

**IMPLEMENTATION OF THE *BATHO PELE* PRINCIPLES IN LOCAL GOVERNMENT:
THE CASE OF MOPANI DISTRICT MUNICIPALITY, LIMPOPO PROVINCE
SOUTH AFRICA**

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THESIS

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DECLARATION OF ORIGINALITY

I, Mboweni Phaniel Cyril (Student Number: 170 238 11), hereby declare that this Research Thesis - **IMPLEMENTATION OF *BATHO PELE* PRINCIPLES IN LOCAL GOVERNMENT, THE CASE OF MOPANI DISTRICT MUNICIPALITY IN LIMPOPO PROVINCE, SOUTH AFRICA** - for the Degree of Doctor of Philosophy, in Public Administration, at the School of Management Sciences, at the University of Venda has not been submitted previously for any degree at this or another university. It is original in design and in execution, and all reference material contained therein have been duly acknowledged.

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The Omniscient and Omnipotent YESHUA HAMASHIACH, to Him be all the Glory, Honour, Adoration, Praise, Exaltation and Thanksgiving as He gave and still gives me the strength, wisdom, knowledge and life bountifully to undertake and conclude my study. He always kept me safe, gave me strength, wisdom, favour, grace and made everything possible for me pre, during and post my academic studies. Even when we are far from being perfect in our daily deeds, He still adores us.

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“What then shall we say in response to these things? If God is for us, who can be against us? Romans 8:31. Emmanuel!!! God with us!!”

DEDICATION

I dedicate this study to my mentors, the men of the most High God, the Prophet V.C Zitha of the Salvation in Christ Ministries at Lulekani in South Africa and Senior Prophet T.B and *mhani* Pastor Evelyn Joshua of the Synagogue Church of All Nations in Lagos, Nigeria, the Emmanuel Global Ministries' partners and members, for their unwavering prayers, encouragement and mentorship. Your incalculable support has contributed to the efficacious accomplishment of this study.

This study is, in addition, dedicated to all past and present Heads of Department and Members of the Executive Council for the Department of Co-operative Governance, Human Settlements and Traditional Affairs in Limpopo Province. Let the findings of this study be implemented to enhance the current local government trajectory in Limpopo Province and the Republic of South Africa, at large.

ABSTRACT

This research investigates the implementation of *Batho Pele* principles in local government, the case of Mopani District Municipality in Limpopo Province, South Africa. The *Batho Pele* principles provide a framework about how government establishments are supposed to implement an efficient and effective public service to enhance the development of local government. Adherence in the implementation of these principles will guarantee the provision of excellent free basic services that meet, amongst others, the people's needs, expectations and enhance customer satisfaction, while upholding the government's promise that access to decent public services is no longer a privilege to be enjoyed by a few, but the rightful expectation of all citizens.

A critical evaluative theoretical framework was adopted to establish the extent of implementation of *Batho Pele* principles within the South African local government landscape using Mopani District Municipality as a case study. The 1994 South African democratic dispensation has posed challenges and opportunities to all spheres of government. The democratic transition has signaled the government's commitment in dealing with societal challenges, ranging from physical infrastructure development to value-laden developmental aspects. The study utilized a triangulation/mixed-methods research design, although, the approach was more biased towards qualitative than quantitative. Purposive sampling method was used for participant selection and both primary and secondary data was used. Primary data was collected through semi-structured interviews and a questionnaire; the data was analysed using the thematic approach and through the International Business Machinery-Statistical Package for the Social Sciences (IBM-SPSS) software version 25.

These findings based on the analysed data from the questionnaire are as follows:

- most public representatives and officials are either literate or aliterate (unwilling to read further, although able to do so);
- agreements that are reached between stakeholders on outcomes of demands that are raised during protest marches, picketing and other mechanisms of industrial actions to press for improved service delivery in the municipalities, are not implemented;
- not all municipalities ensure that regular monthly Ward Committee meetings are convened;

- several municipalities close municipal offices during protest marches for more than one day.

Based on the responses of the questions that were posed during the interviews, the following findings were made:

- the launch of the *Batho Pele* have not cascaded down to the local government sphere;
- municipal officials and public representatives perceive the implementing of the *Batho Pele* principles to be a provincial and national government imperative; and
- some Councillors and municipal officials do not play their oversight role on projects that are implemented, in their areas of jurisdiction.

The ensuing paragraphs detail the recommendations established in line with the problem statement and the objectives of the study that were discussed in chapter one. The recommendations are as follows:

- public representatives and officials should be encouraged to be lifelong learners, hence, should be encouraged to further their studies in areas relevant to their current duties;
- municipalities should honour all agreements and proposals that are reached between stakeholders and them, on demands that are raised during protest marches, picketing and other mechanisms of industrial actions; this, it is anticipated will enhance service delivery;
- municipalities which are not ensuring that regular monthly Ward Committee meetings are convened should do so;
- those municipalities that close municipal offices due to protest marches for more than one day, should work with state agencies that will assist them in activating early-warning strategies to curb, in advance, such protests from happening.

Based on the responses of the questions that were posed during the interview, the following recommendations were pronounced that:

- all spheres of government should consider cascading, on a regular basis, the implementation of the *Batho Pele* principles. Such was reiterated by the Minister of Public Service and Administration during the Launch Public Service Month held at The Ranch Hotel in Limpopo Province on 28 August 2019;

- municipal officials and public representatives should formally be reminded that *Batho Pele* principles should be implemented at local, provincial, and national government levels; and
- councillors and municipal officials should actively play their oversight role on projects that are implemented in their area of jurisdiction.

The study proposed that since *Batho Pele* principles model was introduced in 1997, its inception and implementation was not fully devolved at the local government sphere of government. Therefore, this study engineers that the *Batho Pele* principles should be fully re-cascaded in all spheres of government.

KEYWORDS: Principles of Public Administration, *Batho Pele*, Local Government, Principles, Service Delivery

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ABBREVIATIONS AND ACRONYMS

ANC	: African National Congress
AsGISA	: Accelerated and Shared Growth Initiative of South Africa
B2B	: Back to Basics Programme
BPSSF (LG)	: <i>Batho Pele</i> Service Standards Framework for Local Government
BRICs	: Brazil, Russia, India and China
BRICS	: Brazil, Russia, India, China and South Africa
CDW	: Community Development Worker
CoGHSTA	: Department of Co-operative Governance, Human Settlements and Traditional Affairs
CoGTA	: Department of Co-operative Governance and Traditional Affairs
CVPs	: Constitutional Values and Principles
DBSA	: Development Bank of Southern Africa
DDM	: District Development Based Model
DPLG	: Department of Provincial Local Government
DPSA	: Department of Public Service and Administration
EPWP	: Expanded Public Works Programme
G20	: Group of 20 Countries
IBM SPSS	: International Business Machinery-Statistical Package for the Social Sciences
IBSA	: Initiative between South Africa, Brazil and India
IDP	: Integrated Development Plan
ISRDP	: Integrated Sustainable Rural Development Programmes
LDO	: Land Development Objectives

LED	: National Framework for Local Economic Development
LGTAS	: Local Government Turnaround Strategy
LPREC	: Limpopo Provincial Research Ethics Committee
MOUs	: Memoranda of Understanding
NASREC	: National Recreation Centre
NDP	: National Development Plan
NGP	: New Growth Path
NPM	: New Public Management
PAIA	: Promotion of Access to Information Act, No 2 of 2000
PAJA	: Promotion of Administrative and Justice Act, No 3 of 2000
PSA	: Public Servants' Association
PSC	: Public Service Commission
QUANGO	: Quasi Non-Governmental Organisations
RSA	: Republic of South Africa
REC	: University's Research Ethics Committee
RDP	: Reconstruction and Development Programme
SALGA	: SA Local Government Association
SAMWU	: South African Municipal Workers' Union
SANCO	: South African National Civic Organisations
SeBoK	: Systems Engineering Body of Knowledge
SBU s	: Strategic Business Units
SDBIP	: Service Delivery and Budget Implementation Programme/Plan
URP	: Urban Renewal Programme
USA	: United States of America

WTPSD : White Paper on Transforming Public Service Delivery

4IR : Fourth Industrial Revolution

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CHAPTER 1

INTRODUCTION AND BACKGROUND OF STUDY

1.1. INTRODUCTION

Public administration remains a complex endeavor (Nkuna & Sebola, 2012). It is in this context that, daily within this complex network of administrative activity that thousands of public administrators make significant value-laden choices which affect the lives of millions (Coetzee, 1988: 58). It is, therefore, vital that any public administrator becomes aware of, and is concerned with, the values surrounding his administrative tasks. Public administration literature enumerates many valuable attributes desirable in civil servants, and it proposes at least two paradigms or frameworks, namely, a bureaucratic ethos and a democratic ethos associated with such values (Goss, 1996). South Africa, however, has positioned itself within the democratic values as provided for in section 195 of the Constitution of the Republic of 1996. To ensure that such values are realized within the public administration practice in South Africa, further policies had to be put in place. Such policies include the promulgation of the *White Paper on Transforming Public Service Delivery* of 1997 which effectively introduces *Batho Pele* principles within the philosophical background; this is ensure that the South African public administration is governed by the democratic values and principles enshrined in Section 195 of the Constitution of the Republic of South Africa of 1996. Those democratic values and principles are as follows:

- A high standard of professional ethics must be promoted and maintained;
- Efficient, economic and effective use of resources must be promoted;
- Public administration must be development-oriented;
- Services must be provided impartially, fairly, equitably and without bias;
- People's needs must be responded to, and the public must be encouraged to participate in policy-making;
- Public administration must be accountable;
- Transparency must be fostered by providing the public with timely, accessible and

accurate information;

- Good human-resource management and career-development practices, to maximize human potential, must be cultivated and;
- Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.

The operationalization of the constitutional principles as mentioned, provided the premise for the *Batho Pele* principles in the South Africa public administration landscape. The aspirations within these principles should remain aligned to the South African public administration practices until the initiation of a National Development Plan 2030 (NDP); in the meantime, in anticipation, these practices are being implemented through the Midterm Review 2014-2019. The National Development Plan 2030, as amended, espouses that we, the people of South Africa, have journeyed far since the long lines of our first democratic election on 27 April 1994, when we elected a government for us all (Presidency, 2015: 11).

This research is based on the notion of the South African democratic dispensation propounded by the Constitution of Republic of South Africa of 1996, specifically, on the normative grounding of public administration using *Batho Pele* as a principle within the local government context. Normative values in public administration simple refers to norms to be adhered to by public officials and representatives, in an authoritative manner in order to perform duties, at a certain given standard (Coetzee, 1988).

This chapter seeks to give an evaluative general orientation and overview of the whole study. It includes the introduction and background of the study, the statement of problem, rationale of the study and motivation, theoretical framework and literature review, significance of study, research aims and objectives, research questions, methods of data collection, analysis and interpretation, ethical considerations, definition of concepts, outline of study, and conclusion on the implementation of *Batho Pele* principles in local government the case of Mopani District Municipality in Limpopo Province, South Africa. This study further delves into the initial creation of the *Batho Pele* principles then proceeds to determine how these principles were adopted in the delivery of services and their manifestation in local government. The selection of Mopani District Municipality as the research site is pivotal to a full appreciation of the topic,

as it is a municipality that is assigned with most responsibilities to provide services to the people who reside within its jurisdiction and has to oversee a number of local municipalities.

1.2. BACKGROUND OF STUDY

The democratic South Africa inherited a government service that was not people-friendly and lacked the skills and attitudes to meet the developmental challenges facing the country, hence, there remains a need to establish the extent of the implementation of *Batho Pele* principles in local government (Department of Provincial and Local Government, 1997). It is extrapolated that the country, although, 26 years old from the dawn of a democratic government, yet there are constant subjective criticisms by members of the public because of poor, unsatisfactory and/ or a total lack of service delivery in meeting standards and requirements. In a pursuit to transform the delivery of services, there has been a need to ensure that citizens are served properly, that all employees work to their full capacity and to treat state resources with respect (Ngidi & Dorasamy, 2013: 30). It appears, however, that the implementation of the *Batho Pele* principles has not cascaded to the lower spheres of government, like the district municipalities and in particular, the Mopani District in Limpopo Province. A renowned academic and former Minister of Public Administration, National Executive Committee member, Fraser-Moleketi (2006: 12) notably states in the Public Service Review Report, that South Africa faces pressing challenge in eliminating poverty and underdevelopment that afflict the overwhelming majority of the population. Transformation, therefore, stems from the urgent need to address the profound inequities inherited from the past, the need to meet the moral, social, and economic demands of the new South Africa and the national and international challenges faced by South Africa, now a full member of the global community.

Over the last 26 years, the advent of democracy has constructed a plethora of literature, wherein many emerita, contemporary researchers and commentators, such as Nkuna and Sebola (2015), Jolobe (2014), Stekelenburg and Klandermands (2010), Alexander (2010), Netswera and Phago (2009), Maphunye and Mafunisa (2008) and McAdam, Tarrow and Tilly (2007) have examined the cause(s) of protest activities in developed and developing democratic countries, not sparing the undemocratic and authoritarian regimes. The African National Congress (2014), Ngidi & Dorasamy (2013), Mthembu (2012), Kaseke (2011: 03), Fraser-Moleketi (2006), Sangweni (2006: 02), and Skweyiya (2004) had promised that democratic rule in South Africa would bring along a beacon of hope for the majority of citizens

that there would be a better life for all proportionately. The Department of Public Service and Administration (2007: 8) (hereafter referred to as DPSA), recognizes the centrality of the Public Service as a key machinery through, amongst others, sustainable, effective, and efficient service delivery will be rolled out. The government enacted a plethora of legislative and policy frameworks through which service delivery can be harnessed, transformed and reoriented towards the imperative of the new democratic dispensation.

DPSA (2008: 3), hence, concurs that through the *Batho Pele* White Paper, the South African government committed itself to honouring the eight principles of service delivery; that these principles are the central component of the transformation of service delivery and shifting the frontiers of a segregated to a coherent local governance. KwaZulu Natal Department of Transport (2002: 1) has creatively increased these eight principles to eleven in order to optimally harness and offer an improved service delivery machinery for the people, with the people and by the people. The *Batho Pele* principles are aimed at providing a policy framework and practical implementation strategy for the more advanced, efficient, effective, reliable and equitable provision of service delivery. KwaZulu Natal Department of Transport's website indicates that there are currently eleven *Batho Pele* principles; the eleventh principle deals with leadership and strategic direction. This last principle is based on the assertion that leaders must create an atmosphere which allows for creativity and management must ensure that goals are set, and that planning is done. The Public Service Commission reports hereafter referred to as PSC, (2007a: 9; 2007b: 3; 2008a: 20; 2010: 4) concur that, generally, these *Batho Pele* principles cannot be achieved in isolation from one another, as they are interlinked.

1.3. PROBLEM STATEMENT

A great percentage of the officials and leaders in Mopani District Municipality do not satisfactorily implement the *Batho Pele* principles. This implies that service delivery, amongst others, does not take into cognizance the notion of putting people first, thus, customers' satisfaction cannot be guaranteed. The *Batho Pele* principles are regarded by officials and leaders as an add-on activity that could be done on a voluntary basis. The employees' performance against the principles has not been included in their performance contracts, thus, is not monitored. The customers do not participate in determining key services that are to be rendered by Mopani District Municipality. Adherence to the *Batho Pele* principles should involve, amongst others, consultation with the customers to determine their needs and

expectations against which they can judge the performance of the Municipality. Without such a consultation, the Municipality is not in a position to provide services that meet its customers' needs.

There is no opportunity awarded to the customers to assess the performance of the Municipality so that - customer satisfaction level is gauged, areas of weaknesses are identified, and service delivery gaps closed. A well-defined system for auditing compliance to the *Batho Pele* principles in the Municipality is required to evaluate performance against the implementation of these principles, as well as ensuring redress in cases where the services provided fall short of the promised standard. DuBrin (2005:332) maintains that organizations have fallen into a "knowing-not-doing" gap because when performing something demands hard work to realise the endeavour. It is argued that it is essential for all sector of the community to step-in and build a culture of action; managing information is not enough, it must be converted into action.

It is argued that the structures set up for service delivery in all three spheres of government together with the good policies and laws developed so far create a conducive and enabling environment for effective service delivery, but only at a theoretical level. An analysis of our performance as a nation at the end of the first decade of democracy revealed that we have gone a long way in the area of policy development, however, there is still a long way to go with the implementation of these policies (Service Delivery Review, 2007: 8). It can be stated that even during this second decade, attention is still directed at policy formulation, putting policy implementation and evaluation in abeyance. There are plethora of arguments that state that policy is good only to the extent to which it is implemented. The former Minister of the Department of Public Service and Administration, Geraldine Fraser Moleketi correspondingly emphasized that it is imperative to note that the public service delivery will not be judged by the number of guidelines that have been developed but by the extent to which they have been implemented ([www.dpme.gov.za/publications/20 Years Review/20 Year Review Documents/20YR Change public service pdf](http://www.dpme.gov.za/publications/20%20Years%20Review/20%20Year%20Review%20Documents/20YR%20Change%20public%20service.pdf)).

The White Paper on Transforming Public Service Delivery, which outlines the eight *Batho Pele* principles, was developed and published in 18 September 1997 by the Department of Public Service and Administration. The principles were and are still expected to be implemented by all government departments in all spheres of government, chapter nine institutions and quasi non-governmental organisations alike. In the context of governance,

public service delivery is the result of the intentions and decisions of government and government institutions, and the actions undertaken, and decisions made by people employed in government institutions (Du Toit, Knipe, Van Niekerk, Van der Waldt & Doyle, 2002:5). Fox & Meyer (1996: 118), focus on the provision of public activities, benefits or satisfactions. This implies that service delivery is the fulfillment of a mandate that each government department has to undertake for the purpose of satisfying the basic and essential needs of the communities, identified through extensive consultation. All the Acts and policies of the government have to be adhered to by all the public servants in the various government institutions at all levels of government. Van der Waldt & Du Toit (2002:43) uphold that every action of a public official must be within the limits of enabling provision of the Acts and regulations (*intra vires*). Botes (1994:179) also maintains that the laws of the country which have been formulated and articulated in the executive branch of government and approved by legislature, should be regarded as the norms.

