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Effects of political-administrative interface on service delivery in the City of Johannesburg under the coalition government

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Effects of political-administrative interface on service delivery in the City of Johannesburg under the coalition government

Submitted in partial fulfilment of the requirements for the degree of Master of Management in the field of Governance and Public policy.

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DECLARATION

I, **Mandla Mathonsi** (Student No: 2288406), declare that this research report is my work, and it has not been submitted anywhere else apart from the ' **(PADM7027A)**' course at the WITS Graduate School of Governance.

DEDICATIONS

This research is dedicated to the whole Mathonsi family, they have always supported me in my academic journey. I can never thank you enough for being there for me without a doubt.

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I am filled with gratitude towards God almighty for granting me this amazing opportunity to undertake this project. Without the unwavering support and guidance of his supernatural powers, I am convinced that this would have been an insurmountable task to accomplish.

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Moreover, I am compelled to express my heartfelt appreciation for your remarkable patience during the moments when you needed me most. Your understanding and compassion have been a true testament to your character and have only served to deepen my admiration and respect for you.

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Abstract

The present investigation carries immense significance as it delves into the examination of the influence of the interface between politics and administration on the provision of services within the City of Johannesburg Metropolitan Municipality. The selection of the City of Johannesburg Metropolitan Municipality in Gauteng as a case study is determined by its recent political instability. In recent years, the municipality has grappled with an unstable coalition government characterised by frequent changes in political leadership and a decline in the delivery of services. The primary objective of this investigation is to examine the effect of the political-administrative interface on the delivery of services in the City of Johannesburg Metropolitan Municipality. The study aims to emphasize the fact that the distinction between politics and administration has the ability to significantly affect the delivery of services.

As part of this inquiry, the researcher utilised a qualitative methodology to examine the efficacy of the political-administrative interface's impact on service delivery. The introductory section of this inquiry served to present a general view of the investigation subject. In chapter two, the researcher conducted a comprehensive literature review, entailing scrutiny of pre-existing information and knowledge pertaining to the political-administrative interface within local government. The third chapter centred on research methodology and design. Section four was primarily focused on the gathering and processing of information. Moving forward, the fifth chapter presented the research's findings. Finally, chapter six of this inquiry offered a summary of the findings, conclusions, and recommendations.

The researcher employed purposive sampling and developed a semi-structured interview questionnaire for the study, which involves 20 respondents comprising of councillors and municipality officials. The results of the investigation demonstrate that the intersection of politics and administration presents a significant obstacle in the context of the City of Johannesburg. Additionally, the researcher ascertained that the political-administrative dichotomy has an adverse impact on service delivery. Notably, the researcher identified a legislative framework that governs the relationship between councillors and administrators. However, both municipality officials and councillors exhibit a total disregard for the framework. It is imperative to establish a continuous

education program that would enable both administrators and councillors to separate politics from administration. Additionally,

frameworks for coalition must be established to facilitate a stable government capable of fulfilling its service delivery mandate.

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LIST OF ACRONYMS AND ABBREVIATIONS

ANC African National Congress

CBO Community Based Organisation

CDS Cadre Deployment Strategy

COJ City of Johannesburg

COPE Congress of the People

IFP Inkata Freedom Party

IDP Integrated Development Programme

DA Democratic Alliance

DLGTA Department of Local Government and Traditional Affairs

DPSA Department of Public Service and Administration

EFF Economic Freedom Fighters

EXCO Executive Committee

FV+ Freedom Front Plus

HSRC Human Sciences Research Council

IDP Integrated Development Programme

LGTAS Local Government Turnaround System

MEC Member of the Executive Council

MFMA Municipal Finance Management Act

NGO Non-Governmental Organisation

NPM New Public Management

PA Patriotic Alliance

PFMA Public Finance Management Act

PRC Presidential Review Commission

UDM United Democratic Movement

RDP Reconstruction and Development Programme

RSA Republic of South Africa

SALGA South African Local Government Association

SAMWU South African Municipal Workers Union

Chapter one: Introduction to the research problem

1.1 Introduction

Public sectors around the globe are entrusted with the duty of providing services and commodities to the people. In the public sector, it is imperative for administrators and politicians to join forces and work towards the common goal of achieving the objectives of public institutions in the best interest of the people. Nevertheless, the relationship between administrators and politicians is frequently challenging and often results in inadequate service provision. Public institutions are grappling with the conundrum of how to effectively manage the interface between the political and administrative spheres in order to foster a fruitful interaction between administrators and politicians, ultimately leading to the accomplishment of governmental objectives.

The political-administrative interface arose from the dichotomy doctrine established by former President of the United States Woodrow Wilson and later followed by Frank J Goodnow (Stillman, 1973). Different perspectives on how government politics and administration might work together to ensure that government offers efficient services to its residents have been provided by the dichotomy theory. The problem of political administration dichotomy has sparked intense debate around the world, particularly in the in South Sudan. The Ministry of Petroleum of the Republic of South Sudan demonstrates the impact of the political administrative interface. The reason behind the poor leadership performance in the Ministry is the weak political administrative interface caused by ineffective organizational structures. It is recommended by the research that the Ministry of Petroleum should strengthen its institutional structures to enhance leadership performance and introduce checks and balances in its operations to ensure accountability. These measures will greatly contribute to achieving operational efficiency and optimal resource utilization (Pal, et al.,2023).

The phenomenon of the political administration dichotomy is also applicable and relevant within the context of local government in South Africa (Mafunisa, 2008). Consequently, local government is obliged to provide essential services to the population, as specified within the legislative and policy framework of the nation. Despite being overseen and supported by the provincial sphere of government, the provincial government's role in regulating municipalities is limited (de Visser, J. 2010).

The local government sphere of government plays a critical role in promoting social and economic development (Cogta,1998). Local Government was established with a mandate to provide services such as water, electricity, housing, roads, and sanitation. Whilst South Africa has made good progress in areas such as broadening access to healthcare and education in the last 27 years, the provision of basic services such as water and housing remains a challenge at the local sphere of government. There has been several service delivery protests that have taken place in different communities because of the failures of local government to provide efficient services.

The failure to deliver efficient services can be attributed to various factors such as the perceived slow pace of delivery, poorly capacitated municipalities and corrupt practices (Mdlongwa,2014). Some of these factors stem from the poor quality of the political-admirative interface. If the relationship between politics and administration is not managed well, it can hamper the ability of government to provide quality services to the people.

This research seeks to examine the effects of the political-administrative interface in the coalition government on service delivery within the City of Johannesburg Metropolitan. The research seeks to establish if the relationship between the administration and politicians is properly managed. Subsequently, the research seeks to establish the implications of the nature of political-administrative interface on service delivery. The research will explore existing policies and legislation that regulates political-administrative interface and coalition governments. The research will further investigate other factors that are influenced by political-administrative interface such as cadre deployment, capability of the state, political dynamics, and coalition governments.

The study focuses on a significant city in Sub-Saharan Africa – A Metropolitan city of Johannesburg. This city is an important part of both the South African and the regional economy. The city of Johannesburg is estimated to have contributed 14.9% of the national GDP in 2018 (Ndukwe et al, 2022). The purpose of this investigation is to analyse the connection between the political-administrative interface of the City of Johannesburg Coalition government and the delivery of fundamental services including water, electricity, sanitation, and road infrastructure. In view of the service delivery protests that have emerged in recent years due to insufficient provision of

essentials like water, electricity, toilets, and housing, this study strives to uncover the root causes of these complaints.

History of the Coalition government in the City of Johannesburg Metropolitan

The Johannesburg City Council remained in a state of political uncertainty after the 2016 local government elections as no political party emerged as the clear winner. Despite the odds, the African National Congress (ANC) were able to secure 121 seats, followed closely by the Democratic Alliance (DA) with 104 seats and the Economic Freedom Fighters (EFF) with 30 seats. Additionally, a number of smaller parties clinched a total of 13 seats. In order to guarantee that the city is competently administered, the DA proactively established a coalition with other minor parties including the Cope, IFP, and UDM. This coalition managed to secure the majority of the city council seats, paving the way for Herman Mashaba, a member of the DA at the time, to be installed as Johannesburg's executive mayor.

During its tenure, the coalition government faced numerous obstacles - including tensions between the DA and its coalition partners over policy decisions and appointments, as well as legal challenges to the coalition agreement's validity (DA, 2023). Despite these obstacles, the coalition government was able to implement a number of important initiatives, such as the City of Johannesburg's Corridors of Freedom project, which sought to promote sustainable, integrated urban development (Ballard, et al. 2017).In 2019, the African National Congress (ANC) was successful in regaining control of the city with the help of various minor political parties. As a result, Councillor Geoff Makhubo of the ANC was appointed as the Executive Mayor of Johannesburg. Following Makhubo's passing, he was subsequently succeeded by two other councillors, Jolidee Matongo and Mpho Moerane. Since the 2016 elections, up until the end of term for that administration, the mayoral position has been occupied by four individuals. This depicts the level of political instability that has characterised the CoJ since 2016 LGE.

In the 2021 LGE, the City of Johannesburg continued to experience political fragmentation with no single political party garnering enough votes to form a government on its own. According to official results (PMG, 2022)., the African National Congress (ANC) secured 91 seats in the 2021 Johannesburg municipal elections, while the Democratic Alliance (DA) secured 71 seats. Action SA, a newly formed

political party, garnered 44 seats, whereas the Economic Freedom Fighters (EFF) managed to attain 29 seats. According to the official data released by the Independent Electoral Commission (IEC), the Patriotic Alliance secured a modest 8 seats. The DA together with other smaller parties were able to form a coalition government, It was Councillor Mpho Phalatse from the DA who was elected as the mayor. Since then, Phalatse has been dethroned and two other councillors have since occupied the mayoral seat. In essence, this brings the number of mayors in CoJ to seven since the 2016 LGE.

The aforementioned alterations, which naturally lead to the change in the city political executive in the form of changes to the mayoral committee (a structure akin to cabinet at the local sphere of government), have had a significant impact on the city's operations. This is primarily due to the inherent political instability caused by the changes in the political executive and the accompanying political level policy shifts. The impact of leadership on policy change is succinctly captured by Capano (2009) as he contended that “leadership is an embedded function of political and policy processes”. This implies that political leadership influences policy direction, and by virtue of that political change will lead to policy shifts.

Background of the City of Johannesburg

The metropolitan municipality of Johannesburg is situated in the Gauteng province of South Africa. This city is renowned for its impressive population density, boasting over 5 million inhabitants (Abrahams, et al., 2019). Johannesburg is regarded as the economic hub of South Africa and one of the most prominent cities in the entire continent. The municipality is under the governance of an elected council, comprising of individuals from a diverse spectrum of political organisations. The executive mayor is responsible for leading the municipality and ensuring the execution of council resolutions while simultaneously supervising the city's daily operations.

There are seven distinct regions in the city of Johannesburg, and each one has its own local government structures and set of services. These regions include:

Region A (Diepsloot, Midrand, Randburg, and Sandton)

Region B (Alexandra, Wynberg, and Bramley)

Region C (Roodepoort and the places around it)

Region D (Soweto and the places around it)

Region E is made up of Kempton Park, Tembisa, and the places around them.

Region F (Inner City and the places around it)

Region G (including Ennerdale, Lenasia, and the lands around them)

The city offers many services to its people, such as waste management, water and sanitation, roads and transportation, housing, and social services. It also manages parks, museums, and community centers, among other public places.

Overall, the City of Johannesburg is a busy, diverse municipality that is very important to the growth and progress of South Africa's economy and society.

1.2 Background of the study

Local government in South Africa is the sphere that is most directly connected to the people, and it is also the epicentre of the delivery of services. The mandate to establish local government is derived from the Constitution of the Republic of South Africa which mandates that local government should be established as a sphere of government.

As stated in the constitution, one of the primary responsibilities of the local government is to make certain that communities continue to receive the services they require in a sustainable way (Constitution of South Africa, 1996).

While this is the case, there are prevalent challenges at the local sphere of government. Since the 2016 Local Government Elections (LGE), there has been a proliferation of coalition governments that have somewhat impacted on the leadership stability at that sphere of government. This has brought questions on how the constant change in political leadership has impacted governance at, and ultimately the delivery

of services by that sphere of government. This is particularly looking at the relationship between politicians and administrators.

Throughout the ages of Woodrow Wilson, there has been a constant conversation among administrative theorists about the separation of the connections between politics and administration. The impact of the politics-administration interface on service delivery in South Africa can be retraced to the regime of apartheid, wherein public servants were profoundly politicized to further the interests of the prior government (Masuku et al, 2019). Ever since the ANC took over in the new democratic government in 1994, the challenge posed by the political-administrative interface has assumed colossal proportions.

In the contemporary context, the relationship between municipal officials and politicians has been characterised by conflict. This conflictual interaction has escalated in many municipalities to the point where basic services are being jeopardized (Skertich, et al, 2013). This has been largely due to the political fragmentation that led to the proliferation of coalition governments after the 2016 LGE. The outcomes of the 2016 LGE had somewhat represented an interesting turning point in the history of our local government and, arguably, marked a significant transitional period in the country's political system (Mbete,2016).

The loss of the majority by the African National Congress (ANC) in many of the municipalities in Gauteng in the 2016 LGE ushered a new era of governance at the local sphere of government in the province. This is because political parties which serve different interests and ideological divergent were forced to negotiate with one another in order to form coalition governments. The City of Johannesburg municipality was also affected by this new dynamic.

The study focuses on the influence of the political-administrative interface in Johannesburg's coalition government on the public's ability to access fundamental services as outlined by South Africa's legislative framework, particularly the Constitution. In addition to the Constitution, the research scrutinizes the local government's legislative and policy framework, as well as the recruitment and deployment policies, the necessary skills and capacity requirements, and the political dynamics within the coalition government. These factors are considered as significant contributors to the politics-administration interface.

There is a prevalent practice in local government in South Africa where certain political office bearers choose to ignore the advice of municipal officials, even when they are following the correct policy. The presence of political partisanship and patronage has led to the growth of corruption within numerous municipalities. Hence, it is imperative to take a bold initiative to educate, train, and empower councillors with a deep understanding of legislative frameworks, enabling them to appreciate and uphold both the political and administrative realms. This research also plays a vital role in bridging the gap between politics and administration, advocating for a robust, customised method to enhance the partnership between politicians and administrators (Terrace, 2023).

political parties in South Africa are facing challenges in adapting to the complexities of coalition politics. It is crucial to acknowledge that coalition governments have not fully integrated into the evolving South African political landscape. Consequently, obstacles in fostering effective partnerships among political parties are inevitable (COGTA, 2023).

1.3 Research Problem Statement

Effective handling of the relationship between politicians and administrators is necessary to avoid conflict and negative impact on governance. It is preferable for the political-administrative interface in South Africa to exhibit a distinct separation between administrators and politicians. Nonetheless, this is not always the case since governing parties have a tendency to appoint party loyalists to public service positions, oftentimes neglecting their qualifications and experience (Mafunisa, 2010). Additionally, Mafunisa argues that governing organizations assign their party loyalists with the aim of pursuing and ensuring the implementation of party policies. This can lead to conflict as political parties politicize government work, ultimately impeding the delivery of essential services.

The conflict between politics and administration is a notable phenomenon within the sphere of local governance, given the consistent collaboration between administrators and politicians in this domain. Local governments often face the consequences of conflicts between political and administrative entities, which subsequently impact their ability to provide citizens with high-quality service.

The municipal services are negatively affected as a result of the tensions that exist between the politicians and the administrators. This is because the politicians and administrators interfere with each other's roles and responsibilities, which leads to a complete standstill in the delivery of municipal services. This is further compounded by the lack of stability in the political leadership which resets relationships every time there is a leadership change.

The extent to which the mismanagement of the political-administrative, coupled with what could be construed as leadership instability, has impacted the provision of basic services in the city is yet to be extensively explored. Having identified this area of concern, this study aims to discover if there are sustainable ways to manage this political-administrative interface in the context of a coalition government in order improve the quality-of-service provision in the City of Johannesburg municipality. provided to the public.

1.4 Research Questions

The research question for this study is: What is the impact of political-administrative interface on service delivery in Johannesburg Metropolitan Municipality coalition government?

To respond to this research question, I must address the following sub-questions:

a) Is there a legislative framework that governs the political-administrative interface, and if so, how does it prescribe that this interface be managed?

b) How do politicians and administrators work and relate to each other within the coalition government of City of Johannesburg Metropolitan given the fact that political actors represent different mandates from their political parties?

c) What course of action can the municipality take to eliminate problems with political-administrative interface in the coalition government of the Johannesburg Metropolitan Municipality?

d) Have the political-administrative interface dynamics affected the provision of services in the City of Johannesburg Metropolitan?

1.5 Research objectives

The objective of this study is to find out how the political-administrative interface affects service delivery in the coalition government of the City of Johannesburg. The following are the primary research goals:

- To determine legislative framework that governs the political-administrative interface, and how it prescribes this interface be managed.
- To determine how do politicians and administrators work and relate to each other within the coalition government of City of Johannesburg Metropolitan given the fact that political actors represent different mandates from their political parties.
- To ascertain what course of action can the municipality take to eliminate problems with political-administrative interface in the coalition government of the Johannesburg Metropolitan Municipality.
- To determine how the political-administrative interface dynamics affected the provision of services in the City of Johannesburg Metropolitan.

1.6 Significance of the study

The local level of government is often referred to as the "grassroots" level of government because it is the level of government that is closest to the people and provides services to them. Because of this, it is necessary for the individuals who have been entrusted with the responsibility of managing these institutions to work together. The importance of this study cannot be overstated because it will contribute to efforts geared towards resolving the conflicts that have become common place between politicians and administrators of the City of Johannesburg Metropolitan municipality. An improved politics-administrative interface will lead to accelerated service delivery which will result in an improvement in the quality of life for citizens in general and residents specifically.

1.7 Limitations of the study

The study has a number of limitations. These are as a result of various reasons such as the sample size, the methods used to collect the data and the conclusions that are reached in the end. First and foremost, despite the enormous number of politicians and administrators in the City of Johannesburg, the sample size for this research is twenty (20) respondents. Despite this sample size, the respondents were drawn and selected in such a manner that the sample becomes representative of the majority of the stakeholders. The City of Johannesburg municipality is the only location that this study will focus on. As such, whilst the study focuses on the political-administrative interface, the findings only relate to the study's case study and cannot necessarily be considered applicable to other municipalities.

1.8 Delimitation of the study

The term "delimitation" refers to the "scope" that surrounds the research project. In order for a study to be valid, reliable, and trustworthy, it needs to have limitations. As a result, the emphasis of the study was placed on the City of Johannesburg Metropolitan Municipality and the nine regions that it comprises. The area covered by the City of Johannesburg municipality served as the basis for all of the inferences and deductions that were made.

1.9 Outline of the chapters

Chapter one: Background of the study

The first chapter provides an introduction to the study and contextualises the study in the academic discourse. The chapter further provides background and context to the study and identifies the case study chosen for this research. The overview of the conceptual framing of the study and the key notion which anchors the study i.e., 'politic-administrative interface' is provided. In addition, the chapter serves to introduce the research problem that will be investigated in subsequent chapters.

Chapter two: Literature review

This chapter presents both academic literature and political perspectives that are available in the public domain. This chapter provides a concise overview of research methodology techniques as well as the importance of the current study. This chapter commits a significant amount of its attention to the existing body of research on the effect that political-administrative interface has on service delivery. This chapter also ventilates the theoretical framework that this study relies on to make analysis in order to draw conclusions. The chapter investigates debates that are taking place in the public domain about the current political landscape in South Africa.

Chapter three: Research design and methodology

This chapter delves into the intricacies of the approach that shall be employed for the investigation by means of the research blueprint and system. This covers the methodology of the investigation, the complexities of the specimen, as well as the sampling techniques, the methods for collecting data, the strategies for analysing data, and the ethical principles that govern the study.

