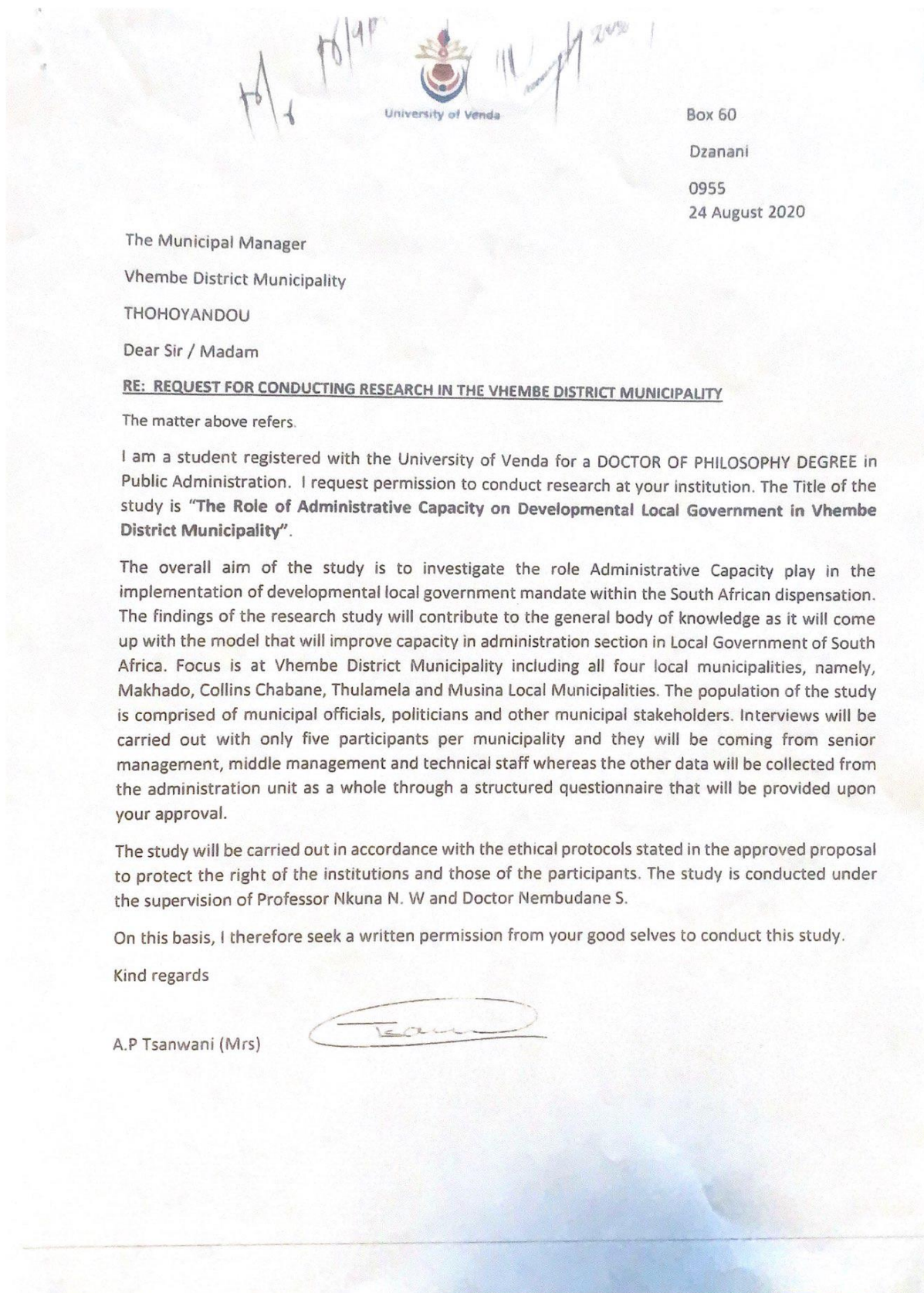
This is to certify that I, Dr P Kaburise, have proofread the thesis titled - **THE CHARACTER OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT IN MUNICIPALITIES WITHIN VHEMBE DISTRICT MUNICIPALITY** - by TSANWANI AVHASHONI PORTIA (student number: 11523941). I have indicated some amendments which the student has undertaken to effect before the final thesis is submitted.