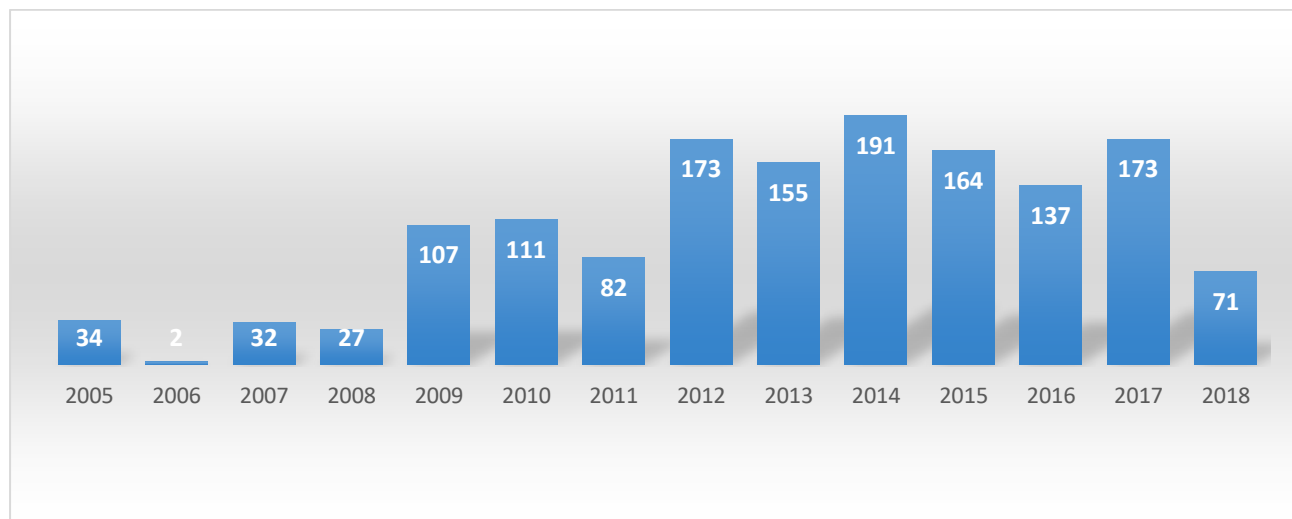
Rachel Donaldio of The Atlantic Newspaper dated 26 February 2019 in France expounds that it has been for months that the French President tried to figure out what triggered the infamous yellow vests protests. The President tried to convene a series of town meetings also called “grand debate” to address the people’s discontent on fuel tax hike. Such a delay is viewed negatively in the context of attempts to roll out participatory democracy by convening town meetings for appraising the communities on issues, and in this case, on the envisaged fuel tax hikes. This was not done at all, and the communities felt undermined and disregarded and finally unleashed the violent protest marches which clashed with the law enforcement agency of France.

Such occurrences can also be seen in South Africa; hence, the purpose of this study is to critically evaluate the implementation of *Batho Pele* principles, within a local government space, using Mopani District Municipality as a case study. This study is contextualized in the fact that after two decades of democracy in South Africa, local governments are still experiencing problems ranging from legibility of the structures in place, to serious issues of governance. These symptoms can be seen through the nature and state of protests that are taking place throughout South Africa; these have raised several questions that are related to the normative base and values that supposedly inform public administration practices in South Africa, hence, indicating a need to investigate the extent of implementation of *Batho Pele* within the local government arena. Local government is still marred by violent service

delivery-related protests. Naidoo (1994) when he was Minister in the Office of the President noted that local government was famously regarded as the hands and feet of the Reconstruction and Development Programme. Municipal IQ, however, submits that for more than two decades after 1994, local government still has no hands and feet and is, therefore, on its knees; leading to 152 municipal service delivery protests being recorded as at the end of September 2017. If this is not addressed with speed and zeal, but, continue at the same rate as the first three quarters of 2017, the total number of service delivery protests will surpass all other years since the maiden recordings in 2004. This places municipalities in an unenviable position of facing intense demands for delivery from an increasing and understandable impatient communities while also being faced with shrinking resources in a recessionary environment. Meanwhile the figures on the Municipal IQ’s Municipal Hotspots Monitor confirm that the increase in service delivery protests recorded in April 2018 looks likely to at least match previous annual protest records. Even more worrying is that 94% of these were violent as compared to 76% of previous protests recorded, since 2004.

The bar chart that follows depicts the trends of major service delivery protests in South Africa from 2004 to 20 April 2018.

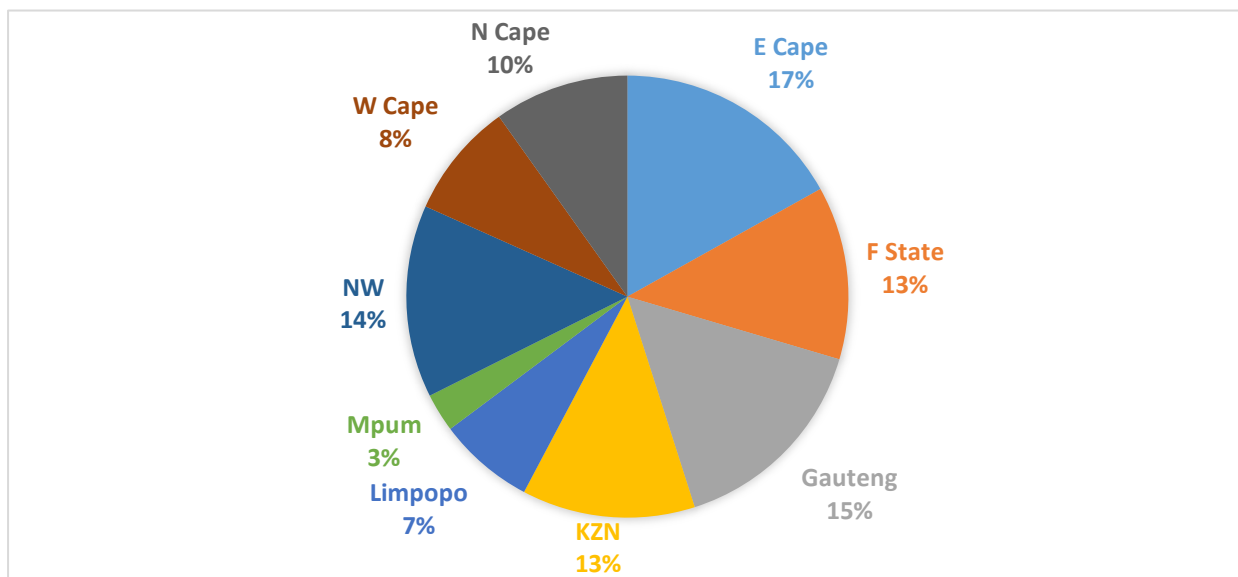
Figure 1.1: Major Service Delivery Protests, from 2004 – 30 April 2018



(Source: Municipal IQ Municipal Hotspots Monitor, 2018).

The pie chart that follows below shows the service delivery protests in percentages to all the Provinces in South Africa during the period, 2018.

Figure 1.2: Service Delivery Protests by Provinces in 2018 (as of 30 April 2018)



(Source: Municipal IQ Municipal Hotspots Monitor, 2018).

The Municipal IQ, 2018 report further exposes an ever-increasingly popular modus operandi of blocking major roads which has become something of a competition to secure a place in the news headlines and presumably politicians' priority lists. These have caused major disruptions to commuters and people living in protest-afflicted communities, especially, school learners and frequently-targeted foreign-owned business owners. The report further states that this has also resulted in other high-risk activities with opportunistic criminality often taking place and infrastructure collateral damage being inflicted and typically going unrepaired. An instance is Vuwani schools, where residents are becoming vulnerable to unrepresentative groups within communities who take advantage of the ensuing anarchy. This has given rise to acts of vigilantism which have become more common along with audacious crimes of opportunism in a recent protests at places like - Sasekani, Mokgoloboto, N'wajaheni, Rwanda, Mavele, Mogapeng, Petanenge, Pharare, Rita, The Oaks, Finale, Willows, Lorraine, Metz, Ga-Sekororo, Dan, Nkowa-Nkowa, Lemondkop, Kurhula, Masike, Mashishimale, Namakgale, Senwamokgope, Kgapane, Sephukubje, Bolobedu South, Rotterdam and Makgakgapatse, where passing motorists were forced to pay a toll fare to be allowed to continue their journey past a protest site.

These violent service delivery-related protests that had resulted in loss of lives and properties would not have been experienced in the district by the residents of the communities, had the democratic values and principles as enshrined in section 195 of the Constitution of the Republic of South Africa of 1996 and the *Batho Pele* principles were adhered to and implemented. Such trends are also manifesting themselves in other parts of the country. A landmark ruling on a case, in the High Court of South Africa, Limpopo Division in Polokwane, as per Case No: 1256/2016 29/4/2016, wherein the communities of Vuwani in the Vhembe District Municipality could not accept the newly-demarcated municipality despite a thorough consultation and public participation processes that preceded the establishment. According to News24 archived at 19h15 on 2007.04.13, the Khutsong Township remained an unstable area within local government arenas.

The National Development Plan 2030 enunciates that solidarity is displayed through free basic service provision so as to reap the same quality of free basic services, irrespective of the geographic location, colour, class, and favour (Presidency 2015: 14). Mopani District Municipality which is expected to be rolling out the same quality of free basic services cannot, however, be seen to be doing this. These democratic values and principles are enshrined in Section 195 of the Constitution of the Republic of 1996, and the *Batho Pele* principles on consultation, service standards, access, information, value for money, customer impact, openness and transparency. The National Development Plan 2030 asserts that this demands a well-run and effectively co-ordinated state institutions, with skilled public servants who are committed to the public good and capable of delivering consistently high quality free basic services, while prioritizing the nation's developmental objectives. As the *Batho Pele* principles were cascaded into other spheres of local government like Mopani District Municipality, however, they were not afforded the necessary impetus and attention they deserved, therefore, a reason for this study to be conducted.

1.4. RESEARCH AIM AND OBJECTIVES

To adequately respond to the statement of the problem, the research aim, and objectives of this research are presented in the ensuing paragraphs.

1.4.1 Research Aim

The aim of this study is to critically evaluate the implementation of *Batho Pele* principles in local government in the case of Mopani District Municipality in Limpopo Province, South

Africa; to recommend that a re-cascading of the *Batho Pele* principles be done and to develop working model for the field, using Mopani District Municipality as a case study.

1.4.2 Research Objectives

Mouton and Marais (1992: 42) state that research goals provide a broad indication of what researchers wish to attain in their research. The argument is that when a study's objectives are set, this ensures that the research problem is attended to (Munzhedzi 2011: 5). Auriacombe (2001: 49) surmises that research objectives explain how the plan will solve the research problem. It is on that basis that the research objective of this study are as follows:

- To determine the extent of the implementation of the founding democratic basic values and principles of public administration, in local government;
- To establish the extent of the implementation of *Batho Pele* principles in Mopani District Municipality, and
- To re-cascade the current working model for the implementation of *Batho Pele* principles in the local government in order to enhance free basic service delivery in Mopani District and in other places.

1.5. RESEARCH QUESTIONS

Mbanga (2006: 10) and Bless & Higson-Smith (2000: 19) assert that research questions guide the process of a research project and serve to explain the problem statement. These questions ensure that the general problem of a research can be cut down to key narrow questions, whereby, only one part of the problem is considered at a time. There are several research questions that were generated and responded to in this study, and they are as follows:

- To what extent is there implementation of the founding democratic basic values and principles of public administration in local government?
- To what extent is there implementation of *Batho Pele* in Mopani District Municipality?
- Is the current model for the implementation of *Batho Pele* principles in local government able to enhance free basic service delivery in Mopani District?

1.6. SIGNIFICANCE OF THE STUDY

The concept of significance of study refers to the reasons why a study is noteworthy or remarkable (Polit & Beck, 2006: 148). This study is noteworthy as it aligns to the current theoretical thinking on the implementation of new local government developmental mandate in South Africa, premised on the *Batho Pele* principles that developmental local government is evaluative. The study should make significant contributions to the field of Public Administration by providing an insight into the implementation of developmental local governments; this will be based on the *Batho Pele* principles being employed as catalytic tool in the provision of uninterrupted municipal free basic services to the communities of Mopani District (Nkuna, 2013: 19).

The research assumes that one of the major challenges that is still facing the South African government in its endeavor to be a developmental state is to enhance the process of transforming public-service delivery. According to Kroukamp (2001: 23), what is required is not only the transformation from apartheid rule to democratic principles and a representative public sector, but also a renewal. This can be achieved from a shift from the mere existence of representative public institutions, like Mopani District Municipality, to centres of delivering quality and sustainable local government services. As such, this study contributes to the construction of knowledge in the fields of policy making, implementation, review, management and other related disciplines. It should directly influence and guide policy-makers in ensuring quality and sustainable service delivery at developmental local government levels in implementing the *Batho Pele* principles. This, it is hoped, will avert if not quench the often-violent and sporadic service delivery protests that have emerged in Mopani District and the whole country. These protests if left to continue unabated, could pose a major threat to South Africa's fledgling democracy and render the investor-friendly Mopani District into an investor-repellent one.

1.7 DEFINITION OF CONCEPTS

The definition of concepts in this section will be done through clarification and elaboration of their different dimensions of meanings (Mouton 2001: 175). There are plethora of concepts that are like threads running through the entire framework and are considered key in this research study, thus, they will be briefly discussed and clarified in the subsequent section.

1.7.1 Principles of Public Administration: Akindele (1995) states that the concept 'public' simply means the practice of administration in a particular segment of the society, that of the public sector. Public administration, therefore, has to do with governmental administration and how it operates in particular spheres of government, thus, can be perceived as a machinery for implementing government policy. Public administration is concerned with the study of how a country's administration is organized and how it functions. Since it is the machinery for implementing government policy, it follows that its study must lead to an investigation into the most efficient ways of organizing the executive branch of government, its institutions and its procedures (Akindele, 1995). It is deduced that the concept 'public administration' is a government service delivery machinery, as well as an integral processes through which the government performs its functions to all communities irrespective of their class or social standing.

1.7.2 Batho Pele: *Batho Pele* is a Northern Sotho translation of the adage 'People First' (*Batho Pele Handbook*, 1997: 2). It is an initiative to get public servants to be service-oriented, to strive for excellence in service delivery and to commit to continuous service delivery improvement. According to DPSA (1997: 4; see also Crous, 2004: 575) the phrase is a title that was derived from the guiding principle of transformation of service delivery and reforms adopted by the post-1994 with the sole purpose of provision of service to the people. In this study, *Batho Pele* refers to the principles as propounded in the White Paper on Transforming Public Service Delivery of 1997.

1.7.3 District Municipality: The concept is understood in this research as referring to an entity that is comprised of between four (04) to six (06) local municipalities and other management areas like nature reserves that are situated within the radius of the regional jurisdiction. Local Government; Municipal Structures Act, 117 of 1998, conceptualizes a district municipality as one that has executive and legislative authority in an area that includes more than one municipality, and which is described in Section 155(1) of the Constitution of the Republic of South Africa as a category C municipality. For the purpose of this study, a district municipality will refer to Mopani District Municipality as proclaimed in terms of Section 12 of the Local Government Municipal Structures Act 117 of 1998.

1.7.4 Principle: The Cambridge International Dictionary (2008) conceptualizes the word 'principle' as a basic truth that explains or controls how something happens or works. For the purpose of this study, a principle refers to the control measures in the provision of basic

services to the customers who are the electorates and taxpayers. Kaunda (1966) cited by Van Rensburg (1981: 463) stipulates that the original and fundamental premise of the concept is a plan to develop more and more, but it should not become more and more important than man for whom, this plan is made, or supposedly made for. The customers who are the communities of Mopani District are the end-users of all the free basic services that Mopani District Municipality provide. Mopani District Municipality subscribes and adheres to all Constitutional Values and Principles as well as those of *Batho Pele* principles.

1.7.5 Service Delivery Protests: Craythorne (1996: 198) explains that service delivery protests refers to community action through which the residents of an area decide to voice their dissatisfaction with the manner and scale at which public free basic services are rendered to them; these protests could be either peaceful or violent. World Policy refers to 'service-delivery' as a common phrase in South Africa, used to describe the distribution of basic resources that citizens depend on like - water, electricity, sanitation infrastructure, land and housing (Chen, Dean, Frant & Kumar, 2014). The communities of Mopani District Municipality have the constitutional rights to access all free basic services which are, amongst others, potable water, electricity, sanitation infrastructure, land and housing. When these communities feel neglected, not listened to and looked down at, they feel that the best weapon that can be exploited and bear fruits could be peaceful and/or violent protest marches which can be either legal or illegal.

1.8 OUTLINE OF THESIS

Auriacombe (2001: 30) states that the contents of each chapter in a thesis can be summarised in short paragraphs as a brief presentation of what the reader can expect to find in the thesis. This thesis consists of seven chapters which are summarised as follows:

Chapter One: The chapter provides us with the introduction, background, problem statement, research aim and objectives, questions, significance of study, definition of concepts and outline of the thesis in the implementation of *Batho Pele* principles in enhancing the development local government state, twenty-six years into the democratic dispensation. The chapter also provides an outline of the thesis.