Chapter four: Data presentation, analysis, interpretation

The chapter contains data presentation, analysis, and interpretation. The analysis is informed by the study questions, objectives, and data gathering instrument components. The analysis, in addition to presenting facts and drawing conclusions, serves as a platform for the formulation of recommendations targeted at identifying sustainable strategies to manage the political-administrative interface in order to improve service delivery.

Chapter five: Research findings

The final chapter of the report, in which the most important findings of the research are presented, the conclusions are summarized, and recommendations are offered. This chapter comes to a close with a set of recommendations that are aimed at improving the management of the political-administrative interface in order to improve service delivery.

Chapter six: recommendations and conclusion

In essence, chapter six offers a thorough analysis of the research discoveries, showcasing the tangible outcomes of the investigation. Furthermore, the

recommendations put forth practical measures derived from these findings. Consequently, the conclusion assimilates all these crucial components, highlighting the principal results and their far-reaching consequences. These constituent elements synergistically contribute to a holistic understanding and substantial impact of the research study.

Chapter two: Literature review

A literature review is intended to provide a comprehensive overview and critical evaluation of existing research and publications on a specific topic. Literature reviews are frequently conducted as an initial stage in research to identify knowledge gaps, refine research questions, develop hypotheses, and inform the design of research studies (Torraco, 2016).

A literature review can also be a stand-alone project that gives readers a summary and analysis of the research and publications that have already been done on a subject. In this case, the goal of the literature review is to give readers a clear picture of how much is known about a topic that is being discussed and to show where more research is needed (Condliffe, 2017). As such, in this context, the purpose of a literature review serves to lay the groundwork for further study and expansion of a given field's body of knowledge.

The aim of the study is to examine the impact of political-administrative interface in the City of Johannesburg Metropolitan municipality especially given that the municipality is governed through a coalition government. Given that the discourse on the political-administrative interface is a global one, the literature review seeks to highlight the knowledge and experiences of different scholars on the topic of political-administrative interface.

This literature review identifies several political-administrative models to serve as the theoretical lens with which the study is approached. While there are various models, this study identifies two models. These models will be discussed in depth. The two models are as follows: (i) the political bureaucratic model, and (ii) the complementary bureaucracies.

The literature review also deals with important research questions, such as whether there exists a legal framework that regulates the relationship between politics and administration, and how this relationship can be effectively managed. It also explores the second research question regarding how politicians and administrators interact

within a coalition, each representing different mandates from their respective political parties. Additionally, the literature review discusses the necessary steps to address issues arising from the political-administrative interface in the City of Johannesburg's coalition government. Lastly, it examines various local government coalitions throughout South Africa, focusing on the successful delivery of services by these coalition governments.

Furthermore, the literature review locates the debate on the political-administrative within the South African context. The literature review also locates the challenges of service delivery that has led to many protests in the City of Johannesburg municipality. While there is an eclectic array of literature on the political-administrative interface in the South African context, the interaction between politicians and top bureaucrats in municipalities' that are governed through coalition governments has received very little attention. In addition to this, not much attention has been given to how the political-administrative interface in municipalities that are governed through coalition governments might impact the provision of services (Christensen et al., 2002).

The researcher conducted this literature review by looking into existing literature in the area of the political-administrative interface. The review was primarily done from secondary sources. These included journal articles, books, legislative documents, opinion pieces from renowned scholars and various research papers and reports.

2.1. Local government and its developmental role

The inaugural democratic elections of the local government in 1995 were a landmark achievement in the democratic dispensation, due to the historical divides caused by apartheid, particularly in the historically marginalised communities. The previous regime had provided services exclusively to a select few minorities, while disregarding the majority of the populace. The establishment of local governance in South Africa aimed to specifically address these historical divides and guarantee equitable access to public services for all citizens.

South Africa is a country recognised for its substantial capacity for advancement and growth. The establishment of the three governmental spheres is widely recognised as a means of promoting social development as a developmental state, South Africa has a critical role to play in ensuring that its citizens have access to essential services and are empowered to take an active role in the country's economic progress Therefore, it

is essential for all South African municipalities to adopt a central position in the provision of essential services and in spearheading economic development (Koma, 2010).

Kanyane (2006) contends that the incapacity of municipal officials to provide essential services not only leads to significant challenges for the residents of such municipalities, but also hinders social and economic advancement. The inability of the local authorities to supply crucial utilities like water, sanitation, electricity, transportation, healthcare infrastructure, and education leads to immense suffering among the population. This predicament imperils their standard of living and poses challenges in meeting their fundamental needs (Kanyane, 2006).

The significance of the local government's function in rendering fundamental services for economic advancement and luring investments cannot be overstated. The absence of adequate infrastructure, exemplified by inadequate transportation systems or unreliable power supply, has the potential to obstruct business operations, demoralize investors, and restrict employment prospects. Similarly, insufficient access to education and skills training can impede human resource development, thereby complicating the effective involvement of communities in the contemporary economy (Masuku, et al., 2015).

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

The Municipal Structures Act made it possible for municipalities to be set up according to the rules for different kinds and categories of municipalities. The Act outlines how to figure out what kind of municipality should be set up in a certain place, what kinds of municipalities can be set up in each category, and how to divide up functions and powers between categories of municipality. (Local Government Municipal Structures Act (117 of 1998).

2.3 The political-administrative interface

The political-administrative interface notion can be traced back to Woodrow Wilson's dichotomy model. What the political-administrative interface is in essence is how elected officials work with the bureaucracy or civil workers who put government

policies and programs into action. It is where governmental decisions are put into action by the government (Cameron, 2010).

In a democratic system, elected officials are responsible to the people through the political process, while civil workers are in charge of carrying out government policies and providing services to the public. So, the area where politics and administration meet can be a complicated and changing place where different actors and interests interact and affect how decisions are made and how political decisions are translated into government action (Bourgon, 2007).

It is essential to establish clear communication channels, mechanisms for consultation and collaboration, and ensure that both elected officials and civil servants are held accountable for their actions. In this manner, the political-administrative interface can contribute to the efficient and democratic operation of the government (Cameron, 2010).

The nature and dynamics of the political-administrative interface are critical factors that can vary significantly across diverse systems and countries. Achieving a perfect balance between the political direction provided by elected officials and the administrative expertise required to effectively implement policies and deliver public services is of utmost importance (Thornhill, 2012).

Effective collaboration and communication between the political and administrative spheres are absolutely vital for policy implementation to be successful. Regular interactions, consultations, and feedback loops must be established in order to facilitate the smooth flow of information and ensure complete alignment between policy objectives and administrative actions (Maphunye, 2005).

In order to acquire a deeper comprehension of the interaction between politics and administration, it is vital to be familiarise ourselves with the history of this theory and the contributions that have been made to it by a variety of scholars since its development. Key among the scholars who contributed immensely to the development of this theory are Woodrow Wilson, Goodnow Frank Johnson and Max Weber These scholars had varied and nuanced perspectives on the notion of the political-administrative interface. In the sections below, each of their perspectives is discussed.

2.1.1 Woodrow Wilson's view on political-administrative dichotomy

Many people consider Woodrow Wilson to be the originator of the political-administrative dichotomy (Dasandi et al., 2017). Wilson held the view that public employees should be impartial, non-partisan, and professional in their day-to-day interactions with different elected political office bearers. This was one of his beliefs regarding the interface between politics and the administrative branch. Wilson held a view that politics and administration should be treated as separate entities so that they can serve their respective purposes (Dijkstra, 2011).

He delineated the roles of both politics and the administrations. According to him, politics is about making decisions about public policy which includes establishing objectives, setting goals and figuring out how to reach those goals in the best way possible. On the other hand, he contended that the focus of administration is in itself the process of putting these choices into action and managing day-to-day government operations (Wilson, 1887).

In the end, Woodrow Wilson worked towards the goal of professionalizing the public service in the hopes that civil employees would be able to run the government without undue interference from elected officials (Molefi & Du Plessis, 2019).

2.1.2 Frank Goodnow view on political-administrative dichotomy

The American political scientist and legal scholar Frank Goodnow was a key figure in the evolution of the field of public administration and made substantial contributions to the field during his lifetime. He is considered to be one of the pioneering theorists of the political-administrative interface, which describes the relationship that exists within the government between elected officials and administrators who were appointed to their positions (Svara, 2006).

Goodnow claimed that it was the responsibility of elected officials to determine the goals and objectives of policy, while it was the responsibility of administrators to carry out the implementation of those policies in a way that was both efficient and effective. He was of the opinion that politics and administration should be kept completely separate, with elected officials being the ones to make decisions regarding public

policy based on what is in the public interest, and administrators being the ones to carry out those decisions in a way that is unbiased and impartial (Mehlape, 2018)

Frank Goodnow shares the same ideas with Wilson Woodrow that politicians and administrators should work together. He maintains that the political expressions of those who hold political office are the only ones that can be considered to constitute the will of the state, and that it is the responsibility of administrators to execute the work government that is proposed by office bearers (Pestritto, 2007).

Frank Goodnow's approach places emphasis on the lines of accountability for both politicians and administrators. Politicians account to their constituencies, while administrators account to the politicians. This implies that in the context of local government, politicians and administrators play different but complementary roles (Svara, 2006).

Goodnow's ideas on the political-administrative interface have, in general, had a substantial impact on the growth of modern public administration, not only in the United States but also in other parts of the world. Because of his work, the understanding of the functions performed by elected officials and administrators has greatly benefitted (McCandles, 2013).

2.1.3 Max Weber

Max Weber was of the opinion that the divide between legislative and administrative power should be preserved. Weber places an emphasis on the distinct functions that politicians and administrators fulfil within the framework of state administration (Molefi & du Plessis, 2019). He contends that to guarantee an efficient working relationship between politicians and administrators, duties and responsibilities for both parties need to be spelled out clearly. This viewpoint is based on Weber's conviction that administrators are people who must remain non-partisan and are expected to provide service to politicians and the executive. Weber believes that administrators need to be politically neutral (Overeem & Rosenbloom, 2012).

Weber argued that there is a delicate balance between politics and bureaucracy. On the one hand, politicians provide the broad policy direction and objectives that the

bureaucracy is tasked with carrying out. Bureaucrats, on the other hand, are responsible for the day-to-day administration of government programs and policies and have the expertise to put policy into action (Weber, 2016).

Weber believed that the political-administrative interface needed to be carefully managed to navigate the tension that could arise from unclear roles. Politicians and bureaucrats needed to collaborate to establish clear policy objectives, and the bureaucracy required enough freedom to implement those objectives in a manner that made sense in the context in which they were operating. Simultaneously, legislators and bureaucracies must be held accountable for their decisions and implementation, respectively (Constas,1958).

We could say that Max Weber's view is mostly about making the administrative parts of the state neutral in the role they play. So, it can be said that the political-administrative interface works best when it is based on the rule of law and when administrators give advice to political leaders in a neutral way. This makes the relationship effective and lets both administrators and politicians do their jobs without any interference. Wilson Woodrow, Frank Goodnow, and Max Weber were undoubtedly among the most influential figures in the field of political science and administration. Their insights and contributions have shaped the course of political discourse for generations to come. All three scholars have emphasised the necessity to separate political decision-making from administrative implementation. They have posited that administrators must maintain impartiality and apoliticism while executing their duties, whereas politicians should concentrate on policy formulation (Rahman, 2014).

Woodrow, Goodnow, and Weber espoused the notion of a professional bureaucracy underpinned by merit and expertise. Their contention was that administrators ought to be selected and advanced based on their credentials and proficiency as opposed to political expediency or nepotism (Overeem, 2010).

The researcher strongly advocates for the separation of public service from politics. It is imperative that public service remains non-partisan in order to effectively fulfil its developmental mandate. When political interference is overly present in public service, the state fails to fulfil its obligation of providing crucial services to the people. The state

should depoliticise the provision of public service, as this will contribute significantly to the enhancement of the well-being and advancement of the populace.

2.4 Legislative framework for local government

There is an array of Acts, policies, and other guiding documents that provide a framework within which the governance of local government must be conducted. The legislative and policy framework also highlight how local governments should operate and how they should provide fundamental services to the people. Further, legislation and policies are also meant to serve as guidelines that regulate the relationships that politicians and officials within municipalities have with one another when it comes to providing service to the residents who live within those municipalities. The following sections will discuss different acts put in place to address the local government as a sphere of government.

2.4.1 Constitution of the Republic of South Africa

In the Constitution of South Africa (Act 106 of 1996), Chapter 7 mandates the establishment of a municipal sphere of government in every territory comprising the republic. Additionally, Section 154 of the Constitution of the Republic of South Africa specifies that the national government and provincial governments must reinforce the capacity of municipalities to effectively manage their own affairs, exercise their powers, and fulfill their responsibilities through legislative and other means. This signifies that other spheres of government ought not to impede the activities of local government, but rather extend support to the local sphere of government.

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

The challenges with the political-administrative interface continued unabated at the local sphere of government for years until the amendment of the Municipal Systems Act. The amendments in the Act, which were assented in 2022, are intended to address the prevalent dysfunctionalities at the local sphere of government which were largely caused by the politicisation of the public service at that level of government (Ntliziywana, 2012). The purpose is to convert the local government into a system that

is receptive, responsible, productive, and efficient. The amendments are intended to aid in stabilising the local sphere of government, and ultimately aid in the delivery of services and help to enhance the living conditions of the citizenry (Powell, 2012). As part of the amendments which are aimed at regulating the political-administrative interface, the Act stipulates the following:

- It is against the law for senior party officials to hold senior roles in the administration of municipalities. This is meant to make sure that municipalities are run by people with the right skills instead of party loyalists. This is called "depoliticizing" local government.
- The need to professionalise local government by ensuring that administrative roles in municipalities are occupied by appropriately qualified and competent people to improve service delivery.
- Requiring employment contracts and performance agreements of Municipal managers to be consistent with the uniform system (**Local Government Municipal System Amendment Act (No. 7 of 2011**).

The new amendments and how they address the need to professionalise the public service at the local sphere of government can be construed to be in line with the need to take a dichotomous approach to politics and administration. The thrusting theme of these amendments are anchored in the need to separate politics from the administration of government particularly what one could consider an apolitical public service from Weber's perspective. The amendments, particularly the ones prohibiting party officials from holding senior roles in local government's public service, can also be understood as an attempt to delineate roles of politicians and administrators. This piece of legislation is the first and only legislation that makes an explicit attempt to demarcate the roles of both politics and the administration. While this is the case, the amended Act remains silent on how the political-administrative interface should be managed specifically how the politicians and administrators need to interact. To be more precise, the legislative and policy framework stipulates the roles of both politics and administrations but does not provide a framework to govern how the interaction between the two needs to unfold.

2.4.2 Local Government: Municipal Finance Management Act, 2003 (Act 56 of 2003)

The objective of the Municipal Finance Management Act 56 of 2003 (also known as the MFMA) is to ensure that municipalities practice responsible and sustainable financial management. Additionally, the MFMA mandates that community participation in the budgeting process of municipalities be made mandatory. (Local Government: Municipal Finance Act 2003, 2003). One of the most essential goals of the MFMA is to improve the quality of financial administration in each and every municipality. This requires the creation of a comprehensive system that defines and distinguishes the roles of mayors, councillors, and officials within the Municipal Systems (RSA, 2003).

2.4.3 Local Government Turnaround Strategy (LGTAS), 2009

The Local Government Turnaround System (LGTAS) constitutes a comprehensive intergovernmental intervention that seeks to mobilise all municipalities and their communities to undertake efforts that are being made to restore great performance and effective service delivery in the country's municipalities by addressing the factors that have limited municipalities to deliver basic services to the citizens (Local Government Turnaround strategy, 2009).

The LGTAS has five strategic goals: to make sure that municipalities meet the basic service needs of their communities:

- To build a clean, effective, efficient, responsive, and accountable system of local government.
- To improve performance and professionalism within municipalities.
- To improve national and provincial policy, oversight, and support.

The objectives of the LGTAS is to enhance the efficacy and professionalism of municipalities. This objective can be associated with Max Weber's perspective on the professionalisation of the public sector (Meerkerk, 2010). Weber stressed the significance of selecting public officials based on their qualifications, expertise, and competence, rather than personal or political affiliations. South Africa could concentrate on establishing transparent and standardised recruitment procedures that

prioritise merit and guarantee equal opportunities for all those who aspire to public service.

Max Weber asserts that effective management of the political-administrative interface necessitates the provision of specialised training, knowledge, and skills to public officials to aptly carry out their respective roles. To this end, South Africa must prioritise investment in education within its public administration, utilising avenues such as the National School of Government, which imparts training to public officials on resolving both routine and intricate delivery challenges (Meerkerk, 2010).

2.5 The National Development Plan and local government

The NDP strives to address the pressing need to establish a competent and progressive state. The construction of a developmental state, however, presents several challenges, including political intervention, which must be effectively managed by the state. To fulfil its developmental mandate, the National Development Plan advocates for collaborative efforts among the three government spheres (National Planning Commission, 2012). The National Development Plan endeavours to confront a vital issue, namely, the prolonged predicament of the political-administrative interface. The problem of political-administrative corruption in South Africa has been persisting for a long time, with public officials providing services to citizens based on their political affiliations (Chetty, et al., 2022).

To accomplish the noble objective of building a competent and capable state, it is absolutely essential that the state acquires the vital capacity to fulfil this significant mission. It is essential that the state ensures its workforce is sufficiently qualified and capable of executing their duties with efficiency. This approach has been demonstrated and successful in nations such as Singapore, Japan, South Korea, and the United Arab Emirates, producing outstanding results (Mulaudzi, 2015).

Madumo (2012) also adds to this perspective as he argues that the Asian Tiger economies acknowledged the significance of mega infrastructure undertakings for their economic advancement. Through the allocation of resources to contemporary transportation systems, ports, and other infrastructure, they were able to enhance connectivity, diminish logistics costs, entice foreign investment, and trigger trade and

economic activity. These endeavours did not only establish a stable groundwork for industrialisation but also amplified the general standard of living for their populace.

it is noteworthy to mention that the successes of the Asian Tigers were not entirely dependent on infrastructure initiatives. Other elements, including sound economic policies, cultivation of human resources, institutional reforms, and emphasis on education and technology, also exerted considerable influences in their evolution into capable and developmental state.

The state has an incredible potential to make use of municipalities as highly efficient structures in the pursuit of building a truly developmental state, as convincingly argued in the National Development Plan's chapter on constructing a capable and developmental government. It is abundantly clear that municipalities have a pivotal role to play in the overall construction of a developmental state, and this can only be achieved when local government successfully eliminates any political interference (Cilliers et al., 2013). Therefore, it is imperative that the state recognise and fully utilise the power of municipalities in its pursuit of a truly developmental state.

The state absolutely must take action to clearly define the roles and responsibilities of both elected officials and administrative staff. This is crucial in establishing a clear separation of powers and preventing any possibility of overlap or confusion in the decision-making process. With such a framework in place, the state will have the capacity to build a truly developmental and capable government that can effectively stabilise the political-administrative interface.

The NDP acknowledges that local governance is essential to achieving the goal of a more just and prosperous South Africa. It proposes numerous changes to municipal administration in order to better serve the public.

2.6 Challenges facing the City of Johannesburg in the provision of services.

The obstacles faced by Johannesburg are firmly rooted in the rapid growth of its population. The projected annual growth rate of Johannesburg's population is 2.3% (City of Johannesburg, 2016), driven by individuals seeking economic prospects from various regions of South Africa and African nations. The massive influx of migrants into Johannesburg has put pressure on the city's ability to deliver basic services to its

inhabitants. According to the Department of Cooperative Government and Traditional Affairs (Cogta, 2019), it is estimated that 30% of the city's residents migrated from other areas within the country.