Dr P Kaburise (0794927451/ 0637348805; email: phyllis.kaburise@gmail.com)

Dr P Kaburise: BA (Hons) University of Ghana (Legon, Ghana); MEd University of East Anglia (Cambridge/East Anglia, United Kingdom); Cert. Teaching English as a Foreign Language (Cambridge University, United Kingdom); Cert. English Second Language Teaching, (Wellington, New Zealand); PhD University of Pretoria (South Africa).

ANNEXURE D



ANNEXUREE

VHEMBE DISTRICT MUNICIPALITY

PRIVATE BAG X5006, THOHOYANDOU, 0950

TEL: 015 960 2000, FAX: 015 962 1017

Website: www.vhembe.gov.za




Ref: 4/2/1
Enq: Muofhe T.G
Date: 11 September 2020

Attention: Mrs A.P Tsanwani

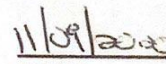
RE: APPLICATION TO CONDUCT ACADEMIC RESEARCH: YOURSELF

1. Your application dated 24 August 2020 refers.
2. It is with pleasure to inform you that your application to conduct research on the Role of Administrative Capacity on Developmental Local Government in Vhembe District Municipality is hereby granted to you.
3. Please contact Acting General Manager Corporate Services Department at 015 960 2034 in order to arrange the starting date.
4. Should there be anything you need clarity on, feel free to call our office at 015 960 3558/015 960 3541.

Kind Regards



MUNICIPAL MANAGER
NDOU T.S



DATE



Private Bag 11
Thohoyanthe

Limpopo Prov
Tel: 015 962 1111
Fax: 015 962 1111

Ref : 434/1

Enquiries : Mabasa N.H

Tel : 015 962 7514

Fax : 015 962 4020

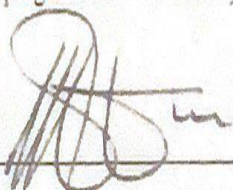
To : Tsanwani A.P

From : THULAMELA MUNICIPALITY

Date : 03 SEPTEMBER 2020

Subject : PERMISSION TO CONDUCT RESEARCH AT THULAMELA MUNICIPALITY

1. The above matter refers.
2. Kindly note that permission to conduct research has been granted.
3. Contact Human Resources Section for more information.
4. Hoping that this will meet your favourable considerations.



MUNICIPAL MANAGER: MALULEKE H.E

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COLLINS CHABANE LOCAL MUNICIPALITY

Private Bag X9271
Malamulele
0982
Tel (015) 851 0110
Fax (015) 851 0097

Enq. Manganye N.P
Email: Nyeleti.manganye@collinschabane.gov.za
Cell: 060 848 7849
Date: 08 September 2020

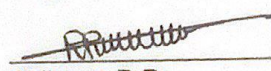
PO Box 60
Dzanana
0955

Attention: Mrs Tsanwani A.P

PERMISSION TO CONDUCT RESEARCH AT COLLINS CHABANE LOCAL MUNICIPALITY

1. Your letter dated 24th of August 2020 has reference.
2. Collins Chabane Local Municipality hereby grant you permission (Doctor of Philosophy degree in Public Administration student at University of Venda) to conduct a research as stated in your title "**The role of Administrative Capacity on Development Local Government in Vhembe District**".
3. Wishing you a fruitful result on your research.