Chapter Two: The chapter summarises the conceptualization of *Batho Pele* in the context of public administration. The focus will be on the concept of *Batho Pele* in relation to public administration; how public administration relates to new public management, and how the

two concepts link with service delivery. Attention is drawn as well to public sector transformation as a global concept and how transformation has affected local government practices in Mopani District, in Limpopo Province of South Africa.

Chapter Three: A discussion into classical, modernistic, and post modernistic New Public Management theory in enhancing delivery of services at local government sphere can hardly be excluded, hence, this is undertaken in this chapter. The discussions also bring out the current debates on public administration and its effect on service delivery.

Chapter Four: The chapter addresses the legislative and regulatory framework that underpins the implementation of *Batho Pele* principles. The impact of the Constitutional and legislative framework on participatory democracy enhances service delivery in policy implementation, is critically evaluated. An endeavour is made in the current chapter to orientate the study in a scientific approach in evaluating the impact of the Constitution of the Republic of South Africa, 1996, enabling legislative and regulatory framework. This is done to facilitate an examination of the implementation of *Batho Pele* principles in local government, in the case of Mopani District Municipality in Limpopo Province, South Africa.

Chapter Five: The chapter focuses on the research philosophy, methodology and design. A detailed clarification is made between quantitative, qualitative, mixed- research methodology, research design, study area, study population, sample size and sampling strategy used in the thesis. There are further detail that are provided on the administration of the collected data, data presentation and ethical issues observed in this thesis.

Chapter Six: This chapter of the thesis captures data presentation, analysis and interpretation, demography of respondents and participants, data collection strategies and analysis and limitation to the study. An explanation of the choice of a mixed method with its more qualitative dominance is advanced. A description that details the method of data collection from the interviews, questionnaires, ethnographic observations, analysis and the justification why the method was selected are offered.

Chapter Seven: The chapter presents the findings of the research based on the returned questionnaires, interview schedule and an observation sheet used to gather information. The chapter provides an analysis of data that covers all issues debated in the Chapter Five. Finally, the study draws a conclusion by providing research findings and recommendations based on the analysis of data. A proposed model on how government needs to improve

implementation of *Batho Pele* principles through a developmental notion of local government, is presented and discussed.

1.9 CONCLUSION

This chapter unveiled an overall introduction to the whole study. The background of the study and the research problem provide an understanding of what is to be achieved during the research project. The chapter emphasized the premise that the implementation of *Batho Pele* principles in local government the case of Mopani District Municipality in Limpopo Province, South Africa can enhance provision of free basic services. The next chapter presents the conceptualization of *Batho Pele* in the context of public administration.

CHAPTER 2

CONCEPTUALISATION OF *BATHO PELE* IN THE CONTEXT OF PUBLIC ADMINISTRATION

2.1 INTRODUCTION

The chapter presents the opening phase of literature review for the study by conceptualising *Batho Pele* in the light of public administration. By so doing, normative foundation of public administration is presented together with its principles. That will be followed by outlining *Batho Pele* as extracted from the constitutional provisions of the Republic of South Africa of 1996 and reaffirmed through policy provision in the White Paper on Transformation of Service Delivery of 1997. The chapter will conclude by presenting developmental local government as phenomenon envisaged in the study.

2.2 THE NORMATIVE GROUNDING OF PUBLIC ADMINISTRATION

The concept, public administration, ordinarily means the practice of administration in a particular segment of the society that is within the public sector (Lamidi, 2015: 7; Coetzee, 1988: 58; Thornhill, Van Dyk & Ile, 2014: 4). The notion of administration is as old as civilization (Sirovha, 2017; Basu, 2003; Bayat & Meyer, 1994). It is articulated by Coetzee (1988: 58) that, daily, within the complex networks of administrative activity, thousands of public administrators make significant value-laden choices which affect the lives of millions. It is, therefore, prudent that public administrators become aware of, and are concerned with, the value surrounding their administrative tasks and become conscious not only of their own values, but also of those allocated to them as they determine courses of action to carry out their tasks (Coetzee, 1988; Akindele, 1995; Thornhill *et al.*, 2014: 4). Public administration is, consequently, a series of activities of governmental administration that operate in a particular sphere of government, in South Africa (Rutgers, 2010); it is a tool used for implementing government policy (Akindele, 1995). Public administration is aligned with the study of how a country's administration is organized and how it functions. Since it is the machinery for implementing government policy, it follows that its study must lead to the development of the most efficient ways of organizing the executive branch of government, its institutions and its procedures (Akindele & Ayeni, 2012; Akindele, 1995). Public administration is the machinery, as well as the integral processes through which the government performs its functions (Coetzee (1988). In as much as public administration can be understood, to be the

implementation of government policy, it is also a discipline in the academic world as it is a study that deals with putting into practice all government pronouncements and nurturing public servants (Sirovha, 2017). Public administration has matured over time, and today there is a high demand for a value-driven public service approach, based on practices, to provide efficient and effective services to meet the changing needs of society (Sirovha, 2017; Curristine, 2007). Coetzee (1988: 59) states that it is a standard behavior that public administrators be neutral and to be apolitical policy implementers rather than policy makers; normative emphasis is associated with recommended values which are viewed as desirable by their promoters (see also Cloete, 1998; Coetzee, 1988; Du Toit & Van Waldt, 1999). There are normative guidelines which are regarded as the foundations of public administration which should be observed painstakingly by public administration practitioners (that is, political office bearers and public officials). Cloete (1998); Coetzee (1988); Du Toit and Van Waldt (1999) assert that those guidelines emanate from the body politic; community values as well as sensitiveness and responsiveness in public (human) relations. The ensuing paragraphs discuss the various categories of normative guidelines.

2.3 NORMATIVE GUIDELINES IN PUBLIC ADMINISTRATION

The following are the various categories of normative guidelines that emanate from the body politic, social value systems and legal rules (Coetzee, 1988).

2.3.1 Guidelines emanating from the body politic

Du Toit and Van Waldt (1999) classify the principles contained in the Constitution of the Republic of South Africa of 1996 and the authority of Parliament as guiding principles emanating from the body of politic (see also Coetzee, 1988; Thornhill *et al.*, 2014). Parliament was instituted as per the Constitution of the Republic of South Africa of 1996, and the same constitution authorises Parliament to make laws for the country (Coetzee, 1988; Thornhill *et al.*, 2014). It needs to be noted that these guidelines are emanating from the provisions of both sections 2 and 7 of the Constitution of the Republic of South Africa. Those sections provide that it is the supreme law of the country and adherence of the tenets or principles of democracy.

According to Cloete (1998: 100), aside from the political supremacy and the tenets of democracy, there are issues of public accountability as a guideline emanating from the body of politic. Du Toit *et al.*, (2010: 102) explains that examples of guidelines emerging from body

politic are, supremacy of the Constitution; democracy and political accountability. This means that the *Batho Pele* principles are intended to transform the delivery of services in South Africa, so as to make service delivery customer-friendly and to meet the basic needs of all South Africans.

Sections 2 and 7 of the Constitution of the Republic of South Africa of 1996 further espouses that the guiding principles emanating from the body of politic as provided by Parliament, authorizes it to enact laws of the country and of the tenets of democracy (Du Toit & Van Der Walt, 1998). Cloete (1998) and Du Toit, *et al.*, (2010) affirm that aside from political sovereignty, tenets of democracy recognises amongst other, public accountability as a parameter emanating from the body politic:

2.3.1.1. Supremacy of the Constitution

Supremacy of the Constitution refers to the Constitution of the Republic of South Africa of 1996 as the supreme law of the Republic which means that the law or conduct that is inconsistent with it is invalid, and the obligations imposed by it must be fulfilled (Bekink, 2006). The concept of the supremacy of the constitution confers the highest authority in a legal system on the constitution. When stating this principle, it does not mean just giving a rank order of legal norms (Derrida, 2001). It can be deduced from the above narrative that there is no other law that may be in conflict with the constitution, nor may the government do anything that infringes it. This denotes that both the substantive and procedural requirements of the constitution applicable to all government authority, must, therefore, be complied with or fulfilled.

2.3.1.2. Democracy

Nwogu (2015) and McPherson (1981) argue that it is challenging to reach a consensus on the definition of the concept 'democracy'. Democracy refers to a political system in which decision-making power is widely shared among members of the society, however, as a result of the complexity of modern society, the elected public representatives decide for the population who elected them (Du Toit *et al.*, 2010; Thornhill *et al.*, 2014; Diamond, 2004; Lindell & Scott, 1999; Du Toit and Van Waldt, 1999; Cloete, 1998; Fox & Meyer, 1995; Cloete, 1993).

From the above narrative it can be deduced that a democratic government is organised in such a way that there will be no abuse of the power bestowed on them by the electorates.

This particular constitutional system allows for various principle of government under which separate branches are empowered to prevent actions by other branches and are induced to share power which include: free and fair elections, regular elections, universal suffrage, protection of minority interests, accountability, openness and judicial oversight (Du Toit *et al.*, 2010; Thornhill *et al.*, 2014; Diamond, 2004; Lindell & Scott, 1999; Du Toit and Van Walddt, 1999; Cloete, 1998; Fox & Meyer, 1995; Cloete, 1993). These principles are all inclusive in the new South African constitutional dispensation which compels the electorates to contribute through participating and making decisions on things and present their views to the public officials and representatives alike.

2.3.1.3. Public accountability

Public accountability refers to conduct that is above reproach and that can withstand public scrutiny (Thornhill, 2012:100; Du Toit & Van Walddt, 1999, Cloete, 1993). Thornhill *et al.*, (2014) and Normanton (1966: 1) describe public accountability as a statutory obligation to provide for independent and impartial observers holding the right of reporting their findings at the highest levels in the State any available information, such as facts about financial administration which they may request.

2.3.2 Guidelines emanating from community values

Fox and Meyer (1995: 134) define 'value' as something fundamentally good or desirable that an individual holds onto as a guide through life. Fraenkel (1997: 6) adds that value is what people consider important in life, something that is worthwhile having, doing or trying to obtain, therefore, values can be regarded as something fundamentally good or desirable that an individual should hold on to as guide through life. Similar values need to be adhered to and harnessed within developmental local government. In this regard, in as much as the community has expectations from the members to adhere to the value systems they accept as good, it also the duty of government institutions to adhere to their value systems. In essence, this means that any action undertaken by a government institution must adhere to what the community or society accepts as good and desirable. According to Coetzee (1988: 66); Du Toit, Knipe, Van Niekerk, Van Der Walddt & Doyle (2013: 104) and Du Toit & Van Walddt (1999: 94), the public expects public institutions to adhere to principles, such as reasonable and fair treatment, balanced decision-making, truth, justice, thoroughness, efficiency, and religion (see also Du Toit *et al.*, 2010: 102; Cloete, 1998:112). These principles are discussed as follows:

2.3.2.1 Reasonableness and fair treatment

Reasonableness means an expectation in relation to a particular circumstance or fact; it is used as an objective standard by which to measure or determine something, for instance, the existence of negligence (Artosi, 2009; Miller & Perry, 2011). Reasonable and fair treatment means that public officials' actions must be in alignment with these principles (Du Toit *et al.*, (2013: 104); Du Toit & Van der Walt (1999: 104) and Cloete, (1998: 107). The consequences of an action, therefore, must not have negative effect on those at the receiving end of such an action, irrespective of the recipients' gender, origin, language, religion and political party affiliation at the current juncture.

2.3.2.2 Balanced decision-making

A balanced decision-making refers to a discussion, programme or service in which opposing points of view fairly and without bias are presented (Ahmed (2018). As a democratic South Africa, which inherited service delivery system that was not people-oriented, lack the skills, attitudes and impartiality, it has become a costly affair for the government to fulfil its mandate of providing free basic services to the communities (Du Toit *et al.*, 2013: 104). As South Africa's local government advances towards a developmental trajectory, if it can be considered that the expenditures on delivering free basic services is sourced from the taxpayers and other income-generating mechanisms, therefore, government institutions should strive for balanced decisions. Hastily-made decisions may heavily cost the taxpayers and have a negative effect on them and future developments (Du Toit *et al.*, 2013: 105).

From what has been narrated above, it can, for instance, be deduced that Mopani District Municipality took an ill-considered decision when it started to build, a now half-completed building that appears to be aftermath of a heavy-machinery battleground. Similarly, the community expected both public officials and public representatives to have had thorough consultations on whether it was essential to relocate the seat of Mopani District Municipality from Giyani to Tzaneen.

2.3.2.3 Truth

Truth is considered as being closely associated to loyalty, reliability, honesty, integrity, tolerance, level-headedness and objectivity (Du Toit *et al.*, 2013: 105; Heyns, 1986: 115). Since all spheres of government are entrusted with public funds, it is expected of them to always display high levels of loyalty, trustworthiness, and honesty, from government

institutions, public representatives and officials alike. Truthfulness, thus, is non-negotiable from a transparent government (Du Toit et al, 2013: 105).

From the above discussion, programmes of government should contribute towards an enhanced quality of life for all (Thornhill & Hanekom, 1995: 17). This implies that the results expected from public administration are aimed at free basic service delivery and the improvement of the general welfare of the people (Du Toit *et al.*, 2002: 6). Truth, in this case, represents more than a focus on neglected facts about degrees of poverty, suffering or violation; it is about creating the space for the oppressed to speak out for themselves, and for them to become conversation partners in the formation of strategies to establish justice (Torrance, 1960).

2.3.2.4 Justice

Justice in the broadest sense of the word, refers to the principle that people receive that which they deserve, with the interpretation of what then constitutes deserving being impacted upon by numerous fields, differing viewpoints and perspectives, including the concepts of moral correctness based on ethics, rationality, law, religion, equity and fairness (Van Der Walt, 2005). The principle of justice demands that all spheres of government and its institutions, public representatives and officials should not bar the public from receiving free basic services. A violation of the principles of justice is realised when the community as taxpayers are prevented from accessing those free basic services that they are rightfully and legally entitled to (Du Toit *et al.*, 2013:105).

2.3.2.5 Thoroughness

Neff (2007), explains that the concept thoroughness means the quality of being complete and including all necessary details. Psalm 51:2 refers thoroughness to the carrying out of each task in preparation for God's personal inspection and approval according to David when he prayed saying "*wash me thoroughly from mine iniquity, and cleanse me from my sin*"; he used the Hebrew word *rabah*, which occurs seventy-four other times in Scripture, as 'to multiply'. He was asking God to cleanse him over and over so that there would be no trace of sin or iniquity left. Thoroughness in cleaning is not accomplished by a quick once-over action but by deep cleaning and complete washing to make sure every bit of dirt or uncleanness is removed. Cloete (1998:109) posits that government institutions are bound to perform their activities thoroughly. The principle also denotes that any activity must be executed timeously and economically, and the outcome must be acceptable and of quality. In this context local

government in providing the community with free basic services, quality should not be compromised, and this is not negotiable.

2.3.2.6 Efficiency

A general definition, given to efficiency, shows the relationship between the outputs and the inputs made to achieve an objective (Mihaiu, Opreana & Cristescu, 2010: 133). Afonso, Schuknecht & Tanzi, (2003: 8) consider efficiency from the perspective of a comparison between inputs and outputs or between costs and benefits. Efficiency refers to the comparison between what is actually produced or performed with what can be achieved with the same consumption of resources and is a vital factor in the determination of productivity, according to Thornhill, Van Dijk and ILe (2018: 252); Visser & Erasmus (2009: 368); connotatively, it implies doing things the right way. Efficiency as a principle becomes pivotal if it can be borne in mind that there are meagre resources that must be spread across all communities through delivery of amenities. Due to dwindling economy and a high demand for free basic services, it remains crucial for government institutions, public representatives and officials to be efficient and economic (Du Toit *et al.*, 2010: 103; Du Toit & Van Waladt, 1999: 94).

2.3.2.7 Religion

Religion is a controversial and complicated subject with scholars failing to agree on any one definition (Harrison, 2006). Rautenbach (2006) defines religion as the belief in and worship of a superhuman controlling power, especially, an almighty God. There is a consensus in the definition to the concept of religion in its most comprehensive sense; explaining it as a belief in the being and supreme perfection of God; in a revelation of His will to man; in man's obligation to obey His commands, in a state of reward and punishment, and in man's accountability to God, as well as true godliness or piety of life, with the practice of all moral duties (Uttuh, 2013). Religion sees theology, as a system of doctrines or principles, as well as practical piety; the practice of moral duties without a belief in a divine Lawgiver, and without reference to His will or commands, is not religion (James 1 New International Version).

The deduction that can be drawn from the above narrative is that in a secular state like South Africa, where the freedom of religion is guaranteed in the Constitution, it is expected that public representatives and officials should respect other people's religions but not conform to them. Individual public representatives and officials who are Christians still have to serve proudly and unashamedly their Great I AM. Even though Christianity is not a religion, but it is

a way of life. Public officials and representatives having been exposed to Christianity in one way or another, should ethically, consciously, willingly and intuitively be able to render services to the community. Religion is considered a basic principle as it is the basis of some communities' value system (Du Toit *et al.*, 2013: 105; Cloete, 1991: 70). Religious belief undeniably shapes group and individual identities, as well as societies and, historically, provided the foundation on which many legal systems have developed. This deep-rooted and inextricable link between religion and society, means that religion can also contribute to constitution building.

2.3.3 Sensitiveness and responsiveness: Public (Human) relations

Coetzee (1988: 69) and Du Toit *et al.*, (2010: 103) categorise the principles contained in the Constitution of the Republic of South Africa of 1996 and the authority of Parliament, as guiding principles emanating from the body of politic (Du Toit & Van Walldt, 1999: 94). All the spheres of governments and their institutions have a significant role in harnessing public administration in the contemporary community with particular reference to the unique population composition that prevails in South Africa, in respect for feelings of persons and groupings (Coetzee, 1988: 69). According to Du Toit *et al.*, (2010: 103) due to the behaviour of public administrators which tends to follow patterns of its own, often without proper regard to the directives of the legislators and the needs and expectations of the people, emphasis should be laid on the promotion of sensitivity and responsiveness in public institutions in all spheres of government (Du Toit & Van Walldt, 1999: 94; Coetzee, 1988: 69).