Johannesburg is undeniably a city offering a plethora of economic opportunities to those who seek them. It is a known fact that many migrants from diverse parts of the continent are compelled to leave their home countries due to the severe lack of economic opportunities. These individuals are drawn to Johannesburg in search of better prospects, resulting in the municipality's increased responsibility to provide good services to the people (Frieman, 2000).

The city service provision challenges currently confronting the city are also compounded by historic service delivery backlogs. It has been argued by Shaidi (2013) that the current funding framework and policies will not be enough to address the service delivery backlogs left by apartheid. Therefore, it is imperative that new policies are developed to tackle the service delivery issues causing dissatisfaction in communities (Shaidi, 2013).

According to a report commissioned by the Department of Cooperative Governance and Traditional Affairs, 92.3% of City of Johannesburg Metropolitan Municipality residents have access to electricity, and 96.4% have access to sanitation. These difficulties can be attributed to a city that is rapidly expanding as a result of migrants moving to the city in search of economic opportunities. Despite significant progress in the provision of basic services such as water, electricity, sanitation, and road infrastructure, the City of Johannesburg must keep up with the city's growing population (Cogta, 2019).

2.7 Local Government Coalition across South Africa

Coalitions are currently prominent in the discourse of South African politics, particularly following the municipal elections of 2016. The rise of these coalitions can be attributed to the growing occurrence of hung municipalities post each local government election in South Africa. The majority of these coalitions are formed by smaller political parties with the aim of diminishing the dominant position of the ANC. Nevertheless, there are instances where the ANC itself forms coalitions to sustain and reinforce its capacity to lead a government (Thwala, 2022).

The coalition formed by the African National Congress (ANC), the South African Communist Party (SACP), the Congress of South African Trade Unions (COSATU), and the South African National Civics Organizations (SANCO) is a long standing coalition in South African since the dawn of democracy. This coalition contested elections in South Africa representing the ANC and abstained from running its own candidates. However, in 2017, the SACP, for the first time, nominated a candidate to run in the elections in the Mestimaholo Municipality in the Free State Province. Since 2006, the SACP has been the sole alliance partner of the ANC-led Alliance, which has been officially registered as a political party (Thwala, 2022).

The enduring coalition governance in the municipalities of Nelson Mandela Bay, Tshwane, Ekurhuleni, eThekwini, and Johannesburg subsequent to 2019 has exhibited a lack of stability, characterized by frequent alterations in the composition of their Executives, particularly notable in Nelson Mandela Bay and Johannesburg Metropolitan. The primary catalyst for the majority of these breakdowns can be attributed to the perceived lack of regard shown towards the minor political entities by the larger, well established dominant party (Thwala, 2022).

In South Africa, the electoral system under the local government framework allows for the election of individuals and political parties to the municipal council. The Republic of South Africa's constitution stipulates that council representatives are tasked with representing their respective communities. The party that garners the most votes assumes governance over the municipality. In the event of no clear victor in the elections, elected parties and individuals meet to form a coalition government (Hanabe & Malinzi, 2019).

The provision for coalition governments at all levels of government is embedded in the Constitution of the Republic of South Africa and the electoral system (De Vos, 2021). Despite participating in the 2016 LGE in Ekurhuleni, City of Johannesburg, and Tshwane, political parties were unable to form a government due to their failure to secure the required threshold of 50%+1 of the vote to appoint the executive and form a local government. Consequently, coalition governments emerged as a result.

The 2016 local government elections demonstrated unequivocally that the dominant party system may be withering away. The ANC's support has dwindled since the dawn in the past two elections. The 2016 LGE marked a watershed moment in South Africa's political landscape. A number of municipalities were hung, and governments could only be formed through coalitions. The ANC it lost its outright majority in three major metropolitan municipalities during the 2016 LGE.

The loss of the outright majority by the ANC in the metropolitan municipalities and other municipalities across the countries has seemingly ushered an era of unstable governments. For instance, some opposition parties who are numerically poised to form coalitions find it difficult due to their ideological divergences. This point is succinctly captured by Mahr (2016) when he posits that the Democratic Alliance (DA) and the Economic Freedom Fighters (EFF) face a difficult task in forming stable coalition governments due to ideological differences. The political leadership instabilities that have characterised some of the major municipalities in the country after the 2016 LGE has given credence to this assertion.

Hanabe and Malinzi (2019) make a compelling argument that coalitions can truly make a difference in the government's ability to deliver much needed services to its citizens. Parties involved in coalition governments must be willing to make concessions in order to achieve the common goals of their partners, it is quite clear. While this may lead to some parties losing sight of their original ideologies, it’s a necessary process.

The City of Johannesburg faced serious tension and conflict due to poor communication between coalition partners. As a result, the coalition arrangement reached after the 2016 LGE eventually collapsed when Herman Mashaba, the mayor of the COJ at the time, resigned from council. This had a detrimental impact on the provision of services, largely due to a collapse of government resulting in a lag in the provision of basic services.

2.8 Coalition governments in local governments around the world.

Coalition governments in the realm of local governance are a widespread phenomenon across various regions of the globe. Such a political arrangement may materialise in the eventuality of a singular political party failing to secure a decisive majority in local elections, thereby necessitating the formation of a coalition comprising multiple parties to assume multiparty government. There are few examples of coalition governments in local government.

Germany provides a notable exemplification of the coalition government model in local governance. This nation operates under a federal system, where coalition governments are prevalent not only at the national level but also at the local level. At the local level, the formation of coalition governments is dependent upon the outcomes

of local elections. For instance, in Berlin, the city-state government has been governed by coalition governments consisting of various political parties, such as the Social Democratic Party (SPD), the Left Party, and the Green Party (Baskaran, 2013).

The Netherlands boasts a rich heritage of coalition governments in the sphere of local governance. In numerous municipalities, the absence of a singular party's ability to attain an outright majority necessitates the establishment of coalitions. These coalitions historically involve multiple parties collaborating to establish a governing majority. The configuration of these coalitions is dependent upon the outcome of local elections (Andeweg, et al., 2020).

Belgium boasts a political system that is both intricate and highly effective, with coalition governments operating at the local level. This system is tailored to accommodate the country's diverse linguistic and regional divisions, with separate local governments for each language community. Take the city of Brussels, for example, where coalitions between French-speaking and Dutch-speaking parties are frequently formed to ensure the smooth functioning of local government (Steyvers, et al., 2008).

In the country of India, coalition governments are commonly prevalent both at the national and local levels. Given the political dynamics and a system of multiple political parties, it is customary for several parties to form multiparty coalitions and establish a coalition for the purpose of administering local municipalities. The configuration of these coalitions can diverge considerably depending on regional dynamics and the particular political parties that are engaged (Khan, 2003).

2.9 Theoretical frameworks

Interface Models:

2.9.1. Political bureaucratic model

The inference of this model is that appointments of public servants will be made according to the loyalty that public servants show to the ruling party. As encapsulated by Masuku and Jili (2019), this model “presents arguments that the elected office-bearers have a mandate to manage and control the public service”. As a result, there is no distinct boundary between politics and administration, effectively blurring the line between party and state. This could potentially lead to public personnel being hired not on merit, but rather on their devotion to the ruling party (Mafunisa, 2003).

Some, on the other hand, have supported this concept, claiming that politics and political contestation produce the state. Maimela (2021), for example, argues that disputes exist within the state and its bureaucracy. He goes on to say that the legislature and public officials are the results of elections, and that the argument to depoliticize the state is misguided and demonstrates a lack of knowledge of statecraft.

Political bureaucracies are unquestionably susceptible to the sway and dominance of esteemed political figures, including elected officials who wield the power of the people's voice, influential interest groups that passionately advocate for various causes, and political parties that ardently strive for the betterment of society. It is with utmost certainty that political bureaucracy model presents the indisputable verity that political leaders possess the remarkable ability to shape and mold the very essence of policies and priorities within bureaucratic agencies, thereby exerting their profound influence over decision-making processes and subsequent actions (Peters, 2015).

The bureaucracy model plays an essential role in the execution and management of public policies formulated by political leaders. However, the implementation process can be influenced by political factors, leading to inconsistencies in policy implementation and enforcement. The appointment of key bureaucratic personnel, including high-ranking officials and administrators, often takes into account political considerations such as party affiliation and loyalty. This approach occasionally leads to the selection of individuals who prioritise political interests over the efficient and effective functioning of the organization (Terry, 2015). The politics bureaucratic model also acknowledges that tensions and conflicts frequently exist between political and bureaucratic actors. Political actors may be more concerned with attaining short-term goals or responding to public opinion, whereas government actors may be more

concerned with preserving the integrity and efficacy of government operations over the long term. These tensions can lead to disagreements and conflicts if they are not properly managed, but they can also be productive if they inspire innovative thinking and problem-solving if they are managed effectively (Peters, 2010). Hence the emphasis is the ability to properly manage the political-administrative interface.

Some, on the other hand, recommend a different approach to the political-administrative relationship. Evans (2012), for example, pushes for the state's embedded autonomy. Evans believes that the state and its bureaucracy should be sufficiently covered to resist limited capture by some segments of society. He contends that the state should be networked in such a way that it can achieve its developmental objectives. To fulfill its developmental role, the state should be non-partisan and apolitical.

According to Mafunisa (2003), in an approach where the bureaucracy politicised, political actors give instructions to municipal managers, and there is no distinction between political office and administration. This means that political party decisions are translated into government programs. The current deployment policy of the ANC is an example of a politicized model; the prominence of the deployment policy is that recruitment to the public service is done within the party. As a result, many unmerited appointments have resulted in poor performance in many areas of government.

The Political Bureaucratic Model holds relevance in the study due to its capacity to provide valuable insights into the intricate dynamics of decision-making processes within municipality, while shedding light on the important role of political factors in shaping bureaucratic operations. This model emphasises the important interaction between political actors and bureaucratic officials in the formulation of policies and execution of programs.

2.9.2 Complementary model

The foundation of the complementary model is the notion that effective governance requires collaboration between administrators and elected officials. Complementarity is the ability of disparate elements to function as a whole. This occurs when two pieces work together to form a whole (Dunn & Legge, 2002). Demir (1993) asserts that under the complementary model's ideal political-administrative setting, public administrators

collaborate and assist elected politicians in the formulation of public policy in order to preserve good working relationships.

Dunn & Legge (2002) go on to say that whereas appointed officials assist with administration by organising, directing, and overseeing the implementation of policies, elected officials deal with policy matters. Therefore, those who support the complementary model contend that cooperation between legislators and bureaucrats is necessary for effective government. When two different entities complement one another, it's referred to as "complementarity".

Masuku & Jili argues (2019) that the governance model that is complementary in nature accentuates the collaborative connection between elected representatives and administrators with the objective of enhancing the operational efficiency and effectiveness of government. Within this model, elected officials assume the responsibility of formulating policies and making decisions that serve the public's best interest, while administrators are tasked with executing these policies and overseeing the day-to-day functioning of government work. It is the administrators who bear the responsibility of translating policies into successful state programs in order to ensure their implementation.

According to Svara (2001), the complementary model is a theoretical framework that emphasizes contact and interdependence while acknowledging a variety of roles and responsibilities. Strong political leadership is necessary for the bureaucratic component to provide public officials with the guidance they need to properly transform political programs into government policy. The difficulty is in ensuring that the public sector functions harmoniously with one or the other and in a position that is appropriate within the larger political process (Svara, 2001).

The complementary models require elected officials and administrators to collaborate and support one another. Svara goes on to say that under complementary models, elected officials and administrators share the responsibility of ensuring that they complement each other in their work in government, and that there should be collective support between elected officials and bureaucrats. In order for the government to function effectively, elected officials must hold bureaucrats accountable.

According to Svara, the complementary model is founded on the notion that elected officials and administrators collaborate to achieve goals in public office (Svara,2001).

Administrators and elected officials collaborate and complement one another in their work. Policy is developed by elected officials, and policy is implemented by administrators. According to Mafunisa, political actors can retain political power while allowing municipal managers to exercise their independence while in office. In a complementary model, municipal managers maintain their independence while making decisions while still reporting to elected officials.

Panday (2017) argues that the complementary model endeavours to cultivate an environment that fosters collaboration and cooperation, with the intention of fostering synergy and coordination among government institutions. This, nonetheless, results in the improvement of service delivery, the effective implementation of policies, and ultimately, the progress of society. The success of the complementary model in governance hinges on the presence of effective communication, mutual respect, and a shared dedication to public service

Max Weber did not merely propose a complementary model of bureaucracy, he identified numerous advantages and drawbacks associated with such a model. It is important to note that Weber believed that complementarity could bring about a level of unparalleled efficiency and precision in organisations.

2.10 Political-administrative interface International Comparisons

The US

The framework The United States Government Policy and Supporting Positions is used by the United States of America (Matheson et al., 2007). This strategy allows for a variety of political appointees across government and state entities. Some of the appointees are confirmed by the United States Senate. The goal of this framework is to allow for the deployment of party cadres to help the existing governing party in overseeing and implementing party policy at the highest levels of government for a democratically elected administration. It's also important mentioning that the US Attorney-General is a political appointee (Maimela, 2021).

China

Brown (2017) contends that China possesses a politicised political framework in which the Chinese Community Party assumes the responsibility of deploying administrators.

The Chinese Community Party is the solitary ruling party within China, and it occupies a central and predominant position within the nation's political system. The preeminent leader of China is deemed to be the General Secretary of the Chinese Community Party. The highest decision-making entity within the party is the Politburo Standing Committee. The President of China, elected by the NPC, assumes the position of head of state. Primarily of a ceremonial nature, the President's authority is eclipsed by the CCP leadership, who wield genuine political power (Brown, et al., 2016).

Belgium

To avoid political bias, senior civil servants in the federal government of Belgium are appointed using a mixed system. There is a level 1 pairing of administrative selection factors like merit and experience with a final political decision (the position of Chairman of the Board). In most cases, the minister makes the ultimate choice from a pool of applicants recommended by the Bureau de Sélection de l'Administration Fédérale (SELOR) (Matheson et al, 2007).

2.11 Political-Administrative interface: the South African context

South Africa adopted the British cabinet system of government and the notion that administrators should execute directives in a politically impartial manner when it ratified the Act of Union in 1910 (Picard, 2005). Picard (2005) claims that this system was abandoned in 1948 when the National Party came to power. Therefore, by definition, the South African government operated as a political platform (Mafunisa, 2003). There was little difference between the government and the National Party, which ruled from 1948 until the early 1990s. Members of the National Party were awarded several of the highest positions in government.

The political events that followed the election of the African National Congress as the first democratic government in 1994 revived the discussion about the connection between political office bearers and senior public servants. The public service of South Africa, akin to that of nations like Australia, Canada, and the United States, has a commendable heritage of being swayed by political influences. Within South Africa, the National Party regime consistently entrusted important government roles to ardent proponents of their party's principles. Despite the fact that the National Party's government's discriminatory apartheid policies exacerbated the situation, it was the norm (Sebola, 2014).

Local government was established at the national level under Section 40 (1) and (2) of the South African Constitution of 1996. Local governments are given a responsibility for development, and specific powers are delegated to each one. The role of provincial governments in are democratically elected under a mixed constituency (ward) regulating local government systems is minimal, yet they do play an important oversight role in supporting and assisting municipalities. Municipal councils representation/proportional representation system, where the party receiving 50%+1 of the votes forms government. The South African Constitution of 1996, specifically Section 40 (1) and (2), creates a nationwide system of local government. It imposes an obligation on local governments to develop and gives each municipality its own plan for doing so (Mngomezulu, 2020).

South Africa's transition from a politically sanctioned, racially divided society to a democratically based government was a huge undertaking on all fronts (Shava and Chamisa, 2018). Positive actions aimed at enhancing the nation's economy were accompanied by a cadre deployment policy that favoured ANC party members in high-ranking government positions. This political favouritism, which was exercised via state positions, led to poor performance in government institutions and the nation as a whole (Shava & Chamisa, 2018).

Local government entities in South Africa are in disarray due to the pervasive practice of cadre deployment, according to a report published by the Department of Cooperative Governance and Traditional Affairs in 2009. This inquiry has unveiled a plethora of intricate circumstances that impact the governance and management of local government. According to Butler (2010), municipalities throughout the county consistently encounter difficulties in arranging their tasks effectively, overseeing their projects with expertise, and devising their budgets with caution. Moreover, Butler (2010) posits that their abilities are restricted by a lack of proficient personnel in technical domains. Makole (2022) argues the utilisation of cadre deployment affords a governing political organisation unrestricted power to assume control of the state and its apparatus, as the deployed cadres are more obligated to the party than the general populace, ultimately resulting in the development of coexisting power structures (Makole, 2022).

2.12 Conclusion

The literature review persuasively delves into the intricate and nuanced political and complementary models of dichotomy. It is crucial to note that esteemed scholars such as Max Weber, Frank Goodnow, and Woodrow Wilson have extensively written on this paramount topic of political-administrative dichotomy. As we focus on South Africa, it is imperative to consider their profound insights and expertise in pursuit of understanding this crucial subject.

The phenomenon of political administrative interface is not unique and has been applied in various governments worldwide. The interface between politicians and administrators may give rise to political and administrative challenges. These challenges encompass accountability and transparency, among other issues. For successful policy implementation, effective communication and coordination between political leaders and administrators are essential. However, differences in priorities, goals, and communication styles can create barriers to effective interaction. Suboptimal implementation can result from miscommunication, lack of clarity in policy directions, and inadequate feedback mechanisms that hinder the understanding of policy objectives. To address these challenges, it is necessary to foster a strong working relationship between political leaders and administrators, promote effective communication, enhance administrative capacity, ensure accountability and transparency, and adopt a long-term perspective in policy planning and implementation.

Chapter three: Research design and methodology

3.1 Introduction

The research seeks to offer a thorough comprehension of the interaction between politics and administration within the coalition government of the City of Johannesburg. It aims to pinpoint the main obstacles and possibilities, evaluate their effect on policy execution and service provision, and propose ways to enhance political-administrative ties in comparable governance context. The results will enrich the overall conversation on coalition governments and urban governance.The first chapter of the research identifies the research topic that the investigation attempts to answer as well as the significance of doing the study. The 2016 Local Government Elections were a watershed moment in South African local government elections history. The ANC was denied the power to form administrations in three of the country's major cities. This led to a creation of coalition governments in several municipalities across the country including metropolitan municipalities. The country's economic hub, the City of Joburg metropolitan municipality also suffered the same fate. These coalition governments at the local sphere of government have been fraught with instability and which has in certain instances led to delays in passing of budgets that ultimately posed a threat to the optimal delivery of services (Schriber, 2023). Given that coalition governments create political instability by changing political executives numerous times within a single administration's duration, it is worthwhile to evaluate the influence of such political shifts on service delivery. As such, and as previously stated, the purpose of this research is to look into the impact of the political-administrative interaction on service delivery within the City of Johannesburg municipality. In addition, in order to achieve the study's goals and objectives, research methods that allow participants to freely express their personal experiences and understanding must be used.

This section of the research report details the research approach, research methods and research designs that the study employs to address the research questions. Further, this chapter addresses the data collection methods that the study uses. The chapter will also address the reliability and validity of the process and their importance in research. The chapter further discusses the ethical consideration issues that to ensure that the study is conducted in an ethical manner.

3.2 Research Approach

The researcher utilised qualitative research method. Qualitative research is an invaluable research method that holds the key to unlocking a deeper understanding of people's experiences, perspectives, and behaviours (Mayer, 2015). Mayer further argues that this methodology presents a more elaborate and refined outlook on the subject matter. By exploring the underlying rationales, motivations, and significances behind diverse phenomena, qualitative research provides matchless insights that cannot be obtained through numerical data or statistical analysis. It is a necessary tool for comprehending human behaviour and decision-making intricacies. It is crucial for anyone seeking a comprehensive understanding of the world around us.