Regards


Shilenge R.R
Acting Municipal Manager

9/9/2020

Vison: "A sustainable, spatially integrated and inclusive municipality with a vibrant, job creating local economy"

Mission: To ensure the provision of sustainable basic services and infrastructure to improve the quality of life of our people and to grow the local economy for benefit of all citizens



Postal Address:
Musina Local Municipality
Private Bsg X611
Musina
0900

Physical Address:
21 Irwin Street
Musina
0900

Information Center
(015) 534 6100
info@musina.gov.za
www.musina.gov.za

ENQUIRIES SPEAK TO

▼
RIKA LE ROUX

REFERENCE NO

▼
95/4/A

29 September 2020


University of Venda
PO Box 60
DZANANI
0955

Attention: Mrs AP Tsanwani (Portia.tsanwani@gmail.com)

RESEARCH PROJECT: THE ROLE OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT IN VHEMBE DISTRICT MUNICIPALITY

Your letter dated 24 August 2020 which was received on 28 September 2020 has reference.

Permission is herewith granted to Mrs AP Tsanwani to conduct research on the role of administrative capacity on developmental local government in Vhembe district municipality.



TN TSHWANAMBI
MUNICIPAL MANAGER



MAKHADO MUNICIPALITY

Vision: A dynamic hub for socio-economic development by 2050
Mission: To ensure effective utilization of economic resources to address socio-economic imperatives through mining, agriculture and tourism

INTERNAL MEMORANDUM

Ref no.: 5/3/1 & 5/4/2

Enquiries: E Nangambi

TO: THE MUNICIPAL MANAGER
FROM: HUMAN RESOURCES DIVISION
DATE: 12 OCTOBER 2020

SUBJECT: REQUEST TO ALLOW MRS TSANWANI A P A REGISTERED STUDENT AT UNIVERSITY OF VENDA FOR A DOCTOR OF PHILOSOPHY DEGREE IN PUBLIC ADMINISTRATION TO CONDUCT A RESEARCH UNDER THE TITLE: THE ROLE OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT IN VHEMBE DISTRICT MUNICIPALITY:

STRATEGIC OBJECTIVE

Good Governance and Administrative Excellence

PURPOSE

To seek approval by the Municipal Manager in respect of Mrs AP Tsanwani to be granted a permission to conduct study research based on the subject mentioned above.

DETAILS

Mrs AP Tsanwani a registered student in Doctor of Philosophy Degree is hereby requesting a permission to conduct a research on the role of Administrative Capacity on Developmental Local Governmental in Vhembe District Municipalities. Attached herewith please find her request letter.

COMMENT

It therefore recommended for Mrs AP Tsanwani to be granted a permission to conduct the above mentioned research, subject to best practice and conventions for students that undertake research on council's records viz.

1. Research activities will not disturb the normal operation of the Municipality.
2. Prompt and timeous arrangements must be made with the Departmental Head concern when assistance is required.
3. Copy of the research findings / thesis must be submitted to the Municipality
4. The Municipality has no power over research conducted with community members and this part will be performed with the community at their own free will.
5. Research will be for a period of six months which can be extended for a further period determined by the Municipal Manager.

6. Confidential records / information must not be reflected in thesis documents.
7. The collection of data for research will be conducted based on prior arrangements to be made before the meeting with the Directors from Corporate Services.
8. The Municipality is indemnified against any claims for damages by the applicant which may result directly or indirectly from the research activity.
9. Research information may not be used for any form of publication media other than the applicant's studies expect with permission of the Municipality.
10. The Authorization is granted in line with provisions of the Municipality Access to Information Manual read with the Promotion to Access to Information Act, and the National Archives Act and approved by the relevant Head of the Department (HOD) with regards to the classification of information.

FINANCIAL IMPLICATIONS

None

POLICY

It's part of Training and Development

LEGAL IMPLICATIONS

None

RISK IMPLICATIONS

None

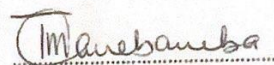
ENVIRONMENTAL IMPLICATIONS

To promote good Governance.

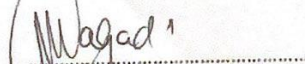
CHANGE MANAGEMENT IMPLICATIONS

It therefore recommended for Mrs AP Tsanwani to be granted a permission to conduct the above mentioned research.