It is articulated by Coetzee (1988: 70) that public relations as a field of activity is concerned with the relations of an industry, corporation, profession, government, union or other organization with specific public employees, customers, stakeholders, suppliers, members of political parties, or the public at large. Over the period of time, public relations has positively developed into a dual weaponry for the nation, in the global battle of ideas.

2.4 CONSTITUTIONAL BASIC VALUES AND PRINCIPLES GOVERNING PUBLIC ADMINISTRATION IN SOUTH AFRICA

All government departments are regarded as a public body that are there to fulfil the needs of the public, therefore, such needs have to be communicated back to the public it is designed to serve (Craythorne, 1990: 84). In this regard, the South African democratic dispensation has promulgated the constitutional basic values and principles that must govern public

administration; these are referred to in Section 195 (1) of the Constitution of the Republic of South Africa of 1996. The principles are discussed in the ensuing paragraphs:

2.4.1 A high standard of professional ethics must be promoted and maintained

Ethics means the science of morals in human conduct; they are moral principles and rules of conduct that are generally accepted (Fox & Meyer, 1995; Andrews, 1985). According to Uys (2012: 3), the concept 'professional ethics' is an evaluation and application of morality through philosophy, attitudes, beliefs, standards, rules, or codes of conduct within professions, companies and governmental institutions, within a specific country. The Public Administration Dictionary, (1988) affirms that ethics refers to the rules or standards governing the moral conduct of the members of an organization or management profession; within moral philosophy it is that branch of philosophy dealing with values relating to human conduct, with respect to rightness or wrongness and results of such actions. Ethics concerns itself with obeying the unenforceable moral principles that determine what is honest and fair, and the distinction between right and wrong (Disolane, 2012). It is considered a set of rules or standards governing the moral conduct of employees in an institution. Ethics, therefore, deals with values relating to human conduct, with respect to rightness or wrongness of particular actions and to the goodness or badness of the motives and ends of such actions. Rightness refers to what ought to be or what is approved and wrongness to what ought not to be or what is disapproved of by society (Disolane, 2012).

Heilman (2016) sees the concept, professional, as a specialized work that cannot be performed mechanically because the contingencies of its task vary so greatly from one another that the workers must exercise considerable discretion to adapt their knowledge and skill to each circumstance in order to work successfully; this basically encompasses the way in which public managers and their subordinate officials conduct themselves (Freidson, 1999). Ethics, similarly, may refer to a system of moral principles that are based on values relating to human conduct, with respect to the rightness or wrongness of certain actions and to the goodness and badness of the motives and ends of such actions (Disolane, 2012; Mbatha, 2005). A combined value of individuals' morals, and the social expectations and ethical rules of a country, professions, private and public institutions, should form the bases for organizations to deliver sustainable services (Uys, 2012: 3). A study conducted by Heynes (1986: 01) concludes that ethics governs what a person must do, consequently, mandates

the actions and attitudes of public managers in relation to their colleagues and the public, as well as, in relation to themselves.

Uys (2012: 3) expounds that there are basic values which are ethical in nature and can be regarded as the rules of law which are the pivotal elements gluing democracy in a society. When public officials and representatives execute their day-to-day functions, such as managing public funds and disposing of discretionary practices, these actions are viewed as ethical. These values are not only there to protect citizens against arbitrary use of public power, but also public authority itself against any misuse and underuse of power by its public officials and representatives. Ethical conduct and organizational integrity are key in equipping public officials with the skills and competencies to make ethical decisions, develop organizational integrity, prevent fraud and combat corruption in the government (Mchunu, 2020).

Ethics is ordinarily separated into four central schools of thought, which may be recognised as alternative explanations for the principles of human action. There is no clear demarcation between the schools as is shown in the following discussions:

- *Empirical theory*, which states that ethics are derived through human experience and are conceived by general agreement. Some forms of warfare are commonly agreed to be unethical; for example, the use of poison gas and hydrogen bombs is unethical because there would be no way to control such weapons once they are unleashed. Empirical theory bases itself on what can be seen, quantified, and measured. Right and wrong do not have an independent existence apart from facts and deeds.
- *Rational theory*, which articulates that people determine what is good or bad through reason. Ethical action is a determination of logic, not of experience. The theory maintains that each situation is unique and requires a unique application of the human power of deduction to arrive at what is right or good.
- *Intuitive theory*, which expounds that ethics are not necessarily derived from experience or from logic, but that human beings naturally and automatically possess an understanding of what is right and wrong, good and bad. Intuitive theorists frequently use the phrase “natural moral law” and are well represented in the writings which inspired and explained the French and American revolutions.

Revelation theory, which contends that the determination of right and wrong comes from an authority above human beings. In this view the Bible as the Word of God is the final arbiter of conduct. Furthermore, that God continues to make pronouncements regarding ethical decisions which must be made.

To put it in a simpler language, ethics is concerned with two things, namely, usage of a standard to establish right and wrong, and prescribing what the rights of people should include.

2.4.2 Efficient, economic and effective use of resources must be promoted

Section 195 (1) (b) of the Constitution of the Republic of South Africa of 1996 envisages the country's capability to produce desired results with little or no wastage, ability to use the resources right and ability to produce desired results through use of these minimum resources, at all times. Herewith is a breakdown of definitions of concepts that are attached to this principle. Efficiency means a comparison of what is actually produced or performed with what can be achieved with the same consumption of resources; it is a vital factor in determination of productivity (Thornhill, Van Dijk & ILe, 2018: 252; Visser & Erasmus, 2009: 368). Connotatively the concept, also shows doing things the right way. Hatry (1978) and Manzoor (2014: 4) define the concept 'efficiency' as the extent to which the government produces a given output, with a least possible use of resources. According to Visser and Erasmus (2009: 368) the term 'economic' originates from the concept 'economy' which refers to the relationship between quantity and quality of resource input and the related cost, which can be viewed as the lowest cost for a given quality and quantity of inputs (Venables & Impey, 1991:427; Chambers, Selim, & Vinten, 1988: 83). The concept can ordinarily mean the doing of things in a cost-effective way. Effective refers to the extent to which inputs accomplish outcomes, or the achievement of maximum outcomes by selecting optimal mixes of inputs Visser & Erasmus, 2009: 368; Venables & Impey, 1991:427; Chambers, Selim, & Vinten, 1988: 83). This literally means when doing the right things as planned.

Section 195 (1) (b) of the Constitution of the Republic of South Africa of 1996 provides that the capability to produce desired results with little or no wastage; in other words, the ability to use resources right and ability to produce desired results through use of these minimum resources requires entities to manage their finances well. It is understood and affirmed that entities need the ability to understand the policies and programmes of government and to have the ability to determine success and failures in the course of implementing their

mandate. The inability to do all these very often prevent the delivery of quality services and often results in protest marches by the citizenry. Essential for achieving this is the capacity of the entities to implement the *Batho Pele* principles. It is expected that public administration in Mopani District Municipality should be focused on development. All this can only be possible when considering institutional development and capacity-building that will produce effective, efficient and expected service delivery, at the local level, in a manner that improves the lives of communities (Maloba, 2015).

2.4.3 Public administration must be development-oriented

The concept, development, means that process through which an individual, a community or a state maximally produce desired results with little or no wastage, ability to use the resources right and ability to produce desired results, through use of these minimum resources without waste; it is further compared and associated with concepts, such as growth and improvement (Du Toit, Knipe, Van Niekerk, Van der Walt & Doyle, 2013:66). Development refers to the use of home-grown ideas or strategies to improve the lives of ordinary citizens, but must involve significant public participation and consultation with the relevant stakeholders (Esman, 1991; Maphunye, 2009).

Development-oriented public administration may be defined as a politico-administrative structure with the capacity to deliver services to the public in a manner that goes beyond the Weberian criteria of a trained and professional bureaucracy that merely interprets legislation and policies and follows orders to the letter. Public servants must be able to go beyond the call of duty and be selfless in rendering services to the public; it must be highly skilled, professional, experienced, and have highly-motivated, goal-directed personnel with the capacity not only to fulfil the mandate of the government of the day, but also to sacrifice and contribute to the development of a strategic vision for transforming society (Maphunye, 2009; Maserumule 2007; Mbabazi, 2005). Development-orientation puts forward a vision for entities or local government, which centres on working with local communities to find sustainable ways to meet their needs and improve the quality of their lives.

2.4.4 Services must be provided impartially, fairly, equitably and without bias

According to Mathison (2005), the concept, impartially means a value that contributes towards making decisions and providing advice on merit and without bias, caprice, favouritism or self-interest; this can be achieved by acting fairly, by objectively considering all relevant facts and fair criteria in order to implement government policies and programs,

equitably. Equitably means allowing for distribution of resources by treating communities with different resources and stages development, equally (Thornhill *et al.*, 2014:296). Mathison (2005) propounds that the concept “without bias” is an innate or learned disproportionate weight in favor of or against an idea, individual, thing or group, usually in a way that is closed-minded, prejudicial, or unfair. When interconnecting delivery of free basic services to the public, its representatives and officials need to conduct themselves within expected legislations. People’s needs must be responded to, and the public must be encouraged to participate in policy-making, particularly, in the Mopani District Municipality.

2.4.5 People’s needs must be responded to, and the public must be encouraged to participate in policy-making

People’s needs in reference to a traditional list of immediate basic needs is food, water, energy, sanitation, education, healthcare, shelter and clothing (Population Connection, 2016). It is expected that all spheres of government and their institutions should promote and sustain public participation in their endeavour to serve the community who not only did they vote for them but are, as well, taxpayers. Such spheres of government remain a fertile ground for the public representatives and officials alike to respond to the community needs and provide them with progress of what they have done or failed to have done. Based on the above narrative, it can be stated that entities such as Mopani District Municipality must be accountable to the people as it is viewed as an aspect of government of the people by the people with people at all times. This is evident from the fact that when these people need to be built a school, they will approach the District Municipality first. Even though building schools is not a competency of the District Municipality.

2.4.6 Public administration must be accountable

It is asserted that the concept ‘accountability’ relates to the obligation to account for responsibilities conferred on an individual and provides for independence and impartial observers holding the right of reporting their findings at the highest level in the State; this may include any available information about financial administration which may be requested (Thornhill *et al.*, 2014; Flinders, 2001; Romzek & Dubnick, 1987; Normanton, 1966). It covers a full range of resources under the control of institutions and includes performance accountability, however, within public administration practice, accountability may take various forms and types with various dimensions (Thornhill *et al.*, 2014: 271). Otegbeye (2016) and Du Toit *et al.*, (2013:66), mention that there are various forms of accountability which are

hierarchical, legal, political, and professional forms in nature. In local government context, a prototype example can be when Mopani District Municipality is required to be accountable to all the people in its area of jurisdiction. Pivotal to this principle, is the aptitude to realise the delivery of free basic services, sound performance management systems, of all relevant legislations, including the *Batho Pele* principles, among others, and to provide comprehensive reports as required. Such systems and reports should not only be compliance-driven but should, instead, serve as credible mechanisms of accountability and appraisal. The municipal officials are accountable for their decisions and actions to the public who are their customers/clients, and the former must submit themselves to whatever scrutiny is appropriate to their office.

2.4.7 Transparency must be fostered by providing the public with timely, accessible and accurate information

Transparency is understood as a public system that is easily understood using criteria that are easily recognizable and made accessible to public scrutiny (Thornhill *et al.*, 2014: 296). With transparency, there is an unrestrained access to timely and reliable information on decisions and performance, however, its absence complicates the call for the public sector to account (Snyman & Snyman, 2003; Murad, 2010; World Bank, 2011). Transparency can manifest itself in various forms - legal, political, and institutional (Finel & Lord 1999: 316). Ward Councilors are expected to convene community feedback meetings quarterly, while Ward Committees can do so either monthly or bi-monthly so that the community can be kept abreast with the development and other imminent issues that are and will be taking place in the ward. The available plethora of written literature in the field of information studies does not correlate with the meagre information that guides government on what to provide in the context of public administration (STATSSA, 2015). This is the ability to be accountable and conduct itself within the prescribed regulations. The absence of timely and accurate information can severely handicap the ability of the people to benefit from the services provided.

Entities like Mopani District Municipality should have the aptitude to appraise the communities with information; that in turn empowers the communities when taking decisions on providing free basic services, such as health-care, potable water, bulk electricity, sewerage, sanitation, social security, housing and refuse removal. Public officers and representatives have to be transparent and open as possible when taking decisions. This should be accompanied with

valid reasons for supporting such decisions and restrict information only when the wider public interest demands it. Good human resource management and career development practices must be cultivated to maximise human potential in the Mopani District Municipality at all times.

A pivotal initial step towards using transparency in South Africa at work was during the drafting, legislating and implementing of the freedom of information, right of access to information as enshrined in the Constitution of the Republic of South Africa of 1996 and enacted through the Promotion of Access to Information Act of 2000. The PAIA as it is ordinarily termed, sets South Africa apart by uniquely having access to information legislation (Wamukoya, 2012). Since the implementation of PAIA in 2002, however, various reports documenting requests for information under PAIA have exposed lack of capacity and zeal for the government to avail information to the public (Cloete & Auriacombe 2008; Darch & Underwood 2005; Harris 2004; McKinley 2003; ODAC 2003; Peekhaus 2011; SAHRC 2003, 2009).

2.4.8 Good human-resource management and career-development practices, to maximize human potential, must be cultivated

Human-resource management is the spreading out of management of an organisation's employees through the expected, intended results and the capability of producing desired results when sourcing their employees, the maximization of their potential and the management of their relations (Thornhill *et al.*, 2014:315). Career-development is defined as the process that one pursues in a career in order to move toward a personally-determined and evolving-preferred future (Career Development Association of Alberta, 2012). Greenhaus, Callanan and Godshalk, (2000) conceives the concept as a continuing process by which individuals ascend through a series of stages, each of which is characterised by relatively unique set of issues, lifelong process of managing learning, work, leisure, transitions, themes and/or tasks.

It is essential for human resource management and development to fully put to use human resource potential and implement decisions without violating sound policies, management practices and systems (Thornhill *et al.*, 2014: 315). This means that the ability of the employees to do something, will have a bearing on the delivering of free basic services appropriately and adequately (Mello, 2014: 164; Erasmus, Loedolff, Mda & Nel, 2010:51); such can appreciate or depreciate the workers' ability to deliver free basic services. The

holders of public office should promote and support these principles through leadership and example (Greenhaus, Callanan & Godshalk, (2000). A consideration aimed at a broad representation when employing for the Mopani District Municipality, should be based on the demographics, personnel management practices based on (ability, objectivity, fairness, and the need to redress the imbalances of the past) to achieve a broad representation. Ramphele (2008: 300) argues that South Africans are discontent with the inadequacy that exist when delivering services (see also The Citizen of 10 July 2008, Van Heerden (2001: 46) and Van Rooyen (2007: 45). People are directly or indirectly affected by government's actions when the needs of the people are not fulfilled as this results in inconvenience and hardship. According to Minnaar and Bekker (2005: 11), it is time for shifting government into another lever in which organisations will be able to address the needs of the people, with timeously.

2.4.9 Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve a broad representation.

Broad representation refers to an ill-defined concept that has acquired conflicting meanings through long use (Eulau & Prewitt, 1973). It may be employed to refer to any relationship between rulers and ruled, or it may connote responsiveness, authorization, legitimation, or accountability; it may, however, be used so broadly that any political institution can be said to perform representative functions or so narrowly that only an elected legislature can claim to do so (Eulau & Prewitt, 1973; Loewenberg, 1972). Section 1 of the Broad-Based Black Economic Empowerment Act of 2004 explains broad representation as,

“the economic empowerment of all black people including women, workers, youth, people with disabilities and people living in rural areas through diverse but integrated socio-economic strategies that include but are not limited to increasing the number of black people that manage, own and control enterprises and productive assets; facilitating ownership and management of enterprises and productive assets by communities, workers, cooperatives and other collective enterprises; human resource and skills development; achieving equitable representation in all occupational categories and levels in the workforce: preferential procurement; and investment in enterprises that are owned or managed by black people”.

Employment or career refers to a person's progress or general course of action through life

and often requires special training to enhance or move forward in an occupation or profession (Mello, 2014: 164). Erasmus, Loedolff, Mda and Nel (2010: 51) define employment as an activity that all persons 15 years and older who during a specified brief period (for example seven days) have worked for five or more hours for a wage or salary or for profit as family gain, in cash or in kind. Personnel management practice also known as 'human resources management' is the concept increasingly used to refer to the philosophy, policies, procedures, and practices related to the management of an organization's human capital / employees, and it is predominantly concerned with all the activities that contribute to successfully attracting, developing, motivating, and maintaining a high-performing workforce that results in organizational success (Ahammad, 2017; Sims, 2002). Similarly, Ahammad (2017); CIPD (2014); Sims (2002) refer to personnel management essentially as an administrative record-keeping function, at the operational level, that makes efforts to maintain fair terms and conditions of employment, while at the same time, efficiently managing personnel activities for individual departments. It is expected that the outcomes from providing justice and achieving efficiency in the management of personnel activities will result, eventually, in the achieving of organizational success. These are the functions that Human Resources departments perform relative to the organization's employees and include recruiting, hiring, compensation and benefits, new employee orientation, training, and performance appraisal systems (Ahammad, 2017; Sims, 2002).