Qualitative studies offer numerous benefits that are associated with the quantitative research method The flexibility and adaptability of the approach cannot be overstated. During the process of data collection, researchers can modify their research questions and methods, allowing them to explore emerging themes and follow new leads, resulting in a deeper level of research (Nassaji, 2015). With qualitative studies, participants are included in the process, enabling them to share their viewpoints. This method offers a stage for underprivileged or underrepresented voices to be heard, contributing to a more comprehensive and diversified comprehension of the research topic.

3.3 Research Paradigm

A paradigm is a philosophical mode of thought, a term coined by Thomas Kuhn. Researchers need a thorough grasp of research paradigms to effectively address it in their studies. Research paradigm allows a researcher to locate their research within a paradigm and the researcher should be able to offer a justification on why a certain paradigm is chosen. In light of this, the study adopts a interpretivism approach. The interpretive research approach is a qualitative approach to investigation that seeks to understand the complexities of human behaviour and the societal and cultural contexts in which it occurs. It is frequently employed in the fields of social sciences and humanities, where scholars strive to interpret and grasp the personal significances that individuals assign to their encounters (Mohajan, 2018) Instead of concentrating on

numerical information and statistical analysis, interpretive research gives importance to comprehending the personal experiences and viewpoints of individuals or groups.

Interpretivism, a philosophical perspective frequently employed in qualitative research, places great emphasis on comprehending the subjective human experience and the contextual environment in which said experience unfolds. In stark contrast, positivism champions objectivity and the utilisation of quantitative methodologies within research. Interpretivism, in the realm of qualitative research, champions the cause of acquiring an intricate comprehension of human behaviour, as well as the profound significance individuals attach to their encounters (Pham, 2018).

This paradigm is anchored in observation and the interpretation of collected data. In essence, it is about the collection of information about phenomena and making meaning of that information. This paradigm is premised on the understanding that the goal of science is to describe what can be experienced (McNabb, 2015). This paradigm is deemed suitable as the objective of this study to establish how the political-administrative interface affects service delivery in the coalition government of the City of Johannesburg. Due to the interpretive character of the research, a qualitative research paradigm was applied in this study.

3.3.1 Qualitative Research method

This study uses qualitative methodology. This approach is most suitable for this study because it allows the researcher to understand the experiences, perceptions, and attitudes of respondents through methods such as participant observation and case studies. The result is a narrative and descriptive description of a place or activity. This study aims to investigate a social phenomenon with multiple interpretations. According to Creswell (2007), qualitative research use methods such as participant observation and case studies to generate a narrative, descriptive account of a location or activity. According to DeVos (1998), qualitative research is an approach that takes into account a number of perspectives and utilizes different qualitative techniques and methods of data collection to examine social interaction and uncover the significance that subjects ascribe to it. According to Straus and Corbin (1990), qualitative research refers to any research that results in non-statistical findings or findings obtained through means other than quantification.

3.4 Research tools and application

Semi-structured interviews were used in the study. To gain insight into the crucial functions of the politics-administration interface in the City of Johannesburg municipality's policymaking, this study includes semi-structured in-depth interviews with political office-bearers, senior managers, public administrators, and important informants. Semi-structured interview questions were asked of participants in the study using an extensive interview guide.

De Vos et al. (2011:359) state that semi-structured interviews give a clear picture of the interviewee's thoughts, feelings, and experiences on a certain topic (De Vos et al, 2011). This case provided participants a chance to participate on the topic of political-administrative interface in the City of Johannesburg municipality. Conducting one-on-one interviews with each participant to simulate a more natural setting and generate more detailed feedback is one of the approaches to conducting qualitative research (Alston and Bowles, 2003). The study will generate its findings from in-depth, semi-structured interviews with the participants (Alston and Bowles, 2003).

3.5 Data collection methods

Research questions were prepared through in-depth semi structure interview questionnaires. This type of questionnaire was created to help respondents understand the nature of the City of Johannesburg Metropolitan Coalition government's political administrative dichotomy. The researcher observed that all interviewees were truthful, frank, and eager to share their experience and perceptions of the political-administrative interface within the City Johannesburg Metropolitan Municipality Coalition Government. Throughout the interviews, all significant issues pertaining to the research topic were addressed.

3.5.1 Semi Structured Interviews

The semi-structured interview is a common way to get information, but there isn't much research on how to make a guide for a semi-structured interview. There were interviews with the target group, which was made up of city officials and council members from different political parties. The interview guides and questions used by the researcher to find out how politicians and administrators work together in the City

of Johannesburg Metropolitan Municipality Coalition Government were carefully thought out before the interviews were conducted. The conversations lasted around thirty minutes, and their primary purpose was to examine the effect of the political-administrative interface on service provision at the municipal level. The study's interviewees included political and administrative officials.

The utilisation of this particular technique for collecting data facilitated the researcher's ability to pose open-ended inquiries, thereby expanding the scope for deeper exploration and eliciting more diverse perspectives from the study participants. Wilson contends that semi-structured interviews prove to be a valuable tool when addressing intricate issues as they allow for the utilisation of probes and spontaneous inquiries to delve deeper into the matter at hand, thereby enhancing comprehension and elucidating responses to queries (Wilson,2023).

During the time frame of November 2022 to February 2023, a magnificent 20 respondents were carefully selected to be interviewed. The total amount of time spent conducting these interviews was a whopping 500 minutes, with each respondent given the utmost attention for an average of 24 minutes. The longest interview lasted an impressive 32 minutes, proving the depth and thoroughness of the process, while the shortest interview was still a respectable 21 minutes.

Table 2: Details of the study

Description	Quantity
Number of Interviews	20
Duration of the interviews	512 minutes
Average duration	24 minutes
Shortest duration	21 minutes
Longest duration	32 minutes

Profile of respondents

Social research is a methodical examination that strives to produce knowledge regarding diverse facets of human society and social comportment. It entails the utilization of scientific techniques to accumulate, scrutinize, and construe data

associated with social phenomena. Social research facilitates comprehension of how individuals, groups, and institutions interrelate, the determinants that configure social frameworks, and the ramifications of social processes on individuals and society at large (Neuman, 2007).

Table 3: Profile of respondents: Councillors

Participant	Gender	Description	Portfolio
Respondent 1	Male	From a smaller political party	Councillor
Respondent 2	Male	From a larger political party	Councillor
Respondent 3	Female	From a larger political party	Councillor
Respondent 4	Male	From a smaller new political party	Councillor
Respondent 5	Female	From a larger political party in coalition	Councillor
Respondent 6	Male	From a larger political party	Councillor
Respondent 7	Female	From a smaller political party	Councillor
Respondent 8	Male	From a larger political party	Councillor
Respondent 9	Male	From a smaller political party	Councillor
Respondent 10	Male	From a larger political party	Councillor

Table 4: **Profile of respondents: Municipality Officials**

Participants	Gender	Description

Respondent 1	Female	Assistant Director Legal
Respondent 2	Male	Administrative Officer in the Chief Operations Officer
Respondent 3	Male	Researcher
Respondent 4	Male	Manager Legal Administration
Respondent 5	Female	Administrative Officer:Building Plans Submission
Respondent 6	Male	Assistant Director: Outdoor Advertising
Respondent 7	Male	GIS Specialist
Respondent 8	Female	Operational manager: E-PROPERTY INFORMATION SERVICES
Respondent 9	Male	Manager Zoning
Respondent 10	Female	Acting Manager: Street Addresses

3.6 Sampling techniques

According to Singh and Masuku (2014) The term "sampling" refers to the practice of selecting a group of individuals from within a population in order to estimate characteristics of the entire population. Data may be collected more quickly and at a lesser cost when samples are taken (Singh & Masuku, 2014). A researcher used a sampling process to select a subset (a smaller number of items or individuals) from a larger population to act as subjects (data source) for observation or experimentation in order to meet the goals of his or her study (Sharma, 2017). Probability sampling and non-probability sampling are the two methods used in sampling. Bryman (2004:543) defines a sample as a selection from the population. This study's sample is purposively selected from the entire City of Johannesburg employees and councillors.

3.6.1 Purposive sampling

Participants will consist of Municipal Officials and Councillors from various political parties within the City of Johannesburg Metropolitan Municipality and will be selected using a purposive non-probability sampling method. Researchers use purposive sampling when they want to get the most out of a study, according to Cooper and Schindler (2003). To paraphrase Cresswell (2012): "the capability of the participant to inform the research will be based on the engagement of the participants" (Quinlan et al, 2006). According to experts like Alston and Bowles (2003:90) and Bless et al., a sample is said to be purposeful when it is chosen for a specific reason in order to shed light on a specific issue of interest, and this reason is decided by the study topic (2007:121).

The study used a purposeful sampling technique. Guaranteeing that the study provided a "in-depth insight" was the aim, as is essential to qualitative research (Nastasi, 2001). The leadership of the political parties represented in council through a coalition government arrangements and municipal officials have been interviewed as research participants among the council members of the Johannesburg Municipality.

Purposeful sampling has several advantages over alternative sampling techniques. It enables researchers to choose participants who are most pertinent to the research query or objective, and it can be more efficient than other methods because researchers do not need to recruit a large number of participants. However, there are limitations to purposive sampling, as it can result in bias if the researcher's selection criteria are not well-defined or if the sample is not representative of the population (Etikan et al., 2016).

3.7 Target population

Target population is the populations of persons who are relevant to provide relevant information that is needed in the study. The group of people that the intervention wants to do research on and draw conclusions from is called the target population. It is important to describe the characteristics of the target population and any subgroups. The target group in this study was the appointed officials (administrators) and elected

officials (politicians) within the City of Johannesburg municipality in Gauteng in South Africa. Twenty (20) respondents were selected from municipal councillors, political office-bearers, and officials since they possess the relevant data for the study.

The list contained the following, but was not limited to:

1. 3 Senior Manager in the administration of the Johannesburg Municipality.
2. 2 Directors in the administration of the Johannesburg Municipality.
3. 5 administrative officials in the administration of the Johannesburg Municipality.
4. 10 Councillors in the Johannesburg municipality, representing both major and minor political parties.

Sample table

Occupation of respondents	**NUMBER OF RESPONDENTS**	**% TOTAL OF THE SAMPLE**
Senior Managers	**3**	**15%**
Directors	**2**	**10%**
Administrative officials	**5**	**25%**
Councillors	**10**	**50%**
	20 respondents	**100%**

Table: based on sample data as a source.

3.8 Ethics

In order to address ethical concerns, the researcher will follow the university's ethics protocols. Participants' confidentiality and safety will be ensured. The research

participants were given a participant information sheet outlining the research objective, purpose of the research, and confidentiality management.

The research was approved by the relevant authorities within the City Johannesburg municipality before it could be carried out. The research was granted permission by the authorities in the city.

In terms of positionality, the researcher will not be become part of the phenomena that is being studied. The basic information provided will not be overlooked, all the important aspect in the study will be taken into consideration.

3.8.1 Ethical considerations observed in a study

The researcher complied with the ethics guidelines set forth by the university to address ethical issues. Participants' safety and privacy were guaranteed. A participant information document explaining the goal of the study, its purpose, and confidentiality procedures was provided to the research participants. The respondents also gave permission to be contacted for an interview.

3.8.2 Confidentiality

The researcher took the initial step of prioritizing confidentiality by completely eliminating all personally identifiable information (PII) from the data to prevent individuals from being identified. Additionally, secure encrypted digital storage solutions and robust passwords were utilised. It was crucial to establish access controls to regulate who has the ability to view or modify the data. Furthermore, the researcher meticulously eliminated or disguised specific data elements that could potentially indirectly reveal participants' identities, such as unique identifiers, geographical details, and any combination of characteristics that could lead to re-identification. Through the implementation of these meticulous strategies, confidentiality concerns were effectively addressed by researchers, ensuring the protection of participant privacy and the preservation of trust in the research process. This not only fulfills ethical responsibilities but also bolsters the credibility and reliability of the research outcomes.

The first step in addressing concerns about research confidentiality is to acknowledge that confidentiality comprises of two important ethical principles: respect for people and beneficence (Cooper & McNair, 2015). There are numerous opportunities for researchers to violate the participants' right to privacy while undertaking research, and it is critical that they be aware of the various ways in which they may do so. Throughout the study, the researcher maintained strict secrecy to protect the subjects' personal information.

Research participants' privacy and right to privacy are important parts of the ethical concept of confidentiality. It means making sure that any personal or sensitive information collected from study participants is kept secret and not given to unapproved people or third parties without the participant's permission (Kaiser, 2009). Confidentiality helps researchers and participants trust each other and keeps participants safe from any harm that could come from private information getting out. Protecting the privacy and rights of study participants is essential to doing research in a responsible manner. As such, the confidentiality of the respondents was maintained throughout the research process.

3.9 Limitations, feasibility, and positionality

Subjectivity of participants: Members of the coalition government of the City of Johannesburg municipality, which is made up of administrators and officials from the municipality, are the main participants in this study. Politicians prioritise the objectives and platforms of their parties over all other considerations. Although this fact is largely subjective, it may also taint the assessment.

As the study was conducted in the City of Johannesburg municipality, the findings are not necessarily a reflection of the political-administrative interface across all municipalities with coalition governments.

3.10 Validity, reliability, and dependability

The concept of validity is concerned with ensuring that the employed techniques in the study actually measure what we intend to measure, while reliability means that results are always the same (Leavy, 2017, P.113). The term "reliability" is most often

associated with testing or reviewing quantitative research. However, it is used throughout the research field. If we think of tests as a way to collect data, then the quality of a qualitative study should be of good standard. The results of a high-quality qualitative investigation can shed light on a previously obscure setting (Eisner 1991:58). When planning a study, reviewing its findings, and evaluating its quality, validity and reliability are two elements that each qualitative researcher should consider (Patton,2001).

The researcher made sure that the survey data is accurate and reliable. As a way to ensure that the findings of the study are reliable and valid, thorough records are kept so that other researchers can check the work and see if proper procedures were followed. With the goal of auditing the research process, this study kept detailed logs of all in-depth interviews conducted.

3.11 Data analysis

Data was gathered throughout the interviews conducted. Handwritten field notes were meticulously created, alongside the making and safekeeping of recordings. These notes were then transformed into coherent write-ups, allowing for easy readability and editing to ensure accuracy. Through the identification of themes, such as word repetitions and key phrases in the interviews, a thorough analysis was carried out to detect the consistency in the emergence of vital concepts. This approach proved to be highly efficient in processing the data, unveiling insights into the dynamics of the political-administrative interface and its impact on service delivery within the coalition government of the city.

The results of any qualitative research study are significantly influenced by the data analysis performed. The thorough analysis of the data will undoubtedly demonstrate that our research objectives have been undeniably achieved. Moreover, this analysis assures that the conclusions are presented in a simple manner, available to even the most relaxed of readers.To determine the impact of the political-administrative interface on service delivery within the City of Johannesburg's coalition government, the researcher meticulously presented, interpreted, and analysed the data that we have collected. The two models of complementary model and political bureaucracy models will be used as tools of analysis.

3.12 Conclusion

This chapter furnishes a comprehensive account of the research design and methodology, which can be likened to the blueprint of the study. To gain a more profound comprehension of the impact of the political-administrative interface in the City of Johannesburg municipality, this qualitative analysis has been executed. The ramifications of inappropriate conduct and political intervention on municipal functionality, and consequently, service delivery, can be catastrophic. This is a matter that demands considerable cognisance from local political and administrative leadership, as well as the political structures that encompass them. This section provides a justification for the utilised research methodology, as well as addressing the ethical considerations. The following chapter will present a comprehensive discussion of the research findings that have been collected through the numerous research techniques that have been previously stated.

Chapter four: Presentation of data collection

4.1 Introduction

This chapter provides a summary of the data obtained during the data collection stage. The data collection stage involved conducting semi-structured interviews with ten political party councillors and ten officials affiliated with the Johannesburg Metropolitan Municipality in various locations throughout the city to ensure maximum convenience. The interviews were conducted at diverse locations throughout the Johannesburg Municipality,the interviews took place from November 2022 until February 2023 with a view to ensuring the respondents are not inconvenienced from their hectic schedules. The data revealed a serious challenge of political interference that is severely impacting the provision of basic services in the municipality. This nexus is having an extremely adverse effect on the service delivery, this is coupled by the chopping and changing of political leadership in the Johannesburg municipality because the municipality is governed through a coalition government arrangement.

The chapter commences by first giving a brief overview of the CoJ and its regions and the kind of services it provides as a municipality. Furthermore, the contemporary historical context to the political instabilities in the CoJ are highlighted through detailing the number of times that there has been changes withing the political executive. Moreover, the background brief indicates the impact of the instability on policy which ultimately informs service delivery. Interview responses from the different cohorts of the sample population are captured and the results are surmised.

4.2 Data Collection Process

The first research questions aim to delve into the nature of the Political-Administrative Interface in the City of Johannesburg Metropolitan Municipality. It is crucial to understand the relationship between the administrators and political actors, which is why the research question serves to establish just that. The literature review on Political-Administrative Interface as a global phenomenon provides unique insights into the nature of coalition and assists in understanding the Political-Administrative Dichotomy as a concept. The researcher also identified key interface models, namely: the Complementary Model and Political Bureaucracy Model. The comparative analysis

on countries that have Political-Administrative Interface and how they manage it will be pivotal in our research. It is essential to conduct this research as it will provide a comprehensive understanding of the Political-Administrative Interface in the City of Johannesburg Metropolitan Municipality, which will be crucial in informing future policies and decision-making.

Research question 1: What is the nature of politics-administration relationship in the City of Johannesburg metropolitan municipality?

In South Africa, it is imperative that the country upholds the principles of the separation of powers doctrine, as enshrined in our Constitution of 1996. Unfortunately, several municipalities have failed in this regard, leading to detrimental consequences. It is of this reason that the municipality under study is one such example, where a lack of proper understanding and interpretation of legal frameworks has resulted in a dire situation.

It is with great concern that we note the prevalence of traditional and bureaucratic public management in the City of Johannesburg metropolitan municipality, which is heavily politicised. Despite the availability of accountability mechanisms, there are governance failures which result in lack of accountability due to the absence of efforts to employ those mechanisms.

4.3 Interview results with Councillors

The respondents have stated that the political interference under the current dispensation bears similarities to that of the previous administration. During an inquiry on the nature of political-administrative interface in the Johannesburg Municipality, (i) a respondent from one of the smaller parties shared the following thoughts-

> ‘*In our municipality, there is a grievance concerning the current manner in which the municipality is being governed, particularly in regard to the allocation of responsibilities between politics and administration. A number of politicians have expressed discontent with their perceived lack of oversight, claiming that*

administrative officials are of an inferior status to that of the political office. This claim has caused a tense relationship between politicians and administrators.'

(ii) A councillor from a second biggest political party asserts that there is always a tension between municipality officials and political actors because of lack of clarity in the roles. The political actors within the municipality suggest that administrators should carry out instructions from political principals.

(iii) Another Councillor from the smaller opposition party asserts:

'*The deployment of party loyalists in the municipality administration has caused a rift in the municipality. The ruling party loyalists were handpicked and appointed to positions of seniority without possessing any relevant skills or qualifications to run public offices and ultimately their position was converted into permanent posts. The 150 employees had their post converted by the then mayor, Councillor Geoff Makhubo without due process being followed according to Mpho Phalatse. The issue of cadre deployment has resulted in poor performance management in service delivery, as the employed cadres are not equipped to handle the dynamic and demanding nature of public offices. Additionally, most of the appointed individuals have been seen proposing public policies that are unsuitable for enhancing municipal service delivery in communities'*.

(iv) A respondent from another political party contends that the relationship between administrators and political actors is always strained because the Code of Conduct for Councillors includes a provision that prohibits them from inappropriate interference in the administration is not followed by councillors who interferes in the function of the municipality officials because the councillors want to push party mandates.