CONSIDERATION (RECOMMENDATION)



MR. T MANEBANEBA
SKILLS DEVELOPMENT FACILITATOR



MR. N DAGADA
MANAGER HUMAN RESOURCES

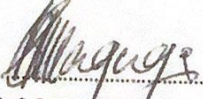
12/10/2020

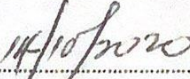
DATE

2020/10/14

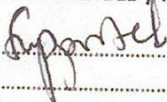
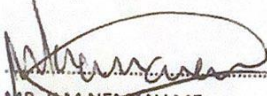
DATE

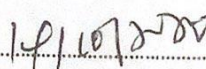
RECOMMENDED/ NOT RECOMMENDED


MR. S G MAGUGA
ACTING DIRECTOR CORPORATE SERVICES



DATE

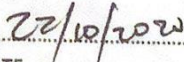
RECOMMENDED / NOT RECOMMENDED



MR. K M NEMANAME
CHIEF FINANCIAL OFFICER


DATE

APPROVED / DECLINED


MR. N F SHIVHENGWA
MUNICIPAL MANGER


DATE

SUBJECT: REQUEST TO ALLOW MRS TSANWANI A P A REGISTERED STUDENT AT UNIVERSITY OF VENDA FOR A DOCTOR OF PHYSIOLOGY DEGREE IN PUBLIC ADMINISTRATION TO CONDUCT A RESEARCH UNDER THE TITLE: THE ROLE OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT IN VHEMBE DISTRICT MUNICIPALITY:

ANNEXURE F

RESEARCH QUESTIONNAIRE

THE ROLE OF ADMINISTRATIVE CAPACITY ON DEVELOPMENTAL LOCAL GOVERNMENT IN VHEMBE DISTRICT

My name is Avhashoni Portia Tsanwani. I am a registered student of Doctor in Administration, in the Department of Public and Development Administration, School of Management Sciences, University of Venda. My student no. is 11523941 and the study's title is: **The Role of Administrative Capacity on Developmental Local Government in Vhembe District**. The aim of the questionnaire is to collect data that will be analysed to draw conclusions on the topic.

Instruction: To answer please, write a cross (x) in the appropriate space or box.

SECTION A: Demographics

1. Gender of Respondent

Male	
Female	

2. Highest Qualification

Less than Grade 12	
Grade 12	
Diploma or Degree	
Post graduate degree or diploma	
Other	

3. Occupation or Department

Ward councillor	
Community development worker	
Traditional leader	
SANCO sub regional structure member	
SANCO regional structure member	
Local municipality senior management level	
Local municipality middle management level	
Municipal manager	
Any other official	

4. For how long have you been working at the municipality?

Less than 1 year	
1 to 5 years	
6 to 10 years	

11 to 15 years	
15 years and above	

SECTION B: State of administrative capacity of Vhembe District Municipality

No.	STATEMENT	Agree	Not sure	Disagree
1.	Human resource capability determines the success of a developmental local government.			
2.	Capacity is equated with development of local government.			
3.	There is a spirit of cohesion among senior administrative staff, middle management and technical staff.			
4.	Municipal administration is highly concerned with developing employee capacity.			
5.	Capacitated administrators are able to direct and control human resources to discharge all services required.			
6.	The main purpose of capacity assessment is to create capacity and capability to deliver on government mandate.			
7.	The success of a developmental local government is embedded in the knowledge and skills of its human resource.			
8.	Capacity is only recognized through its ability to respond effectively to change, in making decisions and able to manage conflict.			
9.	Personalities of leaders in local government tend to influence the way in which they handle aspects of developmental local government.			