The performance of any organisation is in part dependent upon the capability of its human resource with the knowledge and experience of employees as a source of competitive advantage, however, whether this is realized or not may depend on having the right Human Resource policies and regulations (Ahammad, 2017; Sims, 2002). Managers will, therefore, seek to implement best practice, and in multinationals there is the potential for intra-organizational learning across national boundaries. The human being is the most important element in the development process and its ultimate goal. Attention to the management of human affairs and the effort to make people an effective contributing member in the development plans within organizations, is the responsibility of those working in the field of Human Resources Management; this has become a distinguished field of management worldwide and plays an essential role, especially, in developing countries (Ahammad, 2017; CIPD, 2014; Sims, 2002).

It can, thus, be deduced that local government sphere should strive to recruit and retain

employees and representatives who are capacitated to enhance the local government's developmental agenda of making sure that free basic services are received by the communities. Failure to this, may be seen to be in contradiction with the social transformation and promoting unity through diversity, as required by the Constitution of the Republic of South Africa of 1996. Section 40 of the same Constitution explicates that government is constituted of national, provincial and local spheres, which are distinctive, interdependent and interrelated. This establishes local municipalities as a distinctive sphere, with a mandate to govern, to provide services and to promote social and economic development. A collective societal transformation is the way to address the barriers to the implementation of the *Batho Pele* principles in the Mopani District Municipality.

Provincial Public Service Commissions should be strengthened and supported in their endeavours to evaluate any department and/or entity without fear or favour. Since Mopani District Municipality is a proponent of the Constitutional Values and Principles, it should have long requested the Provincial Service Commission, as an impartial entity, to evaluate its relevance and output as a 4th Industrial Revolution agent. Deloitte Insights, (2018: 3) affirms that for the 4th Industrial Revolution to succeed in any entity, like the Mopani District Municipality, the executives (senior management) should view future stability with less inequality even though their role in the municipality should influence the communities. Until the executives act as change agents and capable stewards of the service delivery machinery in Mopani District Municipality, service delivery protests will snowball, repel investors and standard of living will depreciate drastically. The executives should be highly confident and capable of acting as stewards for Mopani District Municipality during and not limited to service delivery protests and transition periods, in order to fully harness stewardship. As already stated in the previous chapter that the inclusion of the nine Constitutional Values and Principles with the latter culminating in the eight *Batho Pele* principles and further into the current eleven in number, is pivotal. It is not just an incremental digit, but it is an enhancement of the Constitutional mandate of providing free basic services to all the people who live in South Africa.

2.5 INTRODUCTION OF *BATHO PELE* PRINCIPLES IN PUBLIC SERVICE

The White Paper on Transforming Public Service Delivery (*Batho Pele*) of 1997 was published primarily to enhance the notion of putting people first, and that the recipients of services were to be viewed as customers. All three spheres of government in South Africa

play a crucial role by putting all policies into practice through the eight principles. The transformed South African service delivery is measured by the communities through its effectiveness in delivering services which meet the communities' basic needs. Improving service delivery is therefore the ultimate goal of transformation. Decisions by public officials and representatives about *what* should be delivered will be improved as a result of the *Batho Pele* approach; for example through systematic consultation with users of services, and by information about whether standards of service are being met in practice.

2.6. BATHO PELE DISCOURSE IN PUBLIC ADMINISTRATION

Pietersen (2014); Ngidi and Dorasamy (2013); Mboweni (2013); Ralane (2011); Khoza (2009); Netswera and Phago (2009); Swana (2008); Maseko (2008); Legodi (2008); Matoti (2011); Crous (2002); and Maphunye, Tshishonga and Mafema (2014) have conducted empirical researches on implementation of the *Batho Pele* principles in municipalities and sector departments. It, however, still remains a challenge that research on implementation of the *Batho Pele* principles in municipalities and sector departments is the road less ventured into, in research. The principles have been handled as an add-on programme but not as the means to facilitate the government machinery in the provision of quality, ethical, reliable and sustainable service delivery in areas, such as water, electricity, sanitation infrastructure, land and housing to all citizenry in Mopani District.

2.6.1 Batho Pele as Concept and Principles

Batho Pele is regarded as an initiative that necessitates that public officials and representatives should be service-orientated in order to achieve excellence in sustainable delivery of services. It is a simple, transparent mechanism that allows customers to hold public servants accountable for the type of services they deliver. The paragraphs that follow explain *Batho Pele* as both a concept and principles in the development of local government:

2.6.1.1 Batho Pele as concept

Concept refers to components of thought contents or mental events and abilities that may be common to different thinkers or constant in one thinker over time. When a concept is there, it means there is an ability to think (Reys, 1983; Charles, 1983; Burge, 1983). DPSA (1997: 3) indicates that one of the enormous tasks that government is faced with, is to build a capable public servants that will be able to address the demands of communities including,

provision of free basic services in South Africa, hence, the launch of *Batho Pele*. With regard to the role of leadership, an apt statement is that South African cities are faced with tremendous development challenges and that there is a critical institutional developmental challenges, which constitute the crux of the success or failure of municipal leadership; to achieve success, specific leadership skills are needed to optimally improve free basic service delivery in local government in South Africa. Specifically, skills are needed to address the ever-changing demands for improved services placed on local authority as well as the need to address the inequalities of the past (Vil-Nkomo, 1998: 201). Mouton (2001: 87) affirms that the accumulated scholarship in any discipline or field of study refers to elements, such as, definitions of the concept *Batho Pele*, different theoretical framework, models and hypothesis in the field of *Batho Pele* principles research, existing data and empirical findings that have been produced by previous research topic, and measuring instruments like questionnaires, scales and indices that have been developed to measure the extent or scope of the research topic.

Tshikwatamba (2014) expounds that there are original principles appraising what is commonly referred to as *Batho Pele* principles. They are not *Bantu* principles due to the historical and derogatory orientation of the phrase *Bantu*, however, they are people-orientated principles. Tshikwatamba continues that the analytical axis, previously, based on that *Batho Pele* principles are more about the people. The people are not only first in relation with principles but are first before the principles were documented. The principles are developed by the people in order to regularize the actions of the public functionaries. The current *Batho Pele* principles and the original ones do not exist in separation. They are deeply embedded in the societal value systems of the people who existed from one generation to the other, emphasizing the centrality of people in relation to principles. The people's centrality is accentuated with references to a reasonable number of specific people-orientated instruments that have bearing in the global and international arenas. Moran (2002: 7) explains that *Batho Pele* is a Sesotho phrase that changes people from being disregarded to being those who are esteemed, hence, the phrase, "people first". The concept was elected to reiterate that service delivery is created solely to serve the people as its customers.

It is the purpose of this section to critic the original, fundamental and well-articulated *Batho Pele* principles. The objective will be to comprehensively critique their originality, conceptualization and application in the South African and abroad due to South Africa being

a constituent, pioneer and influential component of the global village. The phrase *Batho Pele* is of a South African Sesotho language origin. *Batho* means People whereas *Pele* means first, thus, collectively, *Batho Pele* means People First. Tshikwatamba (2014) agrees that there are no single homogeneous Sotho people in Southern Africa, therefore, the term 'Sotho' is essentially a label of convenience. Its usage rests essentially upon a broad linguistic homogeneity of the Sotho people and upon certain generalized practices such as cross-cousin marriages. The Sotho generic label blurs differences of dialects, varying settlement patterns and forms of socio-political formations within the greater Sotho family. The Sotho family consists of the Southern and Northern Sotho as well as those from Tswana. Maylam (1986: 42, 48) explains that there have been various historical and social links and similarities between the Tswana and Southern Sotho. Due to the linguistic connection, historical and ancestral lineages of the Tswana, Southern, Northern Sotho and the total citizenry, the phrases, *Batho* and *Batho Pele* refer to all the people and the notion of people first.

Section 6 of the Constitution of the Republic of South Africa of 1996 considers 11 official languages and Sesotho is one of them. The meaning of *Batho* differs from *Bantu* in that the latter has the derogatory connotation pertaining to colour and has been used historically to promote exclusivity in the implementation of apartheid policy framework. The Reader's Digest Universal Dictionary (1986: 132) and Tshikwatamba (2014) clarify that inasmuch as *Bantu* refers to a member of any of the several Negroid tribes of Central and Southern Africa or a black South African or pertaining to any of the *Bantu* people or their languages, its usage is considered offensive. The phrase *Batho* is not only acceptable and inclusive to all people but is considered more appropriate to use in replacement of the phrase *Bantu*. Significantly, it refers to all people, black and white irrespective of colour, culture, religion, origin, and value systems, thus *Batho Pele* principles are not *Bantu* principles.

Good News Bible (2011: 1), Genesis Chapter (1: 26) in Tshikwatamba (2014) indicates that whenever reference to people is made from the biblical perspective with God being the Creator, such is made unrelated to color. In the South Africa, the democratic South African Government incorporated the *Batho Pele* concept and principles to position the people at the center of service delivery pursuit. The use of the phrase *Batho Pele* in the administrative state machinery is deliberate and in line with the stipulation of the Constitution of the Republic that aims to recognize the historically disregarded use and status of the indigenous languages of the people of South Africa.

2.6.1.2 *Batho Pele* as principles

Von Bar (2007: 8) elucidates that the concept 'principle' is susceptible to different interpretations; in the present context, it is used as a synonym for rules which do not have the force of law. The Constitution of the Republic of South Africa of 1996 indicates that the state is constitutionally mandated to put into practice and address the use of all applicable indigenous languages. The WPTPSD includes both a policy framework and an implementation strategy to enhance and improve service delivery to all South Africans. As such, the White Paper is mainly concerned with how services are provided and to improve efficiency and effectiveness of such services. Briefing to the Portfolio Committee on the *Batho Pele* Programme for the Public Service (2010) articulated that the purpose of the *Batho Pele* initiative is to get public servants to be service-focused, to strive for excellence in service delivery, commit themselves to continuous, sustainable service delivery improvement, allow citizens to hold them accountable for the type of services they deliver and to adopt a citizen-orientated approach to free basic service delivery, informed by the eight principles.

Pietersen (2014) contends that in order to achieve this aim, systems, procedures, attitudes, and behavior have to be developed to enhance customer service and meet the needs of customers. In other words, the focus is to put the people first. WPTPSD (1997: 26-29) affirms the eight-step cycle recommended to implement a service-delivery improvement program, namely, identify the customer, establish the customer's needs and priorities, establish the current service baseline, identify the improvement gap, set up service standards, gear up for delivery, announce service standards, monitor service delivery against service standards and publish the results.

The eight *Batho Pele* principles as asserted by Kroukamp (1999); Khoza (2002); Nhlonipho (2003); Rapaea (2004); Mubangizi (2005); Maserumule (2007); Legodi (2008); Department of Co-operative Governance (2010); Ralane (2011); (Mboweni 2013); (Pietersen 2014) are explained later in the study. The principles correspond with the following characteristics of a customer-focused approach: consulting service users, setting service standards, increasing access to all facilities, ensuring courtesy when dealing with customers, providing useful information, increasing openness and transparency, rectifying mistakes and failures, and providing the best possible value for money.

Mboweni (2013) asserts that people should be appraised about the service standards so that they become involved in the formulation of such standards where possible; that there should be open and not restricted access to services and that such an access is require to be equal in the measurement of scale; that people should be courteously and reasonably treated in all forms of people's interaction; that the people should be provided with relevant and accurate information; that the political and the administrative system of the state should be open and transparent to the people; that in the circumstances that services are not rendered to the people as expected, they should be some form of redress and that the services the people receive should be value for money on the economic scales of efficiency. The launch of *Batho Pele* principles was aimed at transforming words into practical authentic actions, to enable the people to view and experience the service delivery in an entirely new way.

There is an indication that the *Batho Pele* principles are vital components that are needed in the quest to advance service delivery. Transforming service delivery demands quality, vital, realistic and implementable principles. Such demands should always address the needs of the customers satisfactorily without compromise (Nhlonipho, 2003: 50). In order to address these eight and/or ten *Batho Pele* principles, the municipality must develop a website where customers can have equal access to information on how to apply for benefits that are administered in the municipality, and where there are also radio talk shows broadcast in different languages. This should not preclude that the Premier Izimbizo, Municipal Mayors'/Member of the Executive Councils, District Intergovernmental Relations and Monthly Ward Service Delivery Fora are convened either monthly and/or quarterly for similar discussions. It is perceived that the magnitude to which the implementation of *Batho Pele* principles in Mopani District was not established, due to communities not being updated about the challenges that the municipalities within the District are faced with in connection with providing free basic services, such as water, electricity, sanitation infrastructure, land and housing and rolling out of developmental projects. It is against this understanding that a number of free basic service delivery obstacles have been identified, including - cumbersome legislative environment, weak intergovernmental fiscal relations, low managerial capacity in municipalities, poor public participation in development forums, political infighting, migration, corruption, culture of rates boycotts - that account for poor service delivery and the proliferation of service delivery protests (Asendorpf, 2000; Shaidi, 2013; Twala, 2014).

Skweyiya (1997) asserts that as an elected public official, one of government's most important tasks is to construct a capability of meeting the challenge of improving the delivery of free basic services to the citizens of South Africa. Access to decent free basic services is no longer a privilege to be enjoyed by a few; it is now the rightful expectation of all citizens, especially those previously disadvantaged. This is why the guiding principle of service delivery transformation and reform is - service to the people. The transformation of service delivery is to be judged, rightly, by the practical difference people see in their daily lives, hence, the launching of *Batho Pele*. The intention being to turn words into action, the desires and needs of the people to come first and be satisfied and for people to view and experience the public service delivery in an entirely new way. The White Paper on *Batho Pele* (1997: 18) makes it clear how to make *Batho Pele* principles happen when putting them into practice. An explicit demonstration of how to make *Batho Pele* principles happen, including in the Mopani District Municipality.

Netswera and Phago (2009: 209) state that the *Batho Pele* principles development after the country's 1994 democratic transition, is possibly South Africa's one great attempt to develop standards for service delivery. Before then, the country had a myriad of racially defined standards for service delivery, with the lowest or worst usually reserved for black people. Prior to the 1994 democratic elections, the majority communities could not have access to particular government services. The turnaround dawned only in 1997, with the passing of the White Paper on the Transformation of Public Service Delivery (*Batho Pele* White Paper); this resulted in common national norms and standards being formally articulated and implemented. In terms of this policy, the improvement of service delivery implied redressing the imbalances of the past, and it was widely expected that such redress would also deal with issues of quality, extensively. In some of the self-governing homelands, like the former Gazankulu, the provision of some of the services, such as potable water through boreholes and later on a much-improved mechanism for provision of potable water took the form of erecting of communal taps in each street at an equidistance of 150m apart, was witnessed. It is believed that these *Batho Pele* principles existed although they were not enacted into written law, however, activities proved that they were existing, such as these boreholes and taps which are always provided potable water in and out season. This study is based on the premise that, even though there has been a plethora of legislative directives to enhance service delivery, this does not necessarily mean that Mopani District Municipality is completely in control in the implementation of the *Batho Pele* principles. The announcement

during the maiden Budget by Minister of Public Service and Administration on 16 July 2019, gave details on the five priorities to move the Department of Public Service and Administration forward through reviving and making drastic improvements about implementation of *Batho Pele* principles in government.

Currently, public institutions, are not different to a tractor without an engine and yet it is expected to pull a disc with a planter on the farm. What has removed the engine from the tractor, is nothing else but corruptive, nepotistic, factional, selfish, unethical and near-sighted leadership that once had and still has influence in the supply chain management of the municipalities. The perception is that the policy on its own cannot translate into the end products without the proper implementation and continuous monitoring and evaluation thereof. The *Batho Pele* principles in the Department of Co-operative Governance, Human Settlements and Traditional Affairs and the local government sphere at Mopani District Municipality lost impetus on the 21st year of promulgation. This is a cause for concern when public institutions like Mopani District Municipality and others disregard and/or seasonally implement the *Batho Pele* principles, especially, when infrastructure has been long damaged already.

Both the 4th Industrial Revolution and 6th Government should revisit the *Batho Pele* principles in order to harness and realize these people-service-oriented machinery principles to come to pass, as initially prophesied by the pioneers of a democratic South Africa. This neither demands reinventing nor redesigning of the wheel but it simply demands the oiling and revitalizing of the same wheel since it is already there. Some of the progressive sector departments that are operating at a provincial sphere of government have moved out of the cocoon in order to enhance their provision of free basic services. The initiative and creativity of KwaZulu Natal Provincial Government went a step further in adding two more *Batho Pele* principles to the customarily eight in 2002.

Based on the principles, it is evident that government is chiefly concerned with service delivery and nothing else. It is the *raison d'être* for the establishment of service delivery institutions, in sector departments such as the Department of Co-operative Governance, Human Settlements and Traditional Affairs and municipalities (Mopani District included), which comprise of local government that is the closest to the people. Section 40(1) of the Constitution of the Republic of South Africa of 1996 constitutes spheres of government as national, provincial and local which are distinctive, interdependent and interrelated.

2.7 BATHO PELE PRINCIPLES

Khoza (2002: 33) propounds that the *Batho Pele* principles imply putting other people first, before considering your own needs, it is a call for service delivery emphasis. The *Batho Pele* is composed of eight principles, namely - Consultation, Service Standards, Access, Courtesy, Information, Openness and Transparency, Redress and Handling of Complaints, Value for Money - which attempts to adapt the norms of service delivery in the private sector to the public sector, such as a focus on customer and client satisfaction (Khoza, 2002: 33). Mboweni (2013: 16), Khoza, (2002: 33) argue that all attempts at serving communities should be checked against the principles of *Batho Pele*, which are elucidated as follows:

2.7.1 Consultation

Consultation can be defined as a process in which how others' view on a specific matter are solicited, either orally or in writing, and considered (Mangaung Metropolitan Draft Final Public Participation Policy, 2018: 2). Nelson Mandela Bay Municipality Public Participation Policy 3rd Version (2014:1), however, refers to consultation as a higher level of participation process, whereby the views of others on specific matters are solicited, either orally or in writing, and considered. Consultation therefore seeks the views of others with the intention of taking their contributions into consideration during decision-making processes (Nelson Mandela Bay Municipality, 2014). Steytler and De Visser (2014 refer to the Cape High Court's acceptance of the definition that the ethos of consultation is a process in which information is disseminated to the recipients through formal means and this may include aural and oral. From the gist of the High Court decisions, it can asserted that consultation has three basic elements:

- request to listen to how a particular party or public in general sees a specified matter;
- ample time in which divergent thoughts are taken into account; and
- all divergent thoughts on the matter must be taken in good faith and considered (Steytler & De Visser, 2014).