The results of this investigation suggest that there is confusion on the nature of the relationship between political representatives and CoJ officials. This is indicated by the frequent tensions between the domains of politics and administration in the municipality especially reflected through the tendency of the two domains to claim superiority over each other. In order to enhance the interaction between administration and politics in municipalities, it is imperative to establish a system of checks and balances through legislative means that govern the behaviour of politicians and officials. This would guarantee that public policies are aptly designed to tackle the pertinent issues at hand.

4.4 Interview results from Municipality officials.

(i) A respondent from Town planning Department explains the situation as follows:

> '*The situation at hand demands urgent attention as administrators are eager and willing to work towards progress. However, our efforts are hindered by too much interference from politicians. It is important to acknowledge that such interference works against the success of any plan or project. Allow me to illustrate this with a clear example. When an MMC is appointed or elected, they visit our office with a well-thought-out plan that appears promising. However, the administrative procedures that must be followed become challenging due to certain instructions given by the politician. For instance, an MMC may instruct a municipality official to issue a seven-day notice instead of the required 31-day notice as per the by-laws. This interference only adds to the difficulties faced by administrators in enforcing the by-laws. It is high time we address this issue and ensure that we as administrators are given the autonomy to carry out their duties without any external hindrance. We should be allowed to work towards a system that encourages progress and development, free from any political interference'*.

(ii) One Municipality official pointed out that lack of cooperation exhibited by elected officials to work with municipality officials is the cause of conflict within the City of Johannesburg Municipality. The official further pointed out that the changes in the mayor's office caused by the inherent instability in the coalition government make matters worse for elected officials and municipality officials to work together. He suggests that the urge for political parties to push party mandates leads to elected officials giving instructions that are unlawful.

> (iii) As one Respondent phrased it: *'The absence of transparency is one of the factors contributing to the failure of the relationship between politicians and officials of the municipality. Whenever political leaders manipulate and direct municipal resources towards their personal interests, this causes a breakdown in trust between politicians and municipality officials. This lack of transparency undermines the confidence of elected officials, municipality officials, and the public at large'.*

(iv) A respondent who works in the office of the Chief Operations Officer explains the situation as follows:

> '*When elected officials prioritise their personal interests over the needs of the municipality and its constituents, they are betraying the very same people who elected them to council. It is important that our elected leaders put the well-being of the people they represent above their own selfish desires. The relationship between the two parties is tense because at most, elected officials tend to focus on their personal interest and forget the people'*.

The evidence at hand clearly indicates that the relationship between political representatives and municipal officials in the City of Johannesburg municipality is often characterised by conflict. The reason for this is that politicians tend to interfere in the affairs of administrators, often issuing unlawful directives that run counter to established policies and procedures within the City of Johannesburg Metropolitan Municipality. It is imperative to ensure that swift action is taken to address this issue and ensure that politicians do not overstep their bounds and compromise the integrity of the municipality's administrative processes. Essentially, this calls for rigorous implementation of the Local Government: Municipal Structures Amendment Act, 2021. The Act clearly stipulates that councillors must act in good faith and in the best interests of the municipality in order to safeguard its integrity. There is a need to establish mechanisms to ensure that the law as contained in the Act is observed.

The pivotal role that needs to be played by both the political and the administrative leadership in the municipality cannot be overstated when it comes to ensuring effective and efficient governance and the delivery of quality services to the residents of the City of Johannesburg. When both the political and administrative leadership in the municipality conduct their work in a manner that is in line with the prescripts of the law which ensures that interference is avoided, the administration tends to be effective. It is important that the leadership chosen is appropriate and capable as inappropriate leadership can lead to significant negative consequences that greatly affect the functioning of municipalities and the quality of services provided to the community. Therefore, it is crucial that the right leadership with the correct set of skills is chosen to steer our municipalities towards success and prosperity.

Research Question 2: How do politicians and administrators work and relate to each other within the coalition government of the City of Johannesburg metropolitan given that political actors represent different mandates from their political parties?

Interview results with officials:

Most respondents noted that there is too much political interference in CoJ municipality. This has been a long-standing issue and continues to be a major concern that affects service delivery. The underlying causes of this interference are often attributed to political representatives who seek to dominate local governance for personal gain, rather than prioritising the welfare of the citizens of the City of Johannesburg.

It is important to acknowledge that political interference often entails the discharge of patronage as it encapsulates the appointment of officials based on personal connections or loyalty to a particular political party, rather than the appointment being based on merit. This approach not only undermines transparency but also jeopardizes the integrity of the appointment process. The practice of patronage or nepotism can have dire consequences, leading to the appointment of incompetent individuals in crucial roles. Striving to ensure that merit and competency are the primary considerations in making appointments, and not personal connections or political affiliations is an imperative.

A respondent who is a city official in the building plans department in the CoJ had this to say when they were asked how the politicians and administrators relate to each other within the coalition government:

> ***'**My brother, the administrative interference is simply too much to bear in the municipality. It is time for action to be taken to stop the level of interference in administrative functions. The politicians need to be inducted and trained so that they understand the workings of government and the laws that govern it before they start giving out marching orders. We cannot let the coalition and political parties continue to disrupt the process of governance. And when it comes to budgetary matters, we must be especially vigilant. Moratoriums and delays cannot be allowed to hold up appointments of key personnel in the municipality. The moratorium also delays the municipality to fulfil service delivery targets. It is*

simply unacceptable. The municipality need to work together to ensure that we can fill all necessary positions and provide the services that our community so desperately needs. The new MMC has to be appointed because the mayoral committees keep on changing because of motions of no confidence that are passed on the administration. To oversee that or take a decision on that, although we have executive directors who are entrusted with signing all those things. The municipality has to wait for the new MMC to acclimatize themselves to the functions of the municipality and this causes unnecessary delays. Therefore, it is essential to appoint a new MMC urgently to ensure smooth and efficient decision-making processes.'

(i) A manager in the legal office in the municipality noted that the constant interference by politicians in the municipality cause breakdown in the relationship between municipality officials and politicians. The manager posited:

'The current situation in municipalities is concerning, with inappropriate political interference and strained relations between key officials. The lack of separation of powers between legislative and executive authority at the local government level is to blame for this. We must take action to address this issue and ensure that administrative matters are handled without political influence. We need to work together towards building a more efficient and effective system that will help us improve the state of our communities'.

(iii) A respondent from the city's housing department asserted that:

'The interference of politics in our municipality has resulted in a dysfunctional administration. It is unfortunate that there is a lack of trust between elected officials and administrators, which is caused by parties interfering in each other's functions. Allow me to provide you with an example. The code of conduct, which should guide councillors, is being overlooked by the very same councillors because they fail to observe their code of conduct. I recall an incident where a councillor attempted to issue an instruction to me as a housing official regarding a community in which he originates. I had to remind him that the legislative framework does not permit councillors to issue instructions to municipal officials.

The councillor was displeased with my response, but it is important to follow the rules and not to issue illegal instructions'.

Visser (2010) argues that the significance of appropriate political leadership cannot be overstated, especially in the context of municipalities and their surroundings. It is imperative that the political and administrative leadership understand the grave repercussions that incorrect political leadership can have on the smooth functioning of municipalities and ultimately, on the delivery of essential services.

(iv) An administrative official at COJ has highlighted that the frequent changes in the office of the City Manager position have resulted in significant instability within the municipality. Specifically, it was noted that during the period in which Herman Mashaba served as the mayor, Ndivhoniswani Lukhwareni was appointed as the city Manager, he was then removed from his position by the administration of the then mayor, Geoff Makhubo, in the year 2021. This resulted in the appointment of an acting City Manager, Bryne Maduka, who was subsequently replaced by Floyd Brink in 2023. The official further indicated that Lukhwareni was dismissed due to his refusal to endorse certain financial reports that he believed were not appropriately prepared. The political representatives highlighted concerns that municipal officials harbour an inherent distrust towards them due to the perceived inherent self-serving nature of political representatives, often prioritising party mandates over the delivery of necessary services. The accounting officers are expected to dutifully adhere to the orders issued by political appointees, lest they be swiftly and unceremoniously ousted from their positions.

Elected officials should avoid interfering with administrative functions or imposing personal preferences on the administration to prevent potential tensions and conflicts. While it may be tempting to fulfil campaign promises or gain political advantage, such interference undermines the professionalism and expertise of administrators and compromises their ability to perform effectively. It is essential to trust the knowledge and experience of administrators and allow them to operate without political influence.

4.5 Interview results with Councillors:

(i) A councillor from a larger party described the situation in the following way: The working relationship between councillors and municipality officials is sour because

some administrators do not want to cooperate with elected officials because there is a group of elected officials who want to push party mandates instead of prioritising the delivery of services.

Another representative belonging to a well-represented political party within the municipality's council and within the coalition contends that administrators often pursue partisan agenda in the municipality because they want to please political principals, sometimes in the expense of service delivery priorities that they should be focusing on.

The respondents mentioned that administrators often find themselves in compromising positions because they allow elected officials to interfere on administrative matters when asked regarding their perspective on the working dynamics and interrelations between politicians and administrators within the coalition government.

(ii) A respondent from one of the political party gave the following insights*:*

> *'In the City of Johannesburg, we have unethical councillors who sometimes take illegal orders from corrupt party officials and want to implement them in the municipality. This causes too much tension between elected officials and administrators. Administrators should at all times act in a non-partisan manner and provide services to residents according to policies and guidelines that are in place'.*

The majority of respondents indicated that an excessive amount of political interference within the City of Johannesburg exists, and that the political-administrative interface within the CoJ reflects what is encapsulated by the political bureaucracy model. This implies that political factors hold a significant weight in the decision-making process and administrative procedures. The political bureaucracy model is characterised by a robust influence of political leaders on the administrative machinery. Within this model, political leaders wield substantial authority over administrative appointments, policy implementation, and resource allocation. This may, at times, lead to a situation in which political considerations supersede administrative efficiency and effectiveness.

The evidence overwhelmingly suggests that the root cause of any breakdown in the collaborative efforts between elected officials and administrators is none other than the pursuit of narrow and partisan interests. This unfortunate practice, at times, proves to be extremely detrimental to the overall progress and productivity of the municipality.

Question 3: Is there a legislative framework that governs the political-administrative interface, and if so, how does it prescribe that this interface be managed?

Interview results with Municipal officials:

Most respondents noted that there is a legislative framework that governs that the political-administrative framework. The respondents noted that both the Municipal Structures Act and The Municipal Systems Act provide guidelines on how political representatives and political office-bearers can work together with administrators without interference. The objective of the Municipal Systems Act is to improve the level of good governance and ensure transparency in local government. It establishes the legal framework within which municipalities operate, defining their capabilities, responsibilities, and commitments. The Act is meant to clarify the functions of political actors and municipal officials.

Furthermore, it has been observed that despite the various legislative instruments that have been enacted to regulate the interface between politics and administration, there is a prevalence of non-compliance. This is due to the emerging narrative that indicate that the existing legislative instruments have not been duly complied with. The disregard for the governing legislations has resulted in undue interference.

(i) A respondent observed that:

> **‘***There is a legislative framework that prescribes how administrators and politicians should relate and interact with each other and its straightforward, but I think it's upon the city manager to conduct induction. You do conduct an induction to all these MMC's, all these councillors, but they overlook it. They use emotions in handling issues instead of applying the law. The politicians overlook*

the existing laws and expect us as administrators to implement illegal instructions.

Let me give you an example. There is a councillor who is now an MMC, there was a problem in Alexandra. The people have built a structure on top of municipality's [infrastructure], there was a pipeline of water supply they build a shelter on top of that pipe and it burst. That burst water pipe needed to be fixed. There is a legislation that says that you can't build on top of the municipality's infrastructure. We took a decision as officials that we will not fix the water until the people agree to be removed from the municipality infrastructure.

The MMC gave an instruction that we should never remove people from their houses without giving them alternative accommodation. We said but we have been issuing notices for them to move. And you were the one defending them as an MMC while you should be supporting us to demolish so that we can resolve the issue of water. Now the situation is dire and bad. We told the MMC that he was using emotions instead of applying municipal by-laws. We then realise that if we take into consideration the emotions of a politician instead of applying the law, we will be in violation of the by-laws.

The councillor was refusing that the houses should be demolished because it's in his ward and eight families would be affected when houses are demolished in order to fix the burst water pipe. The houses were eventually demolished by officials and the water pipe was fixed without the blessing of the councillor'.

(ii) One participant revealed that:

'*There is a legislative framework that governs how politicians and administrators should work together, however there is no policy that protects administrators against coalition governments which are changing more often in the City of Johannesburg. We hope that legislators will sit down and draft policies that will ensure that the changes in coalition governments does not affect service delivery'.*

The responses from most respondents indicate that there is a legislative framework in place that governs the relationship between public representatives and appointed

officials. It is imperative that political actors and administrators recognise the significance of such a framework and work towards implementing it to improve the interface between politicians and administrators.

Interview results with Councillors:

The framework regulating the interaction between administrators and politicians is widely acknowledged by respondents. However, the greatest challenge is that individuals deliberately choose to disregard the legislative framework that has been established. Refusal to follow these policies results in interference, ultimately leading to a breakdown of the relationship between the two parties. Most respondents indicated that there is a need of adhering to this framework in order to maintain a healthy and productive relationship between administrators and politicians.

(i) When a respondent from one of the new parties in the coalition government was asked about what his perspective is if there is a legislative framework that governs the political-administrative interface, their response was as follows:

> *'There is a legislative framework that clear stipulates in the form of code of conduct of councillors that councillors should not give instruction or interfere in the work of administrators, but we have seen our fellow councillors from the ANC benches trying to interfere in the work of administrators because they sometimes make unrealistic promises to the constituencies, this is a serious problem that needs to be addressed'.*

(ii) A respondent from a prominent political party within the coalition has expressed concerns regarding the administration of the city by the DA and its partners. This individual has highlighted the challenges of total disregard for legislative instruments that govern the interface between political representatives and appointed officials. They contend that this is due to the fact that some of the Section 56 managers were appointed by a coalition government led by the ANC and tend to obey instructions issued by political principals instead of following the policies of COJ. As a result, interference from ANC councillors has led to the issuance of unlawful instructions hindering the effectiveness of the administration. It is unfortunate that the legislative

frameworks put in place to manage the interactions between politicians and administrators are often ignored, leading to such untenable situations.

The majority of respondents have observed that there are extant legislative measures in place that prescribe how the relationship between political representatives and appointed officials should unfold. Nonetheless, it remains imperative that adherence to these regulatory frameworks is strictly observed to prevent any undue interference in each party's respective functions. (iii) This is summed up by councillor from one of the smaller parties that is represented in council when they stated who stated that:

> *'There is a clear legislative framework that that governs the separation of roles between administrators and political actors, however, the parties choose to ignore the frameworks of separation of roles because they want to interfere in the functions of others'*.

Question 4: What is the impact of political-administrative dichotomy on service delivery in Johannesburg Metropolitan Municipality coalition government?

Interview results with municipal officials:

The persistent issue of municipalities failing to consistently deliver services in South Africa has had a detrimental impact on a number of communities across the country. There are various factors that hinder municipalities from delivering adequate services in a consistent manner to the people. These factors range from corruption, inadequate allocation of resources in municipalities, governance failures and capacity constraints. There is a need for an action to be taken to ensure that all communities have access to the essential services they need and deserve.

When the researcher asked the respondents about the impact of political-administrative interface on service delivery, most respondents were of the view that service delivery has significantly declined in the City of Johannesburg over the past few years.

(i) One Respondent went so far as to state that:

'The impact of the relationship between administrators and political actors on service delivery cannot be overstated. It is a well-known fact that every new administration that takes over government brings along its own set of priority areas. For instance, when the DA led coalition took over in 2019, it introduced its own service delivery priority area called Aresebetseng. Similarly, the ANC led coalition introduced its own priority area called Rapid service delivery. Unfortunately, the introduction of these new priority areas can have a severe impact on service delivery since the administration is compelled to focus on them'.

The researcher asked this senior administrator a question on the impact of political-administrative dichotomy on service deliver. These are some of his reflections:

'Service delivery has been affected severely by the interference of administrative functions by the politicians. I will give you an example of my department, you will find a person running a sprain painting and panel beating workshop in his property. We will issue a notice for him to stop, a 30-day notice will be issued, and the city has applied to go to court. The city is unable to proceed with the court action because the changes that are effected in council through motions of no confidence affects the operation of government. There is a lot of lawlessness happening within the city and the city is dirty. The residents of the city are taking advantage of the unstable situation within the municipality and using it engage in illegal activities. The instability caused by the coalition governments really affects service delivery severely'.

(ii) One of the respondents has highlighted that service delivery has been severely impacted due to the absence of a stable government as a result of the frequent changes within the municipality. This respondent has further pointed out that since the local government elections of 2021, the mayor position has already been changed three times, consequently inhibiting the municipality's ability to achieve its 11 priority objectives due to the lack of stability within the city.

(iii) Another respondent noted that the challenge of critical posts that are vacant affects service delivery severely:

'In our municipality, there are numerous senior administrative positions that remain unfilled due to the unfortunate instability of the political administration. As you may be aware, we have already seen three different mayors since the last elections in 2021, which has created numerous obstacles for our city's progress. These unprecedented changes have made it exceedingly difficult for us to deliver the services that our community deserves'.

(iv) One Senior administrative official revealed that:

'In the City of Johannesburg, we must urgently address the critical issue that hinders our ability to deliver the high-quality services that our communities deserve. As administrators, we are hindered by an unfortunate lack of autonomy, which has created numerous obstacles that impede our effectiveness. It is imperative that we overcome the challenge of the political-administrative interface, which negatively impacts our performance as staff members'.

Most respondents were of the view that the issue of the relationship between municipality officials and political represenatives can negatively impact service delivery. When a new government takes over, it often brings in a new team and may become hostile towards the current officials in office. This can have a devastating effect on service delivery. Therefore, it is imperative that administrators and political actors work together to ensure that the needs of the people are met. There is a need for the administration and political actors to strive towards a common goal of delivering quality services to the communities.

Interview results with Councillors:

(i) One participant revealed that:

'The impact of political administrative interface has a significant effect on service delivery. It's unfortunate that some section 56 managers prioritise party

mandates over the right procedures when leading municipality entities. These partisan politics caused by political interference has led to a decline in service delivery in the City of Johannesburg, the city needs to get rid of officials who are proxies of politicians so that it can deliver on its constitutional mandate'.

A few respondents stated Political parties want to advance their political objectives through the utilisation of the municipal apparatus. Occasionally, they make commitments to communities in a manner that is not consistent with the municipality's objectives. This, at times, leads to an untenable situation when political parties end up issuing unlawful instructions that are incompatible with the municipality's goals.

(ii) A Respondent from the EFF observed that:

'The ANC's cadre deployment policy has resulted in the deployment of individuals who are loyal to the party but unfortunately unable to distinguish between the party's work and that of the municipality. This has caused grave issues as the managers strategically placed in these positions are unable to separate the state apparatus from party politics, ultimately compromising the service delivery agenda of the municipality. We need to go back to the drawing board as council and enact more policies that ensures that the municipality is free from any form of interference because it should service all residents of our city'.

(iii) Another respondent from a larger political party had this to say:

'*The political-administrative interface has unfortunately led to many conflicts in our municipality due to coordination challenges between politicians and administrators. The lack of cooperation between political actors and municipal officials has resulted in delays and inconsistent service provision, which is not acceptable for our city'.*

The respondents noted that in order to enhance the outcomes of service delivery, it is crucial to achieve a proper balance between political responsibility and administrative effectiveness. In the absence of this balance, the entities of the city and the

municipality itself encounter detrimental consequences in delivering services. Additionally, the effectiveness of administrators is affected, and the ability for collaboration between the political and administrative domains becomes unfeasible. Achieving a proper balance between political responsibility and administrative effectiveness is crucial in enhancing the outcomes of service delivery.