The role of capacity in the implementation of developmental local government mandate

No.	STATEMENT	Agree	Not sure	Disagree
1.	It is essential to ensure adequate planning, evaluation and training to support management system and processes effectively.			
2.	High quality leadership is essential for developmental local governments' authority to realize their fullest capacity.			
3.	Municipality conducts assessment aimed at assessing the capacity and capability of municipal officials at all times, to ensure competency.			
4.	Effective management and team work are crucial and central requirement for quality service delivery.			
5.	Public administrators need to respond appropriately to all different situations of local government.			
6.	Activities such as political interference in the hiring process affect municipal performance.			
7.	Due to political instability within the municipal council, it is difficult for the municipality to implement developmental local government systems.			
8.	For implementation process of local government mandate to be successful, managers should be given necessary powers to manage.			
9.	Municipal turn-around strategy is implemented and is very effective.			
10.	The municipality has developed a comprehensive performance management system which is being implemented throughout the municipality.			

Establishment of the extent of the implementation of developmental local government mandate in your municipality

No.	STATEMENT	Agree	Not sure	Disagree
1.	Municipalities should develop strategies and mechanisms to continuously engage with citizens.			
2.	Capacity is a conceptual unit that links administration arrangements to services to be delivered in local governments.			
3.	Requirements of actual competencies of senior officials in local government are clearly outlined.			
4.	Appointed personnel in the municipality have relevant skills to discharge duties required from them.			
5.	Municipality has enough administration personnel.			
6.	The municipality has user-friendly one-stop service centres where services to the community are accessed at ease.			
7.	Municipality must constantly upgrade their administrative capacities to meet the challenges that are brought by rapid changes in the country.			
8.	Inappropriate human capacity within municipal institutions deters efficient and effective responses to challenges that affect administration.			

Cell. 072 2255 139

THANK YOU

Aa!!!!!!!

Ndo Livhuwa

THANK YOU

Aa!!!!!!!!!!!!!!!

Ndo Livhuwa

THANK YOU

Aa!!!!!!!!!!!!!!!

ANNEXURE G

INTERVIEW SCHEDULE

My name is Avhashoni Portia Tsanwani. I am a registered student of Doctor in Administration, in the Department of Public and Development Administration, School of Management Sciences, University of Venda. My student no. is 11523941 and the study's title is: **The Role of Administrative Capacity on Developmental Local Government in Vhembe District Municipality**. The aim of the Interview is to collect data that will be analysed to draw conclusions on the topic and to assess your response to the number of statements in relation to Administrative Capacity and Developmental Local Government. Every answer is welcomed, there is no wrong or right answer as the purpose is to get a sense of the way in which you perceive issues. The questions will provide insights on the state of capacity of **Vhembe District Municipality** in relation to developmental local government mandate. There is no need to write your name, but you are humbly requested to complete all the questions.

SECTION A: Demographics

1. Gender of Respondent

Male	
Female	

2. Highest Qualification

Less than Grade 12	
Grade 12	
Diploma or Degree	
Post graduate degree or diploma	
Other	

3. Occupation or Department

Ward councillor	
Community development worker	
Local municipality senior management level	
Local municipality middle management level	
Municipal manager	
Community member	

4. For how long have you been working at the municipality?

Less than 1 year	
1 to 5 years	
6 to 10 years	
11 to 15 years	
15 years and above	

SECTION B

1. How do you ensure that basic services are properly rendered to the community?

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2. What challenges do you have in exercising the authority connected to your job?

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3. How does the Municipality measure the success of its developmental strategies in place?

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4. What tasks do your position entail and what challenges do you encounter in the performance of your duties?

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5. What trainings do you give your people to enhance their skills, and how often?

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6. What opportunities do you have as developmental local government and how do you ensure that they are realized?

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7. How do you describe the extent of relationship you have with other local municipalities within Vhembe District Municipality?

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8. How do you ensure that the interests of the institution are realized?

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9. How is the reporting procedure and where do you get orders from?

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10. What are the criteria for remuneration? Are they reasonable? Do employees doing similar job get equal remuneration?

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11. Who is responsible for taking major decisions in the institution? Are other people's suggestions recognized?

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12. How does the Municipality impose discipline on employees? Are there any set of rules and procedures for maintaining discipline?

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Thank You!!!! Ndo Livhuwa !!!! Ha Khensa !!!!!