Based on the narrative above, it can be drawn that consultation is key in one way another, that it is a top to bottom and/or bottom-up approach.

In its context, consultation can take various dimensions depending on its application. It remains a question as to which dimension does consultation take, in varying public administration functions. This becomes critical when consultation should take effect within a developmental local government space on service delivery, as it is asserted as a deliberate

act of interaction of two or more stakeholders with interest in a particular burning issue (Steytler & De Visser, 2014). Such conferencing is pivotal in the current transformative local government as the paradigm traverse to a developmental trajectory; in this context, all stakeholders are in a position to express their views during deliberations, have same understanding and be able to reach consensus. What lacks in local government leaders is convening regular meetings in which the public officials and representatives appraise the community on either what has or has not been done, as promised during the consultative Integrated Development Plan.

According to Raga and Taylor (2005: 6) both the Constitution of the Republic of South Africa of 1996 and White Paper on Local Government, 1998 accommodates specific presentations in order to enhance participation of the community on local government matters of concern. In terms of section 17 (2) of the Local Government: Municipal Systems Act of 2000, a municipality must adopt or promote community participation and must also provide for the following:

- Receipt, processing and consideration of petitions and complaints lodged by members of the community,
- Notification and public comments' procedures,
- Public meetings and hearings by the council,
- Consultative sessions with community organisations; and
- Report back sessions.

Based on these points, it can be drawn out that consultation with access to information and transparency in an entity like a municipality, are key for fulfilling a developmental local government agenda. This smoothens and heightens constructiveness and maximum participation by communities. At the end, the communities feel recognised and turn to have a sense of ownership on the resolutions that have been reached.

2.7.2 Service Standards

Gilman (2005) refers to service standards as specific requirements that should be fulfilled by a service to establish its fitness for purpose. Such standard may provide definitions, indicators of service quality and their levels, or specify a time period for delivery, such as the standard on handling customer complaints (Gilman, 2005; Breitenberg, 2009; Löffler, Parrado & Zmeškal, 2007). Based on the definitions above, service standards should continually improve the service that is provided in keeping with the fulfillment of the promises

that had been previously made. Given prior knowledge of the needs of the community, then service standards which are set will be realistic and cost effective. These standards should always be measured in order to see if the trajectory is achieved, how it was achieved, what and when adjustments are required and if not achieved, why were the standards not accomplished and the customers should be informed about how and why the standards were not met. Communities should be informed what level and quality of service they will receive so that they know what to expect.

The service standards principle of *Batho Pele* principles obligates government to inform community members on the amount and standard of services they are likely to obtain. Du Toit, Knipe and Van Niekerk (2001: 108) understand that this principle implies that public servants should try by all possible means to provide quality, sustainable, reliable and ethical services, causing Kotze and Taylor (2010: 203) to reiterate that failure to do so could explode into service delivery protests. Du Toit and Van der Waldt (1999: 8) indicate that although service delivery is a collective responsibility of government and private sector, therefore, partnerships should be envisaged. Mwanda, (2010: 24) believes that when setting standards, a baseline to indicate the type and quality of service must be provided. Some standards address issues of process such as length of time to be taken when providing a service. It is important that these standards are set based on the **SMART** principle, namely, Simple, Measurable, Achievable, Realistic and Time-bound, namely:

- Specific – Is the service standard specific? Does it mention what is being measured? For example, does it refer to a specific quantity, quality, timeframe and cost?
- Measurable – Is the service standard measurable? If it is vague, rather than specific, it will not be measurable. For example, if we simply state that we should be more courteous to our service beneficiaries, we will not be able to measure the level of courtesy. We need to unpack courtesy, for instance, in terms of response times, reduced time for complaints, in order for it to be measurable.
- Achievable – Is the standard achievable with the current resources, or are additional resources available and affordable in order to achieve the standard? For example, if we set a standard of processing social grant applications within two days, it certainly is specific and measurable, but is it achievable with the available human and financial resources?

- Realistic – Is the standard realistic in terms of current or past performance? If we look at the previous example of processing social grant applications within two days, is this realistic, knowing what procedures and protocols have to be followed?
- Time-bound – Does the standard specify a clear time-frame or deadline, such as having an activity completed by a specific date, or within a specific period?

Mwanda, (2010: 24) asserts that, as spheres of government and entities change, there should be new trajectory in setting of service standards that are **SMARTER** and principle-gearred which are Simple, Measurable, Achievable, Realistic Time-bound, Evaluated and Reviewed will enhance service delivery a great deal. These standards should be reviewed quarterly, because waiting for the year to end for a review can lead to lapse in service delivery. It demands a minimal time frame to be reviewed and reports updated consistently. As demands are met, they should be progressively raised, yearly, without leaving behind accessibility to services. The challenge for departments is to select service standards that measure the key services being delivered by that department. A need to evaluate and review these Service Standards is pivotal in the feedback loop. If thorough evaluation and review is done, the findings will assist CoGHSTA as a department and entities like Mopani District Municipality to improve where they are found wanting.

The Creamer Media's Engineering News article of 23 January 2019 expounds that a Presidential Special Project, commonly known as the Giyani Water Project, was budgeted for to a tune of R2.2billion, however, the budget needlessly escalated to R5.5billion; as a result, the project has not yet produced a water droplet of the size of midday dew during summer nor have the communities tasted any water. The project still require enormous amounts of money, but in the meantime the communities are left in the lurch. Twala & Lues (2017: 190) provide vivid examples of how some public institutions have incurred irregular expenditures that have doubled over the past five years in South Africa, currently totaling R14.75 billion (Auditor-General 2016). Several qualified audit reports citing examples of public servants receiving excessive performance bonuses or benefitting from government contracts, mismanagement of property and public resources, nepotism, and ultimately inadequate services to communities (Du Preez, 2014); these are evidence of what can be called in a nutshell, maladministration.

The first and former democratic President of South Africa, Honourable Nelson Mandela at the Intercultural Eid celebration in Johannesburg on 30 January 1998 emphasized that the call now is for each of us to ask ourselves, whether we are doing all we can to help build the country of our dreams; whether we are using all the opportunities where we have them to create jobs and sustained growth; whether as law-abiding citizens that criminals find no refuge in our midst, and whether we are taking an active part in improving the areas in which we live. The responses to the above phrase show that Mopani District Municipality is veering away from the clarion call by the iconic Nelson Mandela. This is a breach of the Supreme Law of the country, Harare Declaration and the United Nations Human Rights. The communities of Mopani District have a solid *prima facie case* against the Water Service Authority in Mopani who happens to be Mopani District Municipality.

Access implies that the people who were classified and denied access through certain legislations of the past regime, have been outlawed. These needs may include access to the local municipality or any other building by the people living with physical disabilities or have services which are too far away for people to access. When the staff members display good attitude and address their customers in their own language, this enhances access for them. All citizens should have equal access to the services they are entitled to irrespective of their disabilities. Mwanda (2010: 24) states that one of the basic aims of *Batho Pele* is to provide a framework for making decisions about delivering services to the many South Africans who were and still are denied access to them. A variety of factors affecting access exists and these include geographical location, infrastructure, communication, culture and social issues. These services must be accessible and courteously delivered to the customers, in this case, the municipal residents.

2.7.3 Courtesy

According to Cobb (2011: 140), courtesy is simply a well-mannered conduct indicative of respect for or consideration of others; Montessori (1974) views courtesy as being kind, thoughtful, generous, humble, respectful and polite. It remain critical, therefore, that courtesy as a principle should have a common definition that will commonly be viewed as being polite to the customers (Johnson, 2017; Matiti, 2014; Mboweni, 2013). Municipalities should scribe to a code of conduct, train and assess the conduct of staff in customer-care principle. The management and customers alike should continually monitor, evaluate and review the warmth and friendly services that the front-line staff display and offer to the customers.

Courtesy and consideration are the treatments that should be expected by all customers from all staff members. Ensuring courtesy goes much wider than asking public servants to give a polite smile and say “please” and “thank you”, although these are certainly required. DPSA (1997: 10) clarifies that courtesy and regard for the public are fundamental duties of a public servants by specifying that public servants must treat members of the public as customers who are entitled to receive the highest standard of service.

Legodi (2008: 4) asserts that courtesy incorporates basic social values, such as being friendly, polite and helpful, and treating everyone with dignity and respect no matter who they are. This, however, requires systematic and sustained training for relevant staff in all departments. Du Toit, Knipe, Van Niekerk (2001: 108) assert that it is equally important that the principle of courtesy should be regarded as a barometer within which service delivery should take place; this demands, from public servants, to treat citizens with respect and politeness irrespective of the social and economic status of the person. It is further highlighted that some of the 133 reasons which have contributed to people taking to the streets, in protest against poor service delivery in many parts of the country, emanated from lack of courtesy and in some cases sheer unresponsiveness of public servants, especially, the administrators. Absence (or non-implementation) of courtesy forces citizens to lose trust in public institutions and to resort to the streets.

2.7.4 Information

For Belkin (1978) and Madden (2000) information is defined as the knowledge which is obtained from an investigation, study, or instruction. In terms of literature, however, information can be understood as stored knowledge, predominantly and traditionally stored through hard copies and/or electronic books (McCreadie & Rice, 1999). It should be ensured that information about the services that are provided by the municipality reach all the customers of the municipality, timeously, in a number of ways, for example, through newspapers, radio, posters and leaflets. It should always be considered that different customers have different needs, and the use of different local languages can go a long way. Employees should disseminate the Service Commitment Charter to inform customers about the services that are offered and entitled to them. Mwanda (2010: 25) understands the principle that national and provincial sector departments should appraise communities with full, accurate and up-to-date information about the services that they are rendering and are

entitled to. As such, this information at the customers' disposal would serve as a powerful tool in exercising their right to good and ethical service.

2.7.5 Openness and Transparency

Boserup (2005: 5), explains that openness refers to measures taken to make governance affairs as transparent and participatory as possible, to the surrounding community; this would strengthen the general trust in public institutions while transparency would ensure openness toward the public, about government structures and functions, fiscal policy intentions, public sector accounts, and projections. It involves ready access to reliable, comprehensive, timely, understandable, and internationally comparable information on government activities-whether undertaken inside or outside the government sector. The electorate and financial markets can, then, accurately assess the government's financial position and the true costs and benefits of government activities, including their present and future economic and social implications (Kopits & Craig, 1998). This principle means that municipalities and sector departments operating at local government sphere should be encouraged to be open and honest about every aspect of work (Mboweni, 2013).

A quarterly and/or annual report should be published in order to appraise citizens on how resources were utilised, and costed, including remuneration for employees, purchase of equipment, services and so on. The performance of the department and municipality should be evaluated, in keeping with promises and time frames. In an event that employees fail to fulfil their set standards, valid and truthful reasons should be advanced and alternative ways to improve the service should be explored. Mwanda (2010: 25) believes that openness and transparency are cornerstones of a democratic government and are fundamental to the service delivery transformation process. Key to this aspect is that the public should know more about the way Department of Co-operative Governance and Traditional Affairs (hereafter referred to as CoGTA) and its entities are run, how well they perform, and the resources they consume and who is in charge. Additionally, local government and its entities may utilize events open- days and talk shows (*swivijo* or *izimbizo*), preferably not during normal working hours, to invite citizens to their departments to meet with all levels of officials to discuss service delivery issues, expected services delivery standards and problems in their respective communities. A review of the past mistakes and failures must be attended to, in order to face the future confidently. Citizen complaints focus on specific interactions while citizen redress tends to be concerned more broadly with the public sector administrative

mechanisms through which individuals seek remedies, although both are closely linked to aspects of citizen voice.

2.7.6 Redress and Handling of Complaints

Researchers like Bondy and Le Sueur (2012: 3); Peterson, Fong and Rush (2003) refer to redress as including a full array of processes, institutions or mechanisms through which an aggrieved person may seek to raise a grievance, while, handling of complaints refers to when complaints arise because citizens experience inappropriate or discourteous treatment, omissions, mistakes, faults, inconsistencies, misleading guidance, unclear procedures, or encounter bias or injustices in their dealings with public officials (Brewer, 2007). OECD (2007) sees redress as compensation for economic harm, whether in the form of a monetary remedy such as voluntary payment, damages, restitution, or other monetary relief or a conduct remedy with a restorative element in exchange for a good or service, specific performance or rescinding of a contract within the context of restitution. In that context, redress can be manifested through complaints handling and dispute resolutions. The moment redress and handling of complaints are serving as principle of *Batho Pele*, there is a need to train public officials and representatives so that they can be equal to the task.

Mokobi (2002: 40) believes that what needs to be done is to create, as fast as possible a sustainable and ethical capacity to communicate, particularly in small and rural municipalities. Public officials and representatives should ensure that valid reasons are advanced and provided to the communities when a promised standard of service is not delivered, a community feedback meeting should be convened immediately where an explanation for the non-compliance is given (Mofolo & Smith, 2009). A detailed explanation should be provided and subsequently, a speedy and effective correctional measures should be effected. It is pivotal that when complaints are received, community members should in return receive a friendly, sympathetic, helpful and positive feedback from Ward Councillors or Municipal employees. The capacity and willingness to act if things are not the way they were promised, is necessary to improve service delivery and avert violent protests.

There should be value for the money that is paid through rates and taxes by the customers of the municipalities. South Africa, Twenty Year Review for 1994/2014 (2014: 30) agrees that there needs to be convergence on building the capacity of the institutions, as well as development of skills in order to contribute towards the stability of institutions. Transformation of the service delivery is a process and not a once-off event, however, this transformation

process has, in the main, been highlighted by a range of failures and achievements. In addition to institutional stability, South Africa, somehow has managed to formulate a sound legislative framework geared towards promoting a development-oriented service delivery and state (www.thepresidency-dpme.gov.za).

2.7.7 Value-for-Money

Heyns (1986: 02) writes that values are basic perceptions of the relative importance of our elements of existence. Services should be provided as efficiently, economically and effectively as possible to give the public the best possible value for money. This issue requires that service delivery should be improved, ethically, and that the public should have access to municipal services, but it should be ensured that absolute cost-effective procedures are created (Mofolo & Smith, 2009). These perceptions always have to do with priorities, whereas norms are the function which direct and evaluate human attitudes and actions. Price alone is often not a reliable indicator (http://www.sars.gov.za/tenders/guidelines/general_procurement_guidelines.pdf: June 2002). Municipalities and sector departments should not necessarily expect the best value for money by accepting the lowest price offer that meets mandatory requirements, but best value for money means that the best available outcome when all relevant costs and benefits over the procurement cycle are considered (http://www.sars.gov.za/tenders/guidelines/general_procurement_guidelines.pdf: June 2002).

Services should be provided economically, effectively and efficiently in order to provide citizens the best service using all resources. This means that waste, fraud and corruption are eliminated and new ways of improving services at little or no cost are found. This goes without saying that it requires forming partnerships with other private service providers and the community. If public representatives and officials can work efficiently, they can maximize their skills by adding value and produce service excellence through giving customers the best value for money. The principle of value-for-money is determined by the practical application of other principles, such as consultation, service standards, courtesy, information provision, openness, transparency and, finally, redress. Section 4.8 of the White Paper on Transforming Public Service Delivery of 1997 unequivocally asserts that there should be value-for-money if the services are rendered in an economic and efficient manner. Public Service Commission (2007: viii) reiterates that even the government departments in which an assessment of this *Batho Pele* principle was recently done, did not always have common understanding about the application of this principle in their work, thus, the notion of value-for-money needs to be

institutionalized across all spheres of government. People do have the right to demand from public servants to offer them effective, efficient and economical services, that is, value-for-money, services; but rampant corruption, tender practices or “*tenderpreneurship*” (as this is commonly known in South Africa) including cadre deployment pose serious challenges (Du Toit, Knipe & Van Niekerk, 2001: 109).

The *Batho Pele* White Paper (1997: 14) affirms value-for-money as entailing that the quality of service provided, should always relate to the cost value. The same citizens who are beneficiaries of the free basic services, they in turn contribute towards the state coffers through paying taxes. This obligates all public representatives and officials to provide for all services efficiently, effectively and economically. The notion that access to decent services is a privilege to be enjoyed by a few, and not a rightful expectation of all citizens, especially, those that are previously disadvantaged, is wrong, hence, forms the guiding principles for public transformation and reform (Legodi, 2008: 17). Since *Batho Pele* principles are a blueprint for an improved quality of delivery of free basic services, if its blueprint can be implemented correctly and consistently, this will ensure participation of customers in designing quality that is cost effective.

Legodi (2008: 29) in Mboweni (2013) states that *Batho Pele* principles were normatively used to evaluate the quality of services that customers achieve through each of the principles. Proper implementation of these principles would improve service delivery and promote equity, accessibility, effectiveness and efficiency. The findings of the study recorded that implementation of the *Batho Pele* principles seems to be lacking in service delivery within local government. Mboweni (2013) asserts that similar initiatives to the *Batho Pele* principles are adopted in other developed and developing countries like India, United Kingdom, Canada, Australia and Malaysia. These examples demonstrates how pivotal are the principles in improving the living conditions of communities. For example, in India, the Citizen’s Charter purports that it has been recognised the world over, that good governance is essential for sustainable development, both economic and social. The three essential aspects emphasized in good governance are, transparency, accountability and responsiveness of the administration. The Indian Citizen’s Charter initiative is a response to the quest for solving problems which a citizen encounters, day in and day out, while dealing with institutions providing services. The concept of the Citizen’s Charter enshrines trust between service providers and their users.