Question 5: What is the role of political office-bearers and Senior municipality officials in the initiation of executive and departmental (administrative) policy in the City of Johannesburg Metropolitan municipality?

Interview results with municipality officials

(i) One respondent clearly stated that:

> *'There are good policies that are in place in the Municipality, there challenge always comes when the policies are supposed to be implemented. There has been a challenge in the coordination and implementation of policies. When there are meetings between administrators and politicians, there is always a fight because politicians always want to bypass existing policies in order to achieve their goals. We always apply policies that are in place as administrators whereas politicians do not want to apply policies.*
>
> *An example will be that a politician will issue an instruction that there is a house that is built illegal, it needs to be demolished. When I explain to the politician that before demolishing takes place, a notice should be issued to ensure that there is compliance, a politician will force that a house should be demolished without a demolishing order. Lack of commitment from the politician to comply with policies is the major factor that contribute to the breakdown of relationship between politicians and administrators'.*

The City of Johannesburg has been given the autonomy to enact policies as prescribed in the municipality act, according to one respondent. However, these policies must align with national and provincial government legislation. The respondent went on to note that the city has already implemented some good policies, but what they truly need are administrators who can put them into action.

(ii) Another respondent noted that:

'In the city of Johannesburg, it is important that we have political actors who possess a deep understanding of policy initiation and execution. Unfortunately, there are those who lack the basic principles of separation of role processes. It is my firm belief that politicians should be responsible for initiating and developing policies, while leaving the execution to the capable hands of the administrative staff of the municipality'.

The outcomes derived from respondents points to the notion that administrators, who are typically designated or appointed professionals, bear the onus of executing policies when they are developed. They operate within governmental agencies, departments, or organisations to actualise the policies and translate them into a program of action. Administrators possess the expertise and knowledge requisite to effectuate policies effectively and efficiently. Administrators also scrutinise and evaluate the impact of policies and provide feedback to politicians for potential adjustments and reviews in the policies that are not working.

Most respondents noted that collaboration between public representatives and appointed officials is absolutely crucial in identifying areas that require policies to be initiated and implemented. It is imperative that political actors and administrators work together to ensure that the process of policy initiation and execution is a team effort, so that policies are initiated and they are implemented, this requires both administrators and political actors to come on board.

Interview results with councillors

(i) A respondent from a larger party asserted that

'As members of the council, the responsibility has been placed upon us to ensure the initiation of policies lies with us, the expectation is that the administrative arm of the municipality will carry out these policies. In this regard, we, as political actors, function as lawmakers with the administrators serving as implementers of the said policies. It is of utmost importance, therefore, that each one of us has a clear understanding of our respective roles within the local government space to prevent any potential conflicts that may arise as a result of role overlap'.

Most respondents noted that politicians, such as elected officials or policymakers, are responsible for initiating and developing policies. They are typically the ones who propose and shape new laws, regulations, and initiatives. Politicians often interact with various stakeholders, such as experts, interest groups, and constituents, to gather input and support for their policy proposals. They consider public opinion, societal needs, and political considerations while formulating policies. Their primary goal is to create policies that align with their party's platform, address societal issues, and fulfil the needs and aspirations of the electorate.

Most respondents further agree that the South African Local Government Association (SALGA) offers invaluable guidance and frameworks to administrators, enabling them to execute policies with effectively. SALGA's guidelines comprise industry-leading best practices, procedural requirements, and performance indicators that are instrumental in ensuring policy compliance and progress monitoring. In fact, administrators should undoubtedly be at the forefront of policy execution within the municipality. It is the duty of administrators to translate policies into actionable plans, judiciously allocate resources, supervise personnel, and diligently ensure compliance with guidelines provided by esteemed organizations such as SALGA. This way, they can aptly contribute to the smooth functioning of the municipality and the realization of its goals.

Question 6: What are the challenges facing administrators to formulate and implement public policies that inform the provision of services in City of Johannesburg Metropolitan municipality? Elaborate.

Interview results from officials

(i) One of the respondents succinctly encapsulated the issue:

> *'Again, political interference. Let me give you an example for the IDP integrated development program or policy. That is a platform where residents have to demand, like we want all we want Southfield, we want the library, we want the clinic as community is not as political parties but go to those IDP programs when you get to for example, you will go out. We were at Far East bank Alexandra. You go there today is a IDP program, and then the Chairperson or the Regional*

Director will say today is not about politics but the needs of the community. What do you want the municipality to do for you in the next 5 years, financial year. There will be different political parties wearing their political regalia.

When these discussion takes place, there will be a lot of disagreements because of different party ideologies that each political party is pursuing. The politician will turn a community meeting into a political contest, it will be difficult to conclude the IDP plan because of these disagreements. The interference of political parties is a major challenge. Interference hinders policies to be drafted, promulgated, and implemented and at the end policies are approved and then implemented so everybody wants to take credit. As municipality officials we are trying to teach the communities that there IDP program is not about politics, it's about the community development and the needs of the community being met'.

(ii) One survey participant adequately expressed that the City of Johannesburg (COJ) possesses proficient administrators who possess the necessary competencies to effectively implement policies as stipulated by the city. The sole obstacle that administrators appear to confront pertains to political interference from politicians. The participants propose that politicians should refrain from interfering in internal affairs that necessitate the involvement of administrators.

Most of the respondents have acknowledged that the city is blessed with a team of highly competent administrators who are capable of executing policies with utmost excellence. However, the real challenge arises when external forces start interfering in the affairs of the administration. The research participants pointed out to the fact that there is a manifestation of unwarranted involvement of politicians in the process of policy implementation which should solely be the domain of administrators

Question 7: What efforts has the city taken to clarify the relationship between administrators and politicians in the municipality?

Interview results with councillors:

The city has taken great strides in ensuring that political actors and administrators conduct themselves in an exemplary manner during their day-to-day business. This was confirmed by a councillor from another small party who admitted that the city offers

workshops for councillors on various legislation, including the code of conduct for councillors and SALGA guidelines. It's clear that the city is making every effort to clarify the roles and responsibilities of those in positions of power, and this is a testament to their commitment to good governance and accountability.

(i) As one respondent explicated it:

'There are various initiatives that the city has put in place to clarify the relationship between elected officials and administrators. For example, the city's induction after the election of councillors is an essential step in clarifying the crucial relationship between elected officials and administrators. These workshops are designed to empower councillors with the necessary skills and knowledge to effectively fulfil their duties and exceed expectations. Furthermore, the city provides staff concessions to its employees, enabling them to gain a deeper understanding of local government. These opportunities are offered by esteemed institutions that have been approved by the city'.

Interview results with Municipality Officials:

Most respondents noted that there are various workshops that the municipality conducts to educate them on how the relationship should be managed between elected officials and administrators. In these workshops, administrators noted that various experts are invited to unpack how the interface between elected officials and administrators should be managed. This is done on a yearly basis to capacitate staff members.

(i) One respondent summed it up by highlighting:

'The municipality has taken an effort to really clarify the role between elected officials and administrators. These initiatives have been put in place so to avoid the conflict that may arise because of the interface between administrators and elected officials'.

Question 10: Do you think that public participation is important in the making and implementation of policies in the City of Johannesburg Metropolitan municipality?

Interview results with Municipality officials:

(i) A high-ranking administrative officer within the Johannesburg City Council has highlighted the crucial significance of public participation through his response which was as follows:

> *'It just it is very, very important. Public participation is very important, hence Departments decided to have different educational programs on the making and implementation of policies. Once a week, the municipality send different departments to communities to teach them about the by-laws, so that when they have these IDP's, they have an idea of what they're talking about because we realise that only if we go to public for IDP's, communities hardly understand what IDP's are all about. These programs that Departments are running are meant to help communities get used to public participation, and I think public participation is improving and this borders politicians because the public is getting more engaged on issues that affects them on a daily basis'.*

(ii) Another senior official in Johannesburg City Council noted that public participation is not only significant but also imperative. It offers a crucial platform for communities to express their apprehensions to public officials concerning issues that have a direct impact on their communities.

Participants emphasised the crucial role of public participation is important as it provides citizens with a sense of empowerment and agency. By allowing individuals to voice their opinions and concerns, this process fosters a culture of inclusivity and democratic decision-making. Furthermore, respondents highlighted the value of diverse perspectives in addressing community issues. By soliciting input from a wide range of stakeholders, the state can better understand and address the complex challenges facing its citizens. To illustrate this point, consider the issue of drugs. As one participant noted, young people are uniquely positioned to speak to this issue, given the disproportionate impact of drug use on their generation. It would be counterproductive for older individuals, who may not have the same lived experiences, to attempt to represent the perspectives of youth. Instead, by empowering young people to speak out and propose solutions, we can ensure that policies and programs are responsive to the needs of those most affected.

In brief, there is a unanimous consensus among survey participants that public engagement holds paramount significance for individuals as it serves to uphold democratic ideals, guarantee representation, stimulate transparency and accountability, enhance the process of decision-making, cultivate a sense of ownership and empowerment, and fortify social cohesion and trust within communal settings.

Interview results with councillors:

(i) A councillor from one of the smaller parties stated:

'The imperative nature of our duty as public officials lies in the restoration of public trust. To achieve this, we must take responsibility and return to the communities we serve. By allowing them to hold us accountable, trust will be re-established between public representatives and the communities they serve. Service delivery protests that occur sporadically across Johannesburg are a symptom of citizens feeling unheard. As politicians, it is our duty to remain in touch with reality and respond to the needs of our communities. Therefore, we must return to the basics and prioritise public meetings with communities'.

(ii) A councillor from Action SA clarified this by saying:

'Communities today are feeling a great sense of unease and dissatisfaction. This is all due to the fact that elected councillors tend to abandon their communities immediately after being elected, only to return four years later when they need votes. It is absolutely crucial that public meetings be made mandatory throughout the city. By doing so, citizens will be able to hold their public representatives accountable for their actions. This will also enable citizens to demand that the government respond to their needs. Currently, the system in place leaves communities in the dark about who their public representatives are and where they can go for help. This can create feelings of frustration and hopelessness. The only way to solve this issue is to encourage public participation'.

Most respondents agree that public participation is absolutely crucial, as there is a rising sense of frustration amongst communities who feel that their voices are not being heard. This has resulted in a plethora of service delivery protests throughout the city, which could have been easily prevented if the accounting authority would simply provide communities with updates on their progress. By holding public participation meetings, municipality officials can outline the programs that are currently in place and provide progress reports on ongoing projects. These meetings are an essential tool for ensuring that community members are fully informed and empowered to take an active role in shaping the future of their neighbourhoods.

Question 14: Do you think that there should be a legislative framework that governs coalition government?

Interview results with Councillors:

(i) One of the councillors had this to say:

'Absolutely, there should be a legislative framework that governs coalition government. My view is that the political parties must be given a chance to draft coalition agreements after elections that are signed by the judge to avoid an issue where they change their agreements. The coalition agreement should bind the political parties for five years at least to avoid an issue where there is no stable government. Can you imagine if what is happening at local government could happen at the national level, our country will collapse.

A claim was made by a respondent affiliated with one of the major parties within the coalition. He had this to say 'There is an urgent and pressing need for a legislative framework to govern coalition governments. The current situation in COJ is highly concerning, as it threatens the stability of the entire municipality. It is imperative that we take action immediately to address the challenges that arise when governments are formed without proper agreements in place. A comprehensive legislative framework is the only solution that can ensure the long-term success and prosperity of our municipality. Let us work together to make this a reality'.

(ii) A respondent affiliated with a minor political organisation expressed the same viewpoint with other respondents:

> *'There is an undeniable urgent need to establish a robust legislative framework for coalition governments. The formation of such governments by parties with divergent ideologies is a common occurrence, and a legal framework would enable these parties to bridge their differences and find a mutually agreeable middle ground. Without such a framework, the likelihood of reaching a compromise is greatly diminished'.*

The consensus among the majority of participants is that the laws regulating coalition governments are essential for guaranteeing the seamless operation, stability, and efficacy of multiparty administrations. These clear establish the guidelines and principles of the political process, facilitate the equitable distribution of power, and encourage collaboration among different political agents, ultimately enhancing the quality of democratic governance.

Interview results with municipality officials:

(i) A high-ranking administrative officer within the Johannesburg City Council has made an observation. He had this to say:

> *'The frequent changes in council are having a detrimental effect on the provision of services. It is imperative that we establish a reliable framework for governing when these changes occur within council. We cannot allow for constant changes within council, as it causes difficulties in dealing with political leadership that consistently shifts its priorities. We need to advocate for a stable and efficient council that prioritises the needs of the community'.*

Question 15: Do you think that the coalition government is succeeding in providing basic services to the citizens of the City of Johannesburg – has there been an improvement or a decline in the provision of services? (Respondents should also comment on the quality of the services provided and the level of efficiency in providing the services).

Interview results with Municipality officials:

(i) One of the respondents noted that:

'The provision of services has declined in the City of Johannesburg. In the beginning, just after when Mashaba won, service delivery started improving. Immediately after Herman Mashaba resigned as executive Mayor of COJ, we saw another decline in service delivery. There are milestones that Herman Mashaba was able to achieve, this includes, insourcing of cleaners and securities, tar roads were resurfaced, and he opened a 24-hour clinics. The coalition government has brought so much instability in the City of Johannesburg. Coalition governments are more self-serving than servicing communities'.

(ii) One research participant contends:

'Without a doubt, there has been a decline the provision of services in the City of Johannesburg. It is imperative that we address the issue of unstable governments as they pose a significant threat to the proper management of public funds. As evidenced by the situation in Johannesburg, unstable councils lack the necessary accountability mechanisms, leading to a regrettable decline in service delivery'.

Research participants agree that the considerable deterioration in service delivery within the City of Johannesburg can be attributed significant to the unstable nature of the various governments. The presence of unstable governments is known to pose obstacles towards the formulation and execution of long-term plans for the provision of services due to frequent alterations in leadership or priorities. This, in turn, has led to inadequate infrastructure development, deficient maintenance of pre-existing facilities, and inadequate allocation of resources to address the pressing needs of the city.

Interview results with councillors:

(i) A respondent from one of the biggest political office said:

'During the coalition government, there were exceptional moments of success in the provision of services. Dr Mpho Phalatse was at the helm during this period

and was able to ensure that our service delivery demands were met with precision. However, as soon as a new councillor by the name of Thapelo Ahmad took over, things took a turn for the worse. I believe that his lack of experience contributed to the decline of services in COJ. It is evident that the city needs a leader with a track record in governance and capable of delivering quality services to the people'.

(ii) A councillor from the second biggest party i.e., second biggest representation in council, expressed deep frustration with the decline in service delivery in the City of Johannesburg. The councillor stated:

'Political parties within the City of Johannesburg (COJ) have been unable to meet the needs of the populace, hence, I implore you to take action. The consistent alteration of the mayoral team has led to various challenges in our municipality. Rather than prioritizing the provision of necessary services, political parties are primarily focused on securing positions for their respective parties. This approach is unacceptable, and it is evident that we have failed the people of Johannesburg in the aspect of providing fundamental services. It is evident that coalition governments are presently ineffective due to the absence of explicit guidelines. Hence, people can arise, pass a motion of no confidence, and establish a new government. This, in turn, adversely affects ongoing efforts to enhance communities'.

(iii) Another respondent opined that is it too early to conclude whether the coalition government is succeeding or failing to deliver services. He said the following:

'It is understandable that there may be doubts when a new government assumes power led by the new mayor Kabelo Gwamanda, but we must not jump to conclusions. Rather, we should give the coalition government the benefit of the doubt and allow them the opportunity to show their capabilities. Rest assured, the respondent strongly believes that the coalition government will not disappoint and will succeed in providing top-notch services to all residents'.

When asked about the effectiveness of the city's efforts to provide services to its residents, the respondents showed some inconsistency. Some of the respondents expressed the opinion that the provision of services in the city has declined, while others maintained that the coalition government has been successful in providing services to Johannesburg's residents. However, the majority of respondents believe that the city has experienced a reduction in its ability to provide services.

Chapter five: Analysis and summary of findings

The following chapter is an important chapter as it provides a comprehensive overview and in-depth analysis of the research findings. The research process was conducted with utmost care and the results obtained are of utmost importance. The critical analysis of the data gathered through interviews with 10 Councillors and 10 appointed senior officials from the City of Johannesburg Municipality presents an interesting perspective of the current situation and understanding of the municipality by both political representatives and appointed officials.

Whilst the previous chapter outlined various themes, which have been further grouped into seven thematic areas for a better understanding of the findings. The primary evidence, i.e., the first-hand information gathered from the sources interviewed, has been used for the analysis. This finding is solely based on the primary data through interviews, making it an authentic source of information.

5.1 Decline in service delivery in the City of Johannesburg

For the purpose of this analytical section, a particularly pertinent question emerged. Firstly, the respondents were questioned on their experience: *What is the impact of political-administrative dichotomy on service delivery in Johannesburg Metropolitan Municipality coalition government?* These questions spoke to main research question one which investigated the impact of political-administrative interface on service delivery in City of Johannesburg.

The local government of South Africa has undoubtedly played a pivotal role in ensuring the overall social and economic development of the country, ever since the introduction of the new democratic municipal dispensation in December 2000. The vast majority of South Africans today have increased access to a number of basic services, and more opportunities have been created to enable participation in the economy. Yet, despite the remarkable achievements, it cannot be denied that some poorer municipalities are currently grappling with service delivery issues, which is a cause of great concern for the entire community. There has been a number of service

delivery protests that have taken place across the country due to the failure of municipalities to provide basic services (Naidoo, 2010).

The lack of maintenance in municipal infrastructure in South Africa is a matter of grave concern that has persisted over a significant period and has been highlighted as one of the causes of a decline in service delivery. This issue has far-reaching implications for the various facets of public infrastructure, such as roads, water supply systems, electricity grids, waste management, and public buildings. It is imperative that attention is given to the multiple factors that contribute to this pressing problem, including financial constraints, governance and management issues, capacity and skills shortages, growing urbanisation, and socioeconomic challenges.

Growing urbanisation cannot be ignored as a significant factor that has been flagged as the root cause of the decline in service delivery. The rapid urbanisation in South Africa has put an enormous strain on municipal infrastructure. Unfortunately, the existing infrastructure may not suffice to cater to the ever-growing population, leading to further deterioration. Rapid urbanisation is as a result of many migrants who prefer to move to Gauteng to pursue economic opportunities that are presented by the big city such as the City of Johannesburg. The movement of individuals towards urban regions presents a formidable obstacle for urban administration; nonetheless, it is crucial to recognise the significant patterns of decreasing household magnitudes and the inevitable separation of households that are a contributing factor to the growth of municipalities, thereby amplifying the need for housing, amenities, and infrastructure (Todes, et al.,2010).

Taking this context into account, the views of the respondents were illuminating. What the research has established is that the pressing concern of each respondent is undoubtedly the decline in service delivery at the City of Johannesburg. It is crucial to address this issue immediately. Aging infrastructure and poor budgeting have been cited as reasons for the decline in service delivery. One of the smaller parties in the coalition argued that:

> *'As responsible citizens, we must work together to ensure that the city's infrastructure is upgraded, and budgets are allocated appropriately. There is a need to take an action now to improve service delivery for the betterment of the city and its residents'.*

The extensive ramifications of neglecting maintenance in municipal infrastructure cannot be ignored. Such neglect can lead to the degradation of roads, water scarcity, untrustworthy electricity supply, unsanitary waste management, and hazardous public buildings. In the City of Johannesburg, there are numerous hazardous buildings that have been hijacked by syndicates. This challenge prompted the former mayor, Herman Mashaba, to undertake a project aimed at refurbishing these hijacked buildings and transferring them to the municipality. These issues threaten the standard of living for inhabitants, stagnant economic growth, and pose a grave threat to safety. It is imperative to address the aging infrastructure in the City of Johannesburg with the utmost urgency.

Addressing the predicament of the downturn in service delivery necessitates a multifaceted approach. This approach entails enhancing financial management and accountability within municipalities, augmenting investment in infrastructure maintenance, rectifying political interference, strengthening capacity through recruitment and training of personnel with the right set of skills, and promoting collaboration among government departments, communities, and the private sector. Furthermore, promoting transparency in government dealings and citizen participation in decision-making processes can facilitate the enforcement of accountability for infrastructure maintenance by municipalities. It is imperative that the City of Johannesburg government and pertinent stakeholders prioritise infrastructure maintenance as a fundamental constituent of sustainable development and allocate adequate resources to ensure the perpetual maintenance of municipal infrastructure.

5.2 Political interference by political actors

When considering the nature of political-administrative interface in the City of Johannesburg, it is imperative to take into account the multiplicity of parties represented in the municipal council. Respondents have acknowledged that there is a pressing concern regarding political interference in the administration of City of Johannesburg. This line of questioning directly relates to **Research Problem sub question B**, where the primary theme for investigation is to dissect how politicians and administrators work and relate to each other within the coalition government of

City of Johannesburg Metropolitan. This is particularly important, given that political actors represent different mandates from their respective political parties.

Political interference in municipalities in South Africa is a critical issue that has had a profound impact on governance and service delivery in various municipalities. Municipalities in South Africa have the essential responsibility of providing vital services such as water, safety and security sanitation, electricity, and housing to their communities. However, it is unfortunate that political interference, often motivated by party politics, has severely hampered the efficient functioning of these municipalities.

The detrimental impact of political interference on municipal affairs cannot be overstated, and one of the primary culprits is the practice of cadre deployment. This practice by politicians ensures that unqualified and inexperienced party members placed in key positions, effectively in the expense of the effectiveness of municipal administrations. With incompetence and corruption running rampant, it is imperative that this practice be brought to an end.

Political interference in municipalities has disastrous consequences for the communities they serve. It results in mismanagement, financial irregularities, and a lack of accountability. The allocation of resources becomes skewed, and qualified individuals are overlooked in favour of politically connected ones, leading to a decline in service delivery. Corruption and nepotism take hold, causing public mistrust in local government to grow even further. It is crucial to prevent political interference in municipalities to ensure that the needs of communities are prioritized and met in an effective and ethical manner.

A senior administrative official in Johannesburg City Council noted that political interference affects the provision of services in the City of Johannesburg. He said:

> *'Service delivery has been affected severely by the interference of administrative functions by the politicians. I will give you an example of my department, you will find a person running a sprain painting and panel beating workshop in his property. We will issue a notice for him to stop, a 30-day notice will be issued, and the city has applied to go to court. The city is unable to proceed with the court action because the changes that are effected in council through motions of no confidence affects the operation of government. There is a lot of lawlessness happening within the city and the city is dirty. The residents of the city are taking*

advantage of the unstable situation within the municipality and using it engage in illegal activities. The instability caused by the coalition governments really affects service delivery severely'.

Efforts have indeed been made to address the detrimental issue of political interference in South African municipalities. Various organisations, civil society groups, and concerned citizens have tirelessly advocated for greater transparency, accountability, and the depoliticisation of municipal administrations (Mansuri, et al. 2012). It is crucial to note that the Constitution of South Africa provides a robust framework for local government one that emphasizes the autonomy and accountability of municipalities. However, we must acknowledge that implementing these measures effectively and overcoming entrenched political interests remains a significant challenge. With that said, we must continue to persevere in our efforts to ensure that our municipalities operate with integrity and serve the best interests of the people they represent.

The researcher asked this senior member of a municipality about the impact of political interference. These are some of his reflections:

The Code of Conduct of Councillors clearly stipulates that council members are not authorised to issue directives to municipal officials, unless they have obtained explicit permission from the council. Shockingly, within the City of Johannesburg, it has been observed that some council members succumb to the temptation of attempting to instruct municipality officials. It is imperative that councillors adhere to the prescribed guidelines and not overstep their boundaries, in order to ensure the smooth functioning of the municipality.

When these discussion takes place, there will be a lot of disagreements because of different party ideologies that each political party is pursuing. The politician will turn a community meeting into a political contest, it will be difficult to conclude the IDP plan because of this disagreement. The interference of political parties is a major challenge. Interference hinders the policies to be drafted, promulgated, and implemented and at the end policies are approved and then implemented so everybody wants to take credit. As municipality officials we are trying to teach

the communities that there IDP program is not about politics, it's about the community development and the needs of the community being met'.

Corruption and Mismanagement pose a critical challenge that officials cannot afford to ignore. Despite existing legislations that regulate the interaction between politicians and administrators, these issues continue to plague our society. It is imperative that the pervasive problem of corruption in South Africa is addressed to ensure effective policy implementation. The consequences of corrupt practices by public officials are dire, including misappropriation of funds, diversion of resources, and a breakdown of oversight mechanisms. Therefore, the City of Johannesburg should take a decisive action to tackle corruption and ensure that policies are implemented efficiently and effectively.

The prevailing perspective among research participants strongly suggests that the employees of the City of Johannesburg currently face an intricate predicament characterised by a profound conflict of interests. This predicament arises from the fact that city employees simultaneously hold the high positions of party officials and municipal officials.

It is imperative to recognise that political interference in municipalities in South Africa has been a persistent problem that severely hampers good governance and service delivery. This issue demands a unified and determined effort to depoliticize municipal administrations, endorse merit-based appointments, reinforce accountability mechanisms, and empower local communities to hold their elected officials accountable. By taking these necessary steps, we can ensure that our communities thrive, and our nation prospers.

Some councillors from one of the better represented parties in the coalition government argue that the issue of policy fragmentation and inconsistencies in the application of legislation governing the interactions between political actors and municipality officials is a prevalent concern in South African local government and specifically in the City of Johannesburg. The existence of a wide range of policies across various sectors can lead to fragmentation and inconsistency, thereby impeding effective implementation. This is often exacerbated by a lack of coordination and alignment within local government, which can result in conflicting policies or

duplication of efforts, further complicating the implementation process of legislation that governs the political-administrative interface.

5.3 Conflict of interest among municipal officials who serve in political parties represented in council

When asked what course of action can the municipality take to eliminate problems with political-administrative interface in the coalition government of the Johannesburg Metropolitan Municipality, councillors indicated it is imperative that the issue of municipality officials who serve in active political structures is a pressing issue that should be addressed. The challenge of political-administrative dichotomy cannot be ignored any longer, especially considering the fact that there are municipality officials who are currently involved in active politics. This is a cause for grave concern as these officials often bring their party mandates with them and attempt to implement them within the municipality. It is the duty council that ensure that such interference is prevented and that the best interests of the municipality and its people are always at the forefront.

There is no doubt that ethical challenges arise when municipality officials prioritise their party's interests over the task at hand. It is imperative that public officials in the municipality are accountable and ensure that they always act in the best interest of the municipality and its people. The municipality officials have often put party politics to overshadow the important work that needs to be done in the municipality. The Department of Cooperative Governance and Traditional Affairs should demand a higher standard of ethics and ensure that municipalities are not compromised by the dilemma of party interest over municipal interest.

Public officials must prioritise the public good above all else, and refrain from engaging in partisan politics. It is imperative that municipal officials exhibit a sense of patriotism and prioritize the needs of their constituents over narrow party mandates. Party mandates should never be above the public service priority areas that set by the municipality.

Municipality Officials face an undeniable challenge of striking a delicate balance between the paramount importance of transparency and public accountability and the crucial necessity of sustaining party solidarity. Municipal administrators find

themselves grappling with the delicate balance between upholding the principles of transparency and public accountability, while simultaneously safeguarding the solidarity of their respective political parties.

Mafunisa (2003) contends that the state institutions must uphold the values of constitutional democracy by demonstrating unwavering independence when it comes to combating corrupt public functionaries. These individuals abuse their positions of power by making "political appointments" for their own personal gain, and it is our duty to hold them accountable.

The success of a COJ is at large intrinsically tied to the actions of municipal officials and councillors. After all, the prudent use of administrative discretion is key to promoting the general welfare of the residents. Given that municipalities utilise taxpayer funds and citizens vote for municipal councillors, it is only natural that a sense of accountability must be ingrained within the very fabric of their roles. Therefore, it is imperative that councillors and municipal officials always uphold their obligation of accountability.

5.4 The impact of smaller parties on the formation of a coalition government in COJ

The role of smaller political parties in the formation of coalition government in COJ is a significant topic in its own right. Virtually all respondents referenced the influence that these smaller parties wield in the establishment of coalition governments within the context of the COJ. Every respondent had something to say about the impact of smaller parties in the formation of coalition government. In the City of Johannesburg, smaller political parties exert a significant influence on the formation of coalition government, as the African National Congress forfeited its lost in the year 2016 (De Vos, 2021). The city has operated under a multi-party government, and no single political party has been able to obtain an absolute majority in the local government elections since that time. Consequently, bigger political parties often necessitate the establishment of partnerships with minor political parties in order to establish a functioning governing coalition. This was the case when the Democratic Alliance government, headed by Herman Mashaba, united with minor political parties to create a multi-party administration.

Smaller political parties possess the capability of tilting the balance of power, particularly in scenarios where the larger political parties are incapable of securing a majority unaided. In such instances, the smaller political parties become indispensable in the creation of coalitions, as their backing plays a decisive role in determining which major political party assumes the mantle of governance. Smaller political parties frequently engage in discussions for policy concessions and governmental positions in return for their support (Joshua et al., 2022).

Smaller political entities that are part of coalition governments are presented with a great opportunity to impact the formulation of policies and decisions. This smaller political parties can use their votes as a bargaining tool in order to push for the adoption of policies that speaks to their ideals. Through the use of their backing, smaller parties can apply pressure on bigger parties to attend to the issues and interests of their supporters (Makole et al., 2022).

There has been widespread concern regarding the allocation of an influential position such as that of Executive Mayor, currently held by Kabelo Gwamanda, to a party holding merely 1% of the available council seats. Specifically, the party of Al Jama-ah holds a mere 3 out of the total 270 seats in council. Furthermore, the top two council positions are held by individuals from minority parties. This includes the position of Speaker, which is presently held by Colleen Makhubele of COPE, who holds but a single seat in council (Cele, 2023).

Smaller political parties have utilised their seats as a bargaining tool to obtain executive positions, as evidenced by the appointment of Thapelo Ahmad, a member of the smaller political party Al Jama-ah, as executive mayor. Moreover, other political parties such as the Patriotic Alliance and EFF secured MMC positions through collaborative agreements. This empowers the smaller parties with the ability to directly influence policy implementation and decision-making within specific areas of responsibility. Smaller political parties have bargained these positions to advance their policy objectives, represent their constituencies, and participate in the governance of the nation (Ramushwana, 2023).

As per the opinions of some respondents, electoral reforms are necessary in the allocation of seats. The argument given is that it is not appropriate for a political party with a mere 0.95% to hold the most influential mayoral position. The contention is that

influential positions should only be granted to parties that wield significant influence within the council when it comes to voting.

While coalition governments may offer a more diverse representation of interests, they are also susceptible to instability. This has been exemplified by the predicament of Johannesburg, which has seen the appointment of three mayors since 2021. The smaller factions that align with larger parties may have different priorities and policy positions, thereby inducing tensions and discord within the coalition. These tensions manifested in an interview between Thapelo Ahmad and SABC, which did not transpire favourably. The leader of the Patriotic Alliance reacted by demanding Ahmad's removal, which ultimately resulted in Kabelo Gwamanda's appointment. I will also expound on the Patriotic Alliance's kingmaker status in a subsequent section. Maintaining unity and coherence may seem challenging, but it's crucial. Without the support of smaller parties, the coalition government risks collapsing (Ramushwana, 2023).

5.4.1 The kingmaker status of the Patriotic Alliance

Every respondent had something to say about the kingmaker status of the Patriotic Alliance. The impact of the Patriotic Alliance's role in coalition formation is a significant topic. Almost all respondents commented on their governance role in the Johannesburg Municipality. The Patriotic Alliance provided support to Dr. Mpho Phalatse during her tenure as Mayor of the City of Johannesburg. However, the Patriotic Alliance had a fall out with the DA-led coalition, leading them to join the coalition led by the ANC and other smaller parties. The election of a new mayor, Thapelo Ahmad, took place under the ANC-led coalition, but Ahmad resigned after three months in office to avoid a motion of no confidence proposed by the PA. With eight seats in the COJ council, the Patriotic Alliance appears to have considerable influence in the election of the mayor. This influence is evident in the direction of the municipality. Most respondents, members of the Johannesburg City Council, and coalition accused the Patriotic Alliance of playing politics, being disruptive, or abusing their power.

The utilisation of power by the Patriotic Alliance in the City of Johannesburg's coalition governance, while deemed ineffective in terms of stability, is crucially noteworthy that

this young party undeniably holds a significant position and role in South Africa's public domain and political landscape. Indeed, numerous participants proposed that the PA's absence of guiding principles during negotiations with coalition partners poses a challenge for other coalition partners.. Moreover, the involvement of smaller parties in coalition politics was suggested to bring instability in the City of Johannesburg coalition government. However, a few respondents remarked that the coalition could have been improved if there were written binding principles for these coalition arrangements. When asked about the role of the Patriotic Alliance as a kingmaker in the governance of the city, the following are the responses that were elicited:

> *'The Patriotic Alliance has emerged as a significant political force in Johannesburg due to the absence of a clear winner in the recent local government elections. However, when approached by other parties to form a coalition, the Patriotic Alliance has made it clear that their primary concern is not values and principles, but rather positions and resources. This poses a challenge as it suggests that their governance may prioritise their own interests instead of the needs of the citizens. As I mentioned earlier, if leaders do not adhere to their value systems and principles, the needs of the people may be neglected'.*

5.5 Political turbulence in COJ caused by unstable coalitions.

The theme of political turmoil triggered by an unstable coalition government in COJ demands an immediate attention, virtually all respondents pointed out to the challenge of political turmoil caused by unstable coalition. Without a doubt, it is evident that the unsteady coalition is the root cause of political instability in the thriving city of Johannesburg.

The African National Congress (ANC) has governed the country since the end of apartheid in 1994 (Khambule et al., 2019). However, at the local level, coalition governments have occasionally formed, particularly in areas where no single party has a clear majority. South Africa is currently facing a challenging time as it approaches the final demise of an era of dominant party dominance, which necessitates political parties to collaborate and build a consensus to lead the nation out of its developmental stagnation.

The 2016 local government elections since the inception of democracy, were a pivotal moment for the ANC in the City of Johannesburg. The decline in support for the ANC was undeniable, and this unfortunate outcome resulted in them losing their majority in the city (Mantzaris, 2022). A hung municipality is a consequence of an election outcome that could not produce a majority winner with a threshold of 50 percent or more votes.

Since the inception of coalition governments in 2016, the City of Johannesburg Metropolitan Municipality has not been associated with stable coalition governments. Several motions of no confidence have been passed against the mayors who took over after the resignation Herman Mashaba (Beaumont, 2020). It should be noted that coalition governments bring political parties with different party ideologies, this also leads to disagreement when parties are supposed to work together to deliver services to the citizens of Johannesburg.

During the tenure of the first coalition government mayor, Herman Mashaba, the city recorded an irregular expenditure of R3.7 billion of irregular expenditure on legacy projects (AGSA,2016). The coalition governments in Johannesburg were indeed structurally unstable, as evidenced by many court actions and the disruption of Councils meetings. In Johannesburg, there was even a change of coalition governments from DA to ANC. It is imperative that coalition governments should place the interest of people and avoid petty party politics. The coalition government in the City of Johannesburg was marred instability and chaos.

The coalition in the city of Johannesburg has demonstrated remarkable and progressive decision-making skills on certain occasions. The insourcing of cleaning staff and security personnel is a prime example of the coalition's excellent governance. This decision was made possible thanks to the relentless efforts of the Economic Freedom Fighters during the first coalition government that was formed in 2016, who have been advocating for the end of staff outsourcing in various institutions throughout the country. The insourcing of staff in Johannesburg has been widely regarded as a forward-thinking initiative by the coalition government (Ndou,2022).

In her budget speech for Budget Vote 2023/24, the esteemed Minister of Cogta, Thembi Nkadimeng, correctly identified the structural challenges that municipalities face, necessitating national interventions. These challenges, including weak

institutional capacity, poor governance, poor financial management, corruption, and political instability, have been deeply rooted. It is precisely due to these challenges that a whopping 66 municipalities have been identified as dysfunctional in 2022, with issues spanning across vital performance areas such as administration, governance, financial administration and service delivery (COGTA,2023).

Stable councils possess a superior advantage in engaging in long-term planning for the sustainable development of municipalities (Oyugi, 2006). They can conduct thorough evaluations of infrastructure requirements, environmental factors, social services, and economic growth. With a core emphasis and steadfastness, councils can devise and execute strategic plans to combat immediate and long-term challenges. There is a need to have a stable council in the City of Johannesburg so that the city is able to deliver the services to the residents of Johannesburg.

A City of Johannesburg with a stable council is key to unlocking financial success and responsibility. With the ability to craft and execute long-term financial plans, attract investments, secure funding, and maintain financial discipline, stability is the foundation of effective financial management. Conversely, unstable councils may find it struggling to manage finances as they grapple with uncertain leadership, shifting priorities, and inconsistent decision-making (Floater et al., 2017). These challenges can lead to a lack of resources for service delivery and hinder progress towards financial goals.The governance of coalition governments is largely responsible for the political instability that plagues certain Metros including the City of Johannesburg, and it is imperative that coalition framework be implemented to effectively address this issue.

The harmful effects of these coalition governments cannot be underestimated, as they are characterised by a severe level of instability that compromises the municipality's ability to draft and pass necessary policies and by-laws, make important appointments for senior roles, and even adopt a budget. This instability ultimately undermines the municipal administration's ability to effectively deliver vital services to local communities, which is completely unacceptable. Furthermore, coalitions put an enormous amount of pressure on the planning of the administration, as it is incredibly difficult to predict whether items will pass in the council, leading to further complications and uncertainty. Therefore, we must take bold and decisive measures

to address this issue and ensure that our communities thrive and prosper under strong and stable leadership.

The formation of a coalition government among political parties ought to be predicated upon a shared interest in prioritising service delivery. During negotiations for the coalition's establishment, it is paramount that negotiators prioritise the delivery of services and establish guiding principles. Coalition partners should also establish specific timelines for the delivery of services during their term in office. Additionally, coalition governments should establish clear targets for service delivery and conduct regular reviews to determine whether these targets have been met.

5.6 Lack of political will to implement policies.

When asked whether there exists a legislative framework governing the political-administrative interface in the City of Johannesburg, this line of questioning is directly correlated to sub-questions A. The predominant theme for investigation is whether there is a legislative framework that effectively governs the political-administrative interface. Respondents readily acknowledged that there is indeed a legislative framework in place that governs how the political-administrative interface should be managed in the City of Johannesburg Metropolitan Municipality.

When it comes to the political-administrative interface in the City of Johannesburg, or any other municipality for that matter, there is a well-established legislative framework in place. The respondents have confirmed that this framework is essential for managing the interface in a way that is both efficient and effective. As such, there is necessary guidelines and regulations to ensure that all political and administrative processes are properly managed in the City of Johannesburg Metropolitan Municipality.

The failure of parties to observe legislations that govern the political-administrative interface is a critical issue that demands immediate attention. There are respondents that raised a concern on the alarming rate at which the Municipal Systems Act, the Act that clearly regulates the interaction between politicians and administrators is being blatant disregarded by political representatives. The DA has rightly pointed out that there are various legislations and policies in place to regulate the interaction between politicians and administrators. It is imperative that these legislations are

followed to the latter. By doing so, the tension that arises between politicians and administrators will be eliminated. This will pave the way for a more harmonious and productive work environment.