One aim for the establishment of the National Development Plan was to ensure the availability of value-for-money and a reduction in corruption in government and its entities. A report of the Auditor-General (2018: 20-32) into how the Department of Water and Sanitation incurred fruitless, wasteful, irregular expenditures of more than R2.8billion and this resulted in a lack of contract management. There is no evidence of value-for-money for the R5.5billion that has been paid to the contractors thus far. The contractors will continue putting water pipes, digging them, putting them back and so forth.

2.7.8 Innovation and Reward

Innovation is defined as a knowledge process, aimed at creating new knowledge and principles geared towards the development of commercial and viable solutions (Harkema, 2003). Reward is broadly regarded as encompassing everything that an employee value in the employment experience, including compensations, benefits, development and the work environment according to Kaplan (2017). This principle was an addition to the original list because of many of the participating departments' innovative and creative ways of doing things better (Mboweni, 2013; KZN Department of Transport and Safety's website). Innovation can be understood as new ways of providing better service, cutting costs, improving conditions, streamlining and generally making changes which tie in with the spirit of *Batho Pele*. It is also about rewarding the staff who must go an extra mile in making it all happen. Since South Africa is part of the global village, it is prudent to understand how other global village members enhance their provision of services to their communities through encouraging the public servants.

According to the G20 China Blueprint on Innovative Growth (2016: 2), the concept 'innovation' is an embodiment of an idea in a technology, product, or process that is new and creates value. An innovation is the implementation of a new or significantly improved products, goods services, or processes derived from creative ideas, technological progress, a new marketing method or a new organizational method in business practices, workplace organization or external relations. Innovation covers a wide range of domains with science and technology innovation as the core. It is one of the key driving forces for global sustainable development, playing a fundamental role in promoting economic growth, supporting job creation, entrepreneurship and structural reform, enhancing productivity and competitiveness, providing better services for citizens and addressing global challenges.

2.7.9 Customer Impact

The concept customer impact is synonymous with “customer-first revolution” whereby customers were viewed as correct and deserving to be listened to (De Keyser, Lemon, Klaus & Keiningham, 2015). Additionally, customer impact or satisfaction is defined as an overall evaluation based on the total purchase and consumption experience with goods or services over time (Fornell, Johnson, Anderson, Cha & Bryant, 1996). Sekoto and van Staaten (1999) advocated the adoption of a customer-focused approach to improve the quality-of-service delivery in the public for a number of years before the South African government could recognize the potential advantages that this paradigm offers and committed itself to a customer-first revolution. Sims (2001) explains that this approach is widely used in the private sector as well and focuses on, but is not limited to, among other things, quality service delivery, easier and expanded access to services, and continuous improvement in business practices. The customer-focused approach was adopted by launching a number of initiatives aimed at improving service delivery in the public sector to meet the needs of all South Africans. One such initiative is the WTPSPD, commonly known as the White Paper on *Batho Pele*. Since 2002, there has been an added new principle which focuses on the changes and consequences that result from implementing *Batho Pele* principles. It was noticed that some departments had concentrated more on some of the principles and had forgotten others. Impact means looking at the benefits which have been provided for our customers, both internal and external.

Legodi (2008: 1) in Maphunye, Tshishonga and Mafema (2014) affirm that customers are increasingly demanding quality care based on the knowledge that they have a right to receive health services that are satisfactory, and that this goes beyond basic services. This assertion cites evidence from international studies on quality issues, but the use of the term ‘customers’ have characterized the NPM paradigm. Public administration and management scholars remain divided on whether to refer to members of the public who use government services as “clients” or “customers” because unlike in the private sector, in the services rendered by government, there is no strict cash nexus based on demand-and-supply prerogatives linking the government to the citizen in terms of service delivery. Mboweni (2013); Maserumule (2007: 89) believe that the *Batho Pele* principles are complicated due to fact that there is an emerging body of knowledge outside the mainstream public administration discourse, mainly in African studies. Maserumule (2007: 89) continues that the introduction of this concept tends to forget the fact that *Batho Pele* principles are ingrained in the philosophy and theory

of New Public Management; he proposes that *Batho Pele* principles be integrated in the African philosophy of humanness, which is *Ubuntu*.

The *Batho Pele* Handbook (2003: 8) regards policy as an invention to get public servants to be service-oriented, geared for excellence in service delivery and committed to continuous service delivery improvement. Its primary purpose is a transparent mechanism which allows customers to hold public representatives and officials accountable for the type of services that they deliver. Improving the quality of life of society and developing the potential of individuals together comprise the primary aim of the South African Government in terms of the preamble of the Constitution of the Republic of South Africa of 1996. Venter and Landsberg (2006: 86) argue that in order to achieve this aim, governmental functions have been divided into four groups - power functions, security and protection functions, economic functions and redistribution functions. These functions aim at improving the general welfare of society. The core function in all spheres of government in South Africa is, thus, service delivery. In compliance with the White Paper on Transforming Public Service Delivery (*Batho Pele*), all public managers should strive for service excellence (*Batho Pele* Handbook, 2003). The services by government, however, has become almost synonymous with lack of customer service and unethical behavior, however, its buoyancy has been displayed by the creation of Chapter 9 and 10 institutions of the 1996 Constitution.

Mwanda (2010: 19) in Mboweni (2013) asserts that Public Service Commission (hereafter referred to as PSC) is a Chapter 10 institution as per the Constitution of the Republic of South Africa of 1996. It is a self-subsistent establishment and a custodian of good governance which is in line with the 1996 Constitution and other related legislative framework. It can also be viewed as the monitor of reliable, ethical, effective and efficient service delivery in the country. Its aim is chiefly in advising and monitoring of government departments like CoGHSTA, especially within the service delivery and compliance issues. The PSC has master-minded a number of surveys, such as an investigation into the implementation of the *Batho Pele* principles; Mopani District Municipality was not spared from such. The survey gauged the actual level of service delivery rendered as against the aspired service delivery by the citizens and to pinpoint factors that influenced the satisfaction or dissatisfaction of citizens. The results consistently divulged that reciprocity with one government department can be deduced from a discernment of the whole government. The recommendations served as a source of inspiration as it inferred that the citizens are fully cognizant of the call to work with

CoGHSTA to improve the state of affairs. The initiation of a particular legislative framework for the transfiguration of service delivery was publicised. The *Batho Pele* principles must not be construed as an addition to the basic values and principles as advocated by Section 195(1) of the Constitution towards providing effective service delivery, but as reciprocal catalyst.

Sangweni (2008: 9) states that one of the good policies that the government has promulgated is the Transformation of Public Service Delivery, commonly referred to as the *Batho Pele* policy, which furnishes a framework and empirical implementation blueprint to put people first in the rollout of services to the public that has to be served, hence, these principles have become a trademark in service delivery. Standards have been instituted, departments and entities have displayed the *Batho Pele* principles on their notice boards, choirs have sung confirming that the message of *Batho Pele* principles has reached our public servants, awareness campaigns have been conducted informing the public on the expectations as described by the *Batho Pele* policy. Sangweni (2008) however, doubts if the government has found a niche where service delivery compliance with these principles is at the expected level. People should become active participants in the feedback loop; this even include the people who reside in Mopani District. The DPSA (2008: 11) in Mboweni (2013:22-23) reports that the Code of Conduct strives to direct how the public officials should be seen to be conducting themselves before community members. In promoting such relationship with the public ensures that a public servant shall promote the unity and well-being of the nation, serve the public in an unbiased and impartial manner and be polite, helpful and very accessible.

Ambassador Skweyiya (1997), a former Minister of Public Service and Administration of the Republic of South Africa, acknowledges that the *Batho Pele* principles present the public servants with a big challenge, although, it is also acknowledged that there are many dedicated public servants at every level welcoming the challenge, taking *Batho Pele* as an opportunity to provide their fellow citizens with service delivery that make them proud. Rapea (2004: 18) mentions that the adoption of the *Batho Pele* principles concept in 1997 as not a public relations stance, but a deliberate strategy to instill a culture of accountability and caring by public servants. Through this strategy, public servants must adopt a service-oriented, strive for service excellence and commit to continuous service delivery improvement. Implementation is key to instilling the culture of *Batho Pele* as these principles need to be integrated into an entity's strategic plans. The *Batho Pele* Handbook (2003: 8) indicates that these principles are perceived by public servants as a set of intangible rules rather than the

ethos that guides actions, behaviors and attitudes that shape the character of service delivery. The following paragraph elaborates how to streamline the *Batho Pele* principles into reality.

Sangweni (2008: 9) states that outcomes reported by the people indicate that there is an opportunity to improve the *Batho Pele* principles' average level compliance. Sangweni (2008: 9) refers to a study conducted on the state of compliance with the *Batho Pele* principles by the Public Service Commission where it was established that the compliance rate is paltry. The report from, South Africa, Twenty Year Review for 1994/2014 (2014: 31) indicates that the country is perturbed at remaining a nascent democracy as it remains riddled with paradoxes: wealth amid a sea of poverty; joblessness yet economic growth and other contradictions characterizing unequal societies. The common sentiment indicates that instead of cataloguing the challenges faced during post-apartheid, there must also be a space for celebrating what the state, in particular, are doing right. Sangweni (2008: 9) concurs that there is a need to share the delivery of services' understanding and experience by answering questions such as:

- What is lacking in the public sector preventing the realization of the entities' desired purposes of establishment?
- Is there a lack of aptitude?
- Is it due to inadequacy of resources?
- Are there immovable and fixed impediments?
- What can remedy the situation?
- Is compliance measurable?

Khoza (2002: 34) asserts that the benefits of the *Batho Pele* principles are determined by the progress made in efforts to transform service delivery, as well as those occurring in society in general. While there is plenty of room for success, there are hindrances in the form of inherent qualities of service delivery such as the bureaucracy and extensive legal regulations.

2.8 CONCLUSION

This chapter reflected on the consequences of not implementing of *Batho Pele* principles in the delivery of services. The customers and recipients of services always feel rejected, undermined and may develop negative perceptions against leaders that they have elected.

The *Batho Pele* White Paper seeks to render a citizen-oriented customer service. It calls for a drift from self-centred, bureaucratic systems, processes and attitudes to the issues and interests of the people or the public. The next chapter will cover theoretical framework for the study.

CHAPTER 3

THEORETICAL FRAMEWORK ON IMPLEMENTATION OF *BATHO PELE* PRINCIPLES

3.1 INTRODUCTION

This chapter presents literature review on the implementation of *Batho Pele* principles. In doing so, a normative foundation of public administration is presented together with its principles. As a follow-up, a discussion on the theoretical framework adopted for this study will be made. A definition of some of the concepts will be done before any discussion ensues in the proceeding paragraphs and chapters; this is done solely to acquire an understanding of what is about to be discussed. The chapter will conclude by presenting a post-modernistic theoretical framework for a developmental local government as envisaged in the study.

3.2 THEORETICAL FRAMEWORK ADOPTED IN THIS STUDY

Theoretical frameworks of social studies help to think through challenges at a variety of levels in the social research process (Snyman, 1993). There is a need for a research design or paradigm in the social study process because each approach focuses on specific problems, areas and the levels of the study.

Goode and Hatt (1952), in their classic writings, propound that, it is necessary that factual investigations or examinations are conducted within a framework, rather than in an isolated manner. It is pivotal to establish a sound and integrative theory, which can explain the concepts and relationships in an empirical research study. This study aligns itself with such classical position of Goode and Hatt (1952), in their assertions that the importance of theoretical framework in a study also lies in the fact that social science research is theory-based and its operations are guided by relevant principles of human behavior. This study aims to understand the purpose of local government, in a democratic milieu, based on the extent to which *Batho Pele* principles are implemented in local government, using the Mopani District Municipality as a reference point.

There are several theories that can serve as the framework for this study; these are either within the classical stance, modernism or postmodernism, however, the fact that democracy and development must be decentralized to achieve the study's purpose makes the post-modernistic theoretical bias more suitable, relevant and appropriate for this study. It is on

that basis that this study is aligned to the post-modernistic paradigm that informs a critical theoretical disposition. The post-modernistic paradigm is about society, culture, decentralized functions and services, such as water, sanitation infrastructure, land and firefighting which are the responsibilities of local government spheres, like Mopani District Municipality (Agger, 1991: 112). Lately, service delivery protest actions have been witnessed locally; these have been violent and destructive, particularly, in settlements like - Sasekani, Mokgoloboto, N'wajaheni, Rwanda, Mavele, Mogapeng, Petanenge, Pharare, Rita, The Oaks, Finale, Willows, Lorraine, Metz, Ga-Sekororo, Dan, Nkowa-Nkowa, Lemondkop, Kurhula, Masike, Mashishimale, Namakgale, Senwamokgope, Kgapane, Sephukubje, Bolobedu South, Rotterdam and Makgakgapatse.

3.3 CRITICAL THEORY

The classical theory is elicited from the similar ideas generated in the late 1800s and early 1900s and are primarily based upon the economic rationality of employees (Mill 1848). This developed around the classical assumption of Adam Smith, that people are motivated by economic incentives and that they will rationally consider opportunities that provide for them the greatest economic gain. The rational economic view is summarized as below, based on Schein (1970), as quoted by Smit, Cronjé, Brevis & Vrba (2007):

- People are influenced by economic gains;
- Because organisations control economic incentives, an individual is primarily a passive resource to be exploited, restrained and motivated by the organisation;
- Irrational emotions must be censored from interfering with economic rationality, and
- Organizations can be designed in ways to control irrational emotions, thus unpredictable, dysfunctional behaviours of employees.

A German scholar of the Frankfurt School of Sociology, in a 1937 essay on *-Traditional and Critical Theory* - explains critical theory as a social theory oriented towards critiquing and changing society as a whole, in contrast to traditional theory designed only to understanding or explaining of society (Horkheimer, 1972). Held, (1984) views critical theory as the examination and critique of society and culture, drawing from knowledge across the social sciences and humanities. According to Lamidi (2015) a critical theory is perceived as a term that has two diverse meanings with different origins and histories (see also Smit, Cronjé, Brevis, & Vrba, 2007); one originated in sociology and the other in literary criticism. This has led to a very literal use of critical theory as an umbrella term to describe any theory founded

upon the critique.

Critical theory is propounded as a critique of societal mechanisms that have been transferred from generations to generations (Lamidi, 2015; Smit *et al.*, 2007; Horkheimer, 1972). Such type of theoretical framework is used to critique the views of other scholars and researchers who have written on the implementation of *Batho Pele* principles. It is, therefore, against this background that the relevancy in adopting the post-modernistic theory for this study is established to address the plethora of service delivery challenges that are experienced by the communities of Mopani District.

The study uses the critical theoretical framework to critique the views of other scholars and researchers who have written on the implementation of *Batho Pele* principles in order to contribute to the body knowledge. This framework will assist an examination of free basic service delivery machinery and unlock the tendencies of the municipality in disregarding the plight of the communities of the Mopani District. The paragraphs that follow provides a post-modern paradigmatic thinking on public administration with a view of illustrating the application of critical theory for the study.

3.3.1 Post-modern Public Administration

Lamidi (2015: 19) elucidates that postmodernism in Administration can be outlined as the New Public Administration, which is attributable to the writings of Dwight Waldo, (1948), and in political theory, to the writing of Sheldon Wolin (1960). The authors examine prominent issues that associated the realisation of efficient and effective public agency through the application of models of public management. The evaluation of the implementation of *Batho Pele* principles in Mopani District Municipality in Limpopo Province, is necessitated by the fact that the Municipality is a public agency that does not operate at its maximum. Like any other public institution, the management of Mopani District must operate in accordance with a model which is theory-grounded in executing its assigned mandates.

Denhardt and Denhardt (2000) contend that these management models are grounded in theories, such as those on - democratic citizenship; community and civil society, organizational humanism and discourse. This study will be grounded in participatory democratic approach as it is driven by theories of legitimate interest-group presentation. A study conducted by Pollitt and Bouckaert (2003: 31) emphasised that as long as the employees are trusted and afforded creativity, there is properly-motivated leadership and

cultural change, then mediocre service delivery will be a thing of the past. From the view, it is understood that post-modernistic paradigm is about servanthood, stewardship and discipleship in sourcing solutions beyond science to the plethora of challenges that have marred Mopani District's performance.

Lamidi (2015: 19), Pollitt and Bouckaert (2003: 31), Denhardt and Denhardt (2000), Sheldon Wolin (1960) and Dwight Waldo (1948) elucidate that postmodernism in Administration can be described as the New Public Administration which is traceable to the writings in political theory. These writings probe salient issues that concerned the realization of efficient and effective public agency through the application of models of public management. This study delves into one of the public agencies that does not fulfil, optimally, its purpose. It is contended that management models embrace the postulations of democratic citizenship, community and civil society, organizational humanism and discourse theory. The study is grounded in the participatory democratic approach as it is driven by theories of legitimate-interest group presentation that contends that as long as the employees are trusted and afforded creativity, properly-motivated leadership and cultural change, then mediocre provision of free basic services will be a thing of the past. From this view, post modernistic paradigm is about servanthood, discipleship in sourcing solutions beyond science to this plethora of challenges that have marred service delivery in Mopani District. A comparative study of modernism and postmodernism is necessary in order to fully understand the theories.

3.3.2 Modernism versus Postmodernism

The writing of Wright (1937) postulates that modernism is a philosophical movement that, along with cultural trends and changes, arose from wide-scale and far-reaching transformations in Western society. This was where modern industrial societies and the rapid growth of cities occurred, followed by reactions to the horrors of World War 1. Sass (1994) views the modernistic thinking as embedded in the elite without considering the downtrodden. The theory showed disjunctive narratives, surreal images, and incoherence, and based on Christopher Okigbo and Wole Soyinka (1965) who perceived modernistic thinking as a theory that is racial discriminatory and supports colonialism, it was felt that the theory must be repurposed. It is against this narrative that a modernistic paradigm is about colonialism and racism and therefore may not be relevant in the current study at hand.