5.7 Lack of framework for Coalition governments

In the 2021 local government elections, it is imperative that we acknowledge the reported outcome that resulted in 70 hung councils due to the lack of an outright winner. As a result, it is imperative that parties come together to form a government of unity in order to establish multi-party coalition governments. We must recognize that this has led to instability in many councils as a consultative process is necessary for a council to pass a budget and adopt policies. Therefore, it is crucial that political parties unite and work towards a common goal that benefits all parties involved.

The disintegration of coalitions and subsequent instability in local councils can have significant consequences for governance and political stability. It is crucial to understand that changes in coalition dynamics can result in power and decision-making shifts, which can influence the functioning of local governments. It is imperative that parties within a coalition understand the ramifications of quitting and forming new agreements with different parties, as it can lead to a loss of majority for the existing coalition. This situation often triggers motions of no confidence against mayors and speakers, as rival factions attempt to gain control or assert their influence over the council. It is essential to consider the potential impact of these actions on the community and the importance of maintaining a stable government for the greater good.

The remarkable impact of these advancements is evident in the way the coalition government in the City of Johannesburg Metropolitan Municipality local operates. A lack of stability in councils has led to significant delays in key decision-making, impeded policy implementation, and generate uncertainty in governance processes. Furthermore, frequent leadership changes in the City of Johannesburg and shifting coalitions have the potential to erode public trust in the local government's capacity to efficiently address local concerns and provide essential services. The city has experienced leadership changes where three mayors have been elected since the last local government elections in 2021.

The respondents are of the view that these challenges can be tackled by council members placing top priority on stability, effective communication, and consensus-building. By engaging in constructive dialogue and collaboration with all stakeholders, this can effectively reduce the harmful impact of coalition disintegration and motions of no confidence, ensuring a more stable and functional local governance system.

5.8 Conclusion

The presence of an unstable government has caused a detrimental effect on the work of municipality officials because the level of political interference significantly increased. This issue of political interference has had a catastrophic impact on the quality of service delivery. Alarming reports indicate a sharp decline in service delivery throughout the City of Johannesburg. It is worth noting that the outcomes of the local government elections in the City of Johannesburg have significantly contributed to this decline. The noteworthy role of a newly established political party, named the Patriotic Alliance, as a kingmaker in the local government elections in COJ has been observed with great interest. It is evident that all councils that formed a successful government relied heavily on the support of the Patriotic Alliance. Furthermore, the first female mayor of Johannesburg, Mpho Phalatse, was elected as the mayor with the aid of the Patriotic Alliance, until they eventually switched sides and joined the ANC-led coalition. The formation of an unstable coalition government due to the absence of a clear winner in the elections has led to a lack of guidance by principles and instead, personal interests of political leaders have taken centre stage.

Chapter six: Findings, Recommendations and Conclusion

6.1 Introduction

The primary aim of the current investigation was to assess the effect of the intersection between politics and administration on the delivery of services in the Johannesburg Coalition government. A group comprising of twenty participants was subjected to semi-structured in-depth interviews. The information garnered from these interviews was subsequently analysed in a qualitative, thematic fashion that mirrored the approach employed during the data collection phase. This section presents a summary of the key findings of the study and proposes a range of recommendations that the City of Johannesburg Metropolitan municipality ought to consider adopting to tackle the issue of the politics-administration dichotomy.

The study was undertaken with multiple primary objectives. In the first place, its goal was to measure the outcomes of the political-administrative dichotomy on service delivery in the coalition government of the Johannesburg Metropolitan Municipality. Secondly, it sought to investigate the reasons for the breakdowns or collapses in the relationship between politics and administration within the City of Johannesburg Municipality. Thirdly, the exploration aimed to examine the extent to which the present political-administrative dichotomy has affected the provision of services within the Johannesburg municipality. At last, the analysis aimed to present recommendations concerning this matter.

6.2 Summary of findings

The investigation was conducted with the primary goal of evaluating the extensive impact that exists between the political and administrative interface in the City of Johannesburg. This inquiry comprises six fundamental chapters, each of which carries considerable significance. The primary section serves as a detailed introduction and summary of the research. It provides a detailed account of the problem statement, the background of the study, the objectives, the significance, the scope, and the limitations of the investigation. Furthermore, this chapter also includes an explanation of the terminology that were utilised and the clarification of concepts relevant to the study. It is critical to understand that the first chapter is the basis for the entire research and provides a clear indication of the contents of the study.

The second chapter of our study delves into the literature view, which is crucial to have a better understanding of the study. Through an extensive analysis of existing literature by renowned scholars, secondary sources, and diverse researchers and authors, the researcher has constructed a solid foundation for the study on the political-administrative dichotomy. Chapter two presents three essential frameworks that serve as the backbone of our research. These include legislative frameworks, a theoretical framework based on the systems theory, and a comparative analysis of political-administrative interfaces in other parts of the world.

Chapter three constitutes a fundamental element of this investigation given that it explains the research design as well as the methodology employed. This chapter seeks to comprehensively analyse the instruments employed in the investigation and provide an in-depth explanation of the research techniques used to assess the influence of the political-administrative interface on service delivery in the City of Johannesburg. It is noteworthy that the acquisition of permission to undertake this research is an indispensable prerequisite, which was initially explicated. After the permission to undertake this research was granted, the research design, approaches, and strategies employed in this inquiry were exhaustively described and expounded upon. Thirdly, the research methodology has been explained in great detail, including the population under investigation, the samples used, the data collection tools, and the procedures implemented. Finally, the adherence to specific ethical considerations in the study was comprehensively underscored and elaborated upon.

The fourth chapter is an absolutely crucial component of this report, as it outlines the systematic and methodical presentation of the important data that has been collected. This chapter stands as the foundation upon which the entire report rests, and therefore, great care has been taken to ensure that it is executed with careful attention to detail. This critical chapter serves as a guide for the fifth and sixth chapters of the study.

The analysis and summary of the data that have been gathered during the data collection process is the primary focus of the fifth chapter. The chapter is of utmost importance as it focuses on analysing the data and summarise the findings to obtain a comprehensive understanding and to effectively organise the research findings around the research objectives. This was an essential step to test, verify, confirm, or

refute the problem and problem questions with concrete evidence. The use of thematic analysis techniques ensured that the data was analysed scientifically, leaving no room for doubt or ambiguity. This chapter established an unshakeable connection between the research objectives, findings, and the literature, successfully bridging the gap between politics and administration interface.

Chapter Six is the most important chapter of all. It provides an all-encompassing summary of the critical findings and deductions that have been made throughout all the preceding chapters. The recommendations of the study are also contained in this chapter, these recommendations are aimed at mitigating the impact of the political-administrative interface. Furthermore, this part presents a compressed summary of the main results that have been uncovered throughout the entirety of the investigation.

- The City of Johannesburg Metropolitan Municipality is currently in a state of urgent need for a significant transformation. This pressing matter has been caused by the persistent political interference in the essential function of the administration. The challenge of political interference is a result of the government's formation through a coalition, which was necessitated by the lack of an outright winner in the local government elections of 2021.
- The City of Johannesburg Metropolitan Municipality has established policies that dictate the appropriate manner in which politicians and administrators should interact. Regrettably, it has come to light that these policies are consistently disregarded by both administrators and politicians alike.
- The manifestation of external interference has been observed to be the catalyst for the germination of seeds of animosity and suspicion among politicians and officials of the municipality. This, in turn, has given rise to tensions in the process of conceptualising and executing public policies.
- The dire state of service delivery in the City of Johannesburg cannot be ignored, and the root of the problem lies with the unstable coalition government. The frequent changes in council have brought about a great deal of instability.

- Cadre deployment must be abolished immediately as it has been found to be the primary method of establishing party patronage within municipalities. This results in the deployment of party loyal members to positions of power, regardless of their ability to govern effectively. As a result, people with no track record of governance end up running the municipality.

- The study has discovered that the integrity of public participation has been significantly undermined, as political grandstanding has infiltrated the process. Regrettably, party loyalists have begun to impede the ability of communities to raise authentic concerns that affect their respective communities. Instead, they are using public participation meetings to promote their own political agendas.

- The current state of the city's crucial infrastructure, with its poorly maintained roads and bridges, has caused an unacceptable level of traffic congestion, prolonged travel times, and unnecessary impediments in accessing vital services, such as hospitals, schools, and businesses. This situation has resulted in numerous delays and a noticeable drop in the effectiveness of service delivery.

- unstable coalition governments have been found to significantly contribute to political interference and a decline in service delivery, as per the study. The constant change in coalition governments leads to interference, as the parties that take over governments prioritise narrow party mandates over the needs and well-being of the residents of the city.

6.3 Recommendations

- The City of Johannesburg metropolitan municipality needs to strengthen its administration to ensure its resilience in the face of council changes. It is imperative to establish unambiguous chains of command and guarantee the autonomy of the administration from political meddling. The implementation of transparent recruitment procedures, the elevation of competent professionals to important posts, and the prioritisation of decisions made on the grounds of merit and expertise, rather than political considerations, can all contribute to achieving this objective.

- The City of Johannesburg simply must ensure that elected officials and municipality officials are held accountable for each and every one of their actions. It is imperative that clear frameworks are implemented to guarantee that both political actors and municipality officials are held strictly accountable for any interference.

- The formulation of new policies by the National legislature is imperative to guide and safeguard the coalition government in light of the severe impact of constant council changes on service delivery. Evidently, the lack of stability within the council has led to the overstepping and infringement of officials' work by politicians. The instability and unpredictability of political parties' membership, with unrestricted entry and exit, further worsen the situation, causing officials to feel intimidated into implementing public policies that conform to their party's mandates.

- The City of Johannesburg municipality cannot afford to overlook the critical importance of promoting public citizen participation. It is absolutely essential that the municipality eradicate any hint of political interference in community meetings in order to guarantee that the strategic goals are achieved. When it comes to the decision-making process of the municipality, it is crucial that the citizens are not only involved but placed at the very heart of the decisions made by councils. The integrity of public meetings should be safeguarded so that the public can have trust in the process undertaken by the municipality.

- The citizens of Johannesburg must be enlightened about the significant impact of the Integrated Development Plan and how it caters to the needs of its people. It is crucial that the IDP program is not influenced by political agendas to ensure that it truly addresses the concerns and necessities of the residents.

- The smooth functioning of the municipality is of utmost importance and should not be hindered by petty party politics. It is essential that political parties refrain from interfering in the delivery of services to the residents. The municipality should prioritise the well-being of the community over any personal or partisan interests.

- The utmost responsibility of political principals lies in serving all areas equally and not in favouring specific regions where their constituency resides. Prioritising certain areas over others leads to a biased distribution of services, which is certainly unfair. Therefore, it is imperative that political leaders treat all regions with equal importance and allocate resources in a just and impartial manner.

6.4 Conclusion

The research indicates that there exists a strong correlation between political-administrative interface issues, inefficient leadership, and ineffective organisational structures, resulting in poor service delivery. Specifically, poor service delivery is connected to problems with the political-administrative interface, along with other issues such as ineffective leadership and inefficient organisational structures. It is evident that the changes caused by unstable coalition governments have resulted in a decrease in service delivery in COJ. Hence, it is absolutely imperative that effective management and leadership operate within an efficient organisational structure, in order to deliver top-notch service to citizens.

The researcher discovered that to establish a functional and efficient collaboration between political representatives and municipal officials, the achievement of effective collaboration and cooperation between political leaders and administrative officials is imperative for the attainment of successful local governance. Both parties must work in hand in hand while respecting each other's respective roles and responsibilities to accomplish shared objectives and cater to the requirements of the community. The researcher has conclusively proven that stable and consistent political-administrative relationships are essential for effective local governance. In order to achieve this, it is imperative to establish robust frameworks for coalition governments. It must be noted that frequent changes in political leadership or administrative personnel can be detrimental to the functioning of local governments and impede long-term planning and development as highlighted by different respondents. This empirical investigation ultimately determined that a detrimental relationship exists between the political actors and municipal officials. Specifically, the relationship between administrators and

political actors has been severely affected due to a profound sense of mistrust that exists because of interference.

The present Political-Administrative leadership of Johannesburg urgently requires enhancing their efforts in addressing service delivery. To tackle the service delivery backlog, a complementary model ought to be implemented. Moreover, it has been observed that community meetings should not be exploited as a platform for political showboating, but instead should serve as a forum to address authentic community challenges that demand the attention of administrators and politicians.

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Appendix one: Interview questionnaire

IN-DEPTH INTERVIEW GUIDE FOR MUNICIPAL OFFICIALS, SENIOR MANAGERS, AND ADMINISTRATORS OF THE MUNICIPALITY.

SECTION A

Introduction

Good day, thank you for agreeing to participate in the research study. I am studying the political-administrative in the City of Johannesburg's coalition government and how that impacts the provision if service delivery. I would like to emphasise that participation in this interview is completely voluntary and you have the right to withdraw from the interview process should you wish to do so.

The interview is anticipated to be 45 minutes long, but may take longer depending on how much information you would like to share. The interview session will be audio recorded for transcribing purposes. Both the transcripts and audio recordings will be made available to you upon your request. Please note that everything discussed during the interview session will be kept confidential.

Do you have any questions about what I have explained?

Interview Questions

1. What is the nature of politics-administration relationship in the City of Johannesburg Metropolitan Municipality?

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2. How do politicians and administrators work and relate to each other within the coalition government of the City of Johannesburg Metropolitan given that political actors represent different mandates from their political parties?

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3. Is there a legislative framework that governs the political-administrative interface, and if so, how does it prescribe that this interface be managed?----------
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4. What is the impact of political-administrative dichotomy on service delivery in Johannesburg Metropolitan Municipality coalition government?

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5. What is the role of political office-bearers and Senior municipality officials in the initiation of executive and departmental (administrative) policy in the City of Johannesburg Metropolitan municipality?

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6. What are the challenges facing administrators to formulate and implement public policies that inform the provision of services in City of Johannesburg Metropolitan municipality. Elaborate

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7. What efforts has the city taken to clarify the relationship between administrators and politicians in the municipality?

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8. What suggestions can you provide to the City of Johannesburg Metropolitan municipality the improvement of political-administrative interface?

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9. Are there any programmes in place to capacitate administrators and public representatives on policy-making?

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10. Do you think that public participation is important in the making and implementation of policies in the City of Johannesburg Metropolitan municipality?

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11. Does the national sphere of government or the provincial sphere of government intervene to resolve disputes that are because of political-administrative interface whenever they arise? If yes, elaborate.

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12. Which of the two groups—political actors or administrators—do you makes the political-administrative nexus more complex, and why?

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13. Which incidences or issues can you pin-point to be a cause of the complex interface between politicians and administrators?

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14. Do you think that there should be a legislative framework that governs coalition government?

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15. Do you think that the coalition government is succeeding in providing basic services to the citizens of the City of Johannesburg – has there been an improvement or a decline in the provision of services? (respondents should also comment on the quality of the services provided and the level of efficiency in providing the services).

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16. Do you have any other comments regarding the utilisation of the politics-administrative interface for improved municipal service rendering in the City of Johannesburg Metropolitan municipality?

Thank you for participating in this survey

Appendix two: Consent Form to participate in the study

The impact of political-administrative interface on service delivery in the City of Johannesburg Metropolitan coalition government.

Consent form to participate in research

I ---------- voluntarily agree to participate in this research study.

- I understand that even if I agree to participate now, I can withdraw at any time or refuse to answer any question without any consequences of any kind.
- I have had the purpose and nature of the study explained to me and I have had the opportunity to ask questions about the study.
- I understand that my participation involves answering questions related to the political-administrative interface in the City of Johannesburg.
- I understand that I will not benefit directly from participating in this research.
- I agree to my interview being recorded on the zoom platform or in an in-person interview.
- I understand that all information I provide for this study will be treated confidentially.

- I understand that in any report on the results of this research my identity will remain anonymous. This will be done by changing my name and disguising any details of my interview which may reveal my identity or the identity of people I speak about.
- I understand that signed consent forms and original audio recordings will be retained in a secured space.
- I understand that a transcript of my interview in which all identifying information has been removed will be retained.

Contact details of researchers:

Mandla Mathonsi

072 307 4378

Signature of research participant

Date:

I believe the participant is giving informed consent to participate in this study

Signature of researcher

Appendix three: Permission letter from COJ

City of Johannesburg
Department of Corporate & Shared ServicesOffice of the Group Head: Group Human Capital Management

6Metropolitan Cth Floor, B Block entre PO Box 1049Johannesburg Tel +27(0) 11 407 Fax +27(0) 11 339 1 6926878

158Braamfontein Civic Boulevard South Africa2000 www.joburg.org.za

28 September 2022

Mandla Mathonsi
Master of Management in Governance and Public Policy
Wits School of Governance

Ref: Permission to conduct research study

This letter serves to acknowledge receiving the letter requesting permission to conduct research in the City of Johannesburg under the title:
"The impact of political-administrative interface on service delivery in the City of Johannesburg Metropolitan coalition government." I am aware that the study entails the collection of information from the City, city officials and participants from communities through semi-structured interviews, questionnaires, observation participation and other fora of the city.

The research study is promoted by the City of Johannesburg because it helps both students and practitioners to gain an understanding of the sociology of the City, as it evolves and contributes towards the building of developmental local government.

I, Tersia Johanna Groenewald, as delegated authority of the City of Johannesburg Municipality (the City), hereby give permission to the primary researcher Mandla Mathonsi The following:

To collect and publish information about the City is publically not available, for the research project titled:
"The impact of political-administrative interface on service delivery in the City of Johannesburg Metropolitan coalition government."

- This authorisation is based on mutual understanding that the City's name can be revealed in her/his project; and
- The researcher contacts the relevant department for arrangements pertaining to the research; and
  • The information provided by the employees or any other means (such as company's archived documents or reports) of the City is purely for academic purposes and cannot be used for any other purpose.

Please note that on completion of the study, a copy of the research report should be submitted to the City of Johannesburg in honour of your commitment.

I urge you to present this letter of permission whenever you come across officials and participants in the research study. I thank you for choosing the City of Johannesburg to conduct the study.

Kind Regards



Tersia J. Groenewald
Deputy Director: Employee Relations and Development

Appendix four: Ethics letter

Research Office:
Lehlohonolo Mmolotsane
Tel: 011 717 3968
Email: Lehlohonolo.mmolotsane@wits.ac.za

Research Ethics Chair:
Rekgotsofetse Chikane
Tel: 0117173869 Email:
rekgotsofetse.chikane@wits.ac.za

30 October 2022

Dear Mandla Mathonsi

Title: The impact of political-administrative interface on service delivery in the City of Johannesburg Metropolitan coalition government.
Student Number: 2288406
Degree: Masters in Management
Ethics Clearance Number: WSG-2022-76

All candidates must satisfy the University's ethical standards for research. Your ethics application has been received and reviewed by the Wits School of Governance Human Research Ethics Committee.

Your ethical clearance has been approved subject to you getting permission to conduct research from all sites where research is conducted. The letter(s) of permission to undertake research must be submitted to the WSG Research Office and kept on file with your final proposal and other ethics documents.

You may commence your data collection under the guidance of your supervisor. In the event that the scope, methodology or nature of the research changes, you are required to submit another ethics application reflecting the changes.

The onus is on you as the candidate, with support from your supervisor, to ensure your research complies with university human research ethics policies and protocols at all stages of the research process.

It is recommended that you keep this letter in a safe place as you are responsible for ensuring you have proof of ethics clearance and have lodged the ethics clearance / protocol number with Faculty before final submission of your research report. If you do not have an ethics clearance number, you are not permitted to graduate.

Please do not hesitate to contact me if you have any queries.

Yours sincerely,