There is a belief by postmodernists, that a reason and logic are merely semantically

differentiated constructs and are therefore only imbedded within the established intellectual traditions in which they are used (Thomas, 2007). There is no such a thing as human nature, rather it should consist of faculties, aptitudes, or dispositions that are in some sense present in human beings at birth rather than learned or instilled through social forces. Stoker (1988) opines that postmodernists insist that all, or nearly all, aspects of human psychology, management and administration are completely socially determined. Lamidi (2015: 12) explains that Fayol's five principle roles (plan, organize, command, co-ordinate, and control) of management are still actively practised at Mopani District Municipality today. The concept of giving appropriate authority with responsibility is also widely practiced.

It is further argued that the notion to construct general theories that explain many aspects of the natural or social world within a given domain of knowledge such as a general theory of human history as a pipe dream and indeed as symptomatic of an unhealthy tendency within enlightenment discourses to adopt totalizing systems of thoughts, as the French philosopher Emmanuel Lévinas calls them or grand metanarratives of human biological, historical, and social development (Lamidi 2015: 22). Given that, the Republic of South Africa has been a democratic government since 1994, post modernistic thinking according to Fayol's fourteen principles of administration were developed in conjunction with management's five primary roles. These principles are among others, specialisation/division of labour, authority with responsibility, discipline, unity of command, unity of direction, subordination of individual interest to the general interest, remuneration of staff, centralisation, and scalar chain/line of authority, order, stability of tenure, initiative, and equity.

It is alluded that the period from the mid-1960s to the late 1970s is frequently regarded as the "golden age of planning" even though advisers, commentators and planners alike were already in retreat, ready to usher in new reforms that were in favour of a more business-like approach in the Anglophone world. This approach was termed the 'New Public Management' (hereafter referred to as NPM) and in the USA it is called the 'Re-inventing Government' which to them were both worldwide and inevitable as it ushered in major reform programmes towards global trends (Pollitt & Bouckaert, 2011: 9). Dorrell (1993) argues that all around the world governments are recognizing the opportunity to improve the quality and effectiveness of the public sector. Pollitt and Bouckaert (2011: 10) assume that the NPM is a two-level phenomenon with the higher level called a general theory or doctrine that the public sector can be improved by the importation of business concepts, techniques and values. At the

lower level, NPM has specific concepts and practices, including:

- Greater emphasis on performance, especially, through the measurement of outputs;
- Preference for lean, flat, small, specialized (disaggregated) organizational forms over large, multi-functional forms;
- Widespread substitution of contracts for hierarchical relations as principal coordinating device;
- Widespread injection of market-type mechanisms including competitive tendering, public sector league tables and performance-related pay, and
- Emphasis on treating service-users as customers and application of generic quality improvement techniques such as Total Quality Management.

The Congress of South African Trade Unions (COSATU) issued a press statement dated 14 August 2018 in which they view New Public Management as representation of a right-wing ideological model of the public sector that seeks to change government institutions and parastatals to operate along the lines of the private sector by introducing private-sector practices such as public-private-partnerships, outsourcing, agencification and privatization. The model seeks to curb spending on personnel salaries which it sees as consumption (therefore wasteful) rather than investment, hence it promotes the containment of the government wage-bill. The New Public Management was evident in the first administration of the former President Thabo Mbeki's and was in line with his perception on a monolithic government service that should be downsized.

Sass (1994), Wright (1937), postulate that modernism is a philosophical movement that, along with cultural trends and changes, arose from wide-scale and far-reaching transformations in Western society where development of modern industrial societies were shaped, with a the rapid growth of cities, followed by reactions of horror to World War 1. The theory views modernistic thinking as embedded in the elite without considering the downtrodden as the theory showed disjunctive narratives, surreal images, and incoherence. This modernistic paradigm is about colonialism and racism and therefore may not be relevant in the current study at hand.

Postmodernists assert that conceptual constructs which are reason and logic are valid only within the established intellectual traditions in which they are used (Thomas, 2007). There is no such a thing as human nature; it consists of faculties, aptitudes, or dispositions that are in

some sense present in human beings at birth rather than learned or instilled through social forces. Postmodernists insist that all, or nearly all, aspects of human psychology, management and administration are completely socially determined (Stoker, 1988). The concept of giving appropriate authority with responsibility is also widely commented on and is well practiced. Lamidi (2015: 22) argues that the notion to construct general theories that explain many aspects of the natural or social world within a given domain of knowledge such as general theory of human history as symptomatic of an unhealthy tendency within enlightenment discourses to adopt 'totalizing systems of thought' as the French philosopher Emmanuel Lévinas calls them or grand metanarratives of human biological, historical, and social development. Given that the Republic of South Africa is a democratic government, therefore, post modernistic thinking according to Fayol's fourteen principles of administration were developed to go along with management's five primary roles. These principles are among others - specialization/division of labor, authority with responsibility, discipline, unity of command, unity of direction, subordination of individual interest to the general interest, remuneration of staff, centralization, scalar chain/line of authority, order, stability of tenure, initiative and equity.

It is observed that the field of Public Administration is inundated with a rich body of literature on the NPM, however, in proposing the NPM as the only way to correct [the] irretrievable failures and even moral bankruptcy in the old public management (Hood 1991: 04), made a significant contribution to the discourse on the NPM as a new paradigm in the management of public affairs. The best-sold book written by Osborne and Gaebler in 1992 entitled - *Reinventing Government: How the entrepreneurial spirit is transforming the Public Sector* - made a significant contribution to the discourse on the NPM as a new paradigm in the management of public affairs and it was used as a vehicle for proselytizing and educating new converts (Shafritz & Russell 2005: 311). In the context of the impact of these comments, the NPM reached fruition and established itself as a paradigm in the 1990s. Hood further recognises seven doctrines of the NPM, which are summarised in the Table that follows.

Table 3.1: Hood's Summary of the Doctrinal Components of the New Public Management (NPM)

No	Doctrine	Meaning	Typical Justification
1	Hands-on professional management in the public sector.	Active, visible, discretionary control of organizations from named persons at the top, free to manage.	Accountability requires clear assignment of responsibility for action, not diffusion of power.
2	Explicit standards and measures of performance.	Definitions of goals, targets, indicators of success, preferably expressed in quantitative terms, especially for professional services.	Accountability requires clear statement of goals; efficiency requires hard look at objectives.
3	Greater emphasis on output controls.	Resource allocation and rewards linked to measured performance; break up of centralized bureaucracy-wide personnel management.	Need to stress results rather than procedures.
4	Shift to disaggregation of units in the public sector.	Break up of formerly 'monolithic' units, unbundling of U-form management systems into corporatized units around products, operating on decentralized line budgets and dealing with another at arm's length basis.	Need to create manageable units, separate provision and production interests, gain efficiency advantages of use of contract or franchise arrangements inside as well as outside the public sector.
5	Shift to greater competition in the public sector.	Move to term contracts and public tendering procedures.	Rivalry as the key to lower costs and better standards.
6	Stress on private sector styles of management practice.	Move away from military-style public service ethic; greater flexibility in hiring and rewards; greater use of PR techniques	Need to use proven private sector management tools in the public sector.
7	Stress on greater discipline and parsimony in resource use.	Cutting direct costs, raising labor discipline, resisting union demands, limiting compliance costs to business.	Need to check resource demands of public sector and do more with less.

Source: Hood (1991: 04-05).

3.3.3 Modernism

In generic terms, modernism refers to prevailing trend of public opinion or of another aspect of life or any movement or climate of idea, especially in the arts, literature, or architecture, that supports change, the retirement of the old or traditional, and the forward march of the avant-garde; in specific terms, it is aligned to the ideas and ideals of the enlightenment (Blackburn (2005: 237). It is in reaction to the latter sense of modernism that postmodernism evolved (Blackburn, 2005: 237). Modernism refers to an interval of vast transformation in the western world, which circumscribed change in thinking and a development of different views of reality (Smith, 2002: on-line) that was a distinctive from the traditional philosophy of science.

The current approach to public administration is results-oriented, client-focused, outputs and outcomes-based. Farmer (1995: ix); and Fox (1995) in Nkuna (2013: 19) contend that modernist public administration theory, although valuable and capable of producing even more remarkable results, is limiting as an explanatory and catalytic force in resolving fundamental problems about the nature, size, scope, and functioning of public bureaucracy and in transforming public bureaucracy into a more positive force. The adoption of new form of public management means the emergence of a new paradigm in public sector that focuses on - objectives and performance management, the use of market and market-type mechanisms in the place of centralized command and control style of regulation, competition and choice, and devotion with a better matching of authority, responsibility and accountability in a concerted effort to implement economic, efficient and effective practices at all spheres of government.

Smith (2002) explains that a modernistic era encompasses the latter part of the nineteenth and the early twentieth centuries. The fundamental postulation of modernism is that scientism and rationality are the chief pillars that undergird the theory of knowledge, therefore, constitute a means for explaining and understanding reality (McLean 1996: 395). This modernistic thought is positivist in its epistemological foundation and orientation. Babbie and Mouton (2006: 20-21) state that the metamorphosis of positivism is predicated on two assumptions of scholars that subscribe to positivist tradition, namely, the assumptions of scientific maturity of natural sciences and sufficient degree of similarity in research domains between social and natural phenomena. It was assumed that the natural sciences had made impressive progress particularly since the scientific revolution of the seventeenth century. It

is on the basis of this assumption that positivists, such as Auguste Comte and Emile Durkheim believed that the methodology or the logic of natural sciences could interchangeably be applied in the social sciences fields, such as economics, politics, society and morality. The contention was that the social and natural phenomena that the research domains of both sciences focus on are similar (Babbie & Mouton 2006: 20-21; McLean 1996: 394-395; Smith 2002).

The modernists surmise that science and reason are essential in providing firm, objective, and universal foundations with which to underpin social and moral reforms (McLean 1996: 395). This prejudiced the epistemological foundation of Public Administration, which, according to Samier (2005: 07), is primarily informed by rationalism emanated from modern economics, analytical philosophy, system analysis and behavioural science, and pursued primarily through positivistic styles of research. McCurdy and Cleary (1984) and Box (1992) probed the quality of scientific contributions in Public Administration in the United States (US) and found that most research projects follow a positivistic line. The replication of similar studies in South Africa established that a comparable pattern or trend of positivist epistemology exists in the country (Cameron & McLaverty 2008; Wessels, 2008).

Samier (2005: 10) contends that there is a provision for an insightful positivist rationale for the separation of facts and values, and the criteria for a programme of experimental research necessary to produce a comprehensive theory of administration. It is from this assertion that one of the fundamental variables of positivism, which propounds that science includes social science, is not the place for value-judgement, but the social world is by its nature value-driven (McLean 1996: 394). The notion of a comprehensive theory of administration sounds analogous to the ideal of a unified science as propagated by the logical positivists. There is a credence in scientific reductionism that the research objects of the various sciences are mutually reducible (Babbie & Mouton, 2006: 24).

Samier (2005: 09) observes that Henry (1975) and Golembiewski (1974) advocate a linear developmental view. Their pattern of thinking is embedded in the foundations of the old thoughts that modernism sought to change. Smith (2002) observes that, with modernism, people were changing the outer aspects but not the basic precepts and concepts that form the foundations of old thought. The positivist modernism logic that science is based on objective and rational analysis of social phenomena was questioned on the basis that it trivialises the complexity of social reality, which cannot simply be understood on the basis of

natural science methods of inquiry. Samier (2005: 08) argues that a positivist epistemology engendered a normative crisis in Public Administration. It glosses over complexities in the human character, power and politics dynamics, ethics in organizational life, and opposes contextual forces shaping the world and mentality of the administrator (Samier, 2005: 08).

Public Administration's nature of questioning, as a study of human science is directed towards understanding interpretation and critique, which variously draw on phenomenology, hermeneutics, ethnography, historiography, literary criticism, and critical theory, and other humanities-based approaches to inform theoretical frameworks and research (Verstehen, 1968, Samier, 2005: 18). This thinking compares the dominant positivism paradigm in Public Administration and adjoins it to the emerging perspectives that repudiate the modernistic epistemological paradigm, which developed into an alternative framework, called postmodernism.

Farmer (1995: ix) and Fox (1995) in Nkuna (2013: 19) contend that modernist public administration theory, although valuable and capable of producing even more remarkable results, is limiting as an explanatory and catalytic force in resolving fundamental problems about the nature, size, scope, and functioning of public bureaucracy and in transforming public bureaucracy into a more positive force. The adoption of current form of public management means the emergence of a new paradigm in public sector that focuses on management by objectives and performance management, the use of market and market-type mechanisms, in the place of centralized command and control style of regulation, competition and choice, and devotion with a better matching of authority, responsibility and accountability in a concerted effort to implement economic, efficient and effective practices at all levels of government. This part of the discourse is not chiefly and substantially about the history of science, but its centre of attention is on postmodernism as one of the emerging paradigms in the field of Public Administration and a reflection on modernism for contextualized reasons.

3.3.4 Postmodernism

Postmodernism as a concept advocates that dissimilar things may be comprehended dissimilarly when exposed to various disciplines (Brown, 2006: 212; Brown, 1994: 28; Firat *et al.*, 1995: 41). The following are some of the disciplines that are in line with postmodernism such as architecture, art history, anthropology, civil engineering, cultural studies, economics, education, geography, history, law, literature, management, marketing, media studies,

organization studies, philosophy, political science, psychology, sociology, theology, women's studies and zoology (Brown, 1995: 61). Despite contrasting interpretations of postmodernism, there is an overall consensus that it is chiefly a cultural phenomenon (Brown, 1994: 28; Firat & Dholakia, 2006: 123; Jameson, 2006: 484; Poster, 2006: 533; Samuels, 2008: 221). There are several facets to the cultural perspective of postmodernism.

The following are outlines of common postmodern aspects:

- Economic basis focuses on the factorial impacts of globalisation and capitalism that have precipitated into an appreciative production and consumption as the world unfolds daily (Brown, 2006: 213);
- Recognition and assertion that postmodernism incorporates sundry and diverse cultures (Firat & Dholakia, 2006: 126; Firat, Dholakia & Venkatesh, 1994: 41; Samuels, 2008: 221). This can include - the increased awareness of minority group interests and class-neutral issues, the erosion of the nuclear family, fulfilment of multiple roles, and is harnessed towards self-actualization (Brown, 1994: 35).
- Globalisation can be contemplated as an attribute factor to the multiculturalism aspect of postmodernism, because one of its outcomes, is greater awareness of different societies, cultures and practices, which in turn has enhanced the general public's understanding and acceptance of diversity;
- Although postmodernism accommodates the differences, however, it does not put an end to preferences (Firat & Dholakia, 2006: 127; Samuels, 2008: 221);
- The truths and values exist because humans agree that they exist (Firat *et al.*, 1994: 40; Samuels, 2008: 221) and
- Postmodern deals with current aspects (Firat & Dholakia, 2006: 128).

Postmodern theory perceives reality as what individuals or social groups make it to be and is acknowledged as a reflection of difference between modernism and post modernism over whether it is possible to find rational solution to society's problems (Lamidi, 2015: 19). It is affirmed that the free basic service delivery challenges that the people of Mopani District encounter on daily basis finds post modernistic theoretical embedded in it. Ritzer (*ibid.*) opines that post-modernists question some foundations, such as - a system that tends to privilege some groups and downgrade the importance of others, give some group power and render some groups powerless. The thinking in postmodernism involves the conscious

development of the mind to see society as a place for everyone irrespective of race, creed, and religion (Lamidi, 2015). Postmodern philosophy is perceived as a philosophical direction which is critical of certain foundational assumptions of the Western philosophy, especially during the 18th-century Enlightenment period (Matson, 2005).

Lamidi (2015: 19) opines that postmodern theory perceives reality as what individuals or social groups make it to be. Postmodernism reflects difference between modernism and post modernism over whether it is possible to find rational solution to society's problems. The service delivery challenges that the people of Mopani District face on daily basis finds post modernistic theoretical assumptions embedded in realizing their plight. Ritzer (2012) opines that post-modernists question some foundation such as the system that tend to privilege some groups and downgrade the importance of others, give some group power and render some groups powerless. The thinking in postmodernism involves the conscious development of the mind to see the society as a place for everyone irrespective of whatever adjectival descriptors are used. Barnet and Crowther (1998: 433) discern that local government entities are sustained by the rules governing their existence and by the resource appropriation mechanisms which apply to them rather than by any real need from the people who they purport to serve.

The study contends that in as much as the tools and approaches for developmental local government could be implemented within a highly modern scientific discourse in South Africa, a complement with postmodern thinking from a critical evaluative theory point of view, is pivotal. McLean (1996: 395) explicates that postmodernism is a comprehensive concept that initiates in literature studies and employed by those thinkers who examine various ways to modernism. This presupposes that postmodernism is a theory that precedes and prepares for modernism. To put into context, the metamorphosis essence of postmodernism should first consider modernism as an exemplar of paradigm of philosophical study of the nature, origin, and limits of human knowledge of Public Administration. This is ensued by the discussion on postmodernism as it relates to Public Administration.

Frederickson, Smith, Larimer and Licari (2012) propound that postmodern researchers passionate in Public Administration practice, rarely engage consulting practitioners, and high-level civil servants as compared to what their more traditional colleagues do. Bogason (2005: 248) argues that postmodernists are impractical, although they provide a unique perspective on governance and policymaking. Farmer (1995: 145) espouses that postmodern public

administration theory could be understood to encompass the following traits: dialectic, a return to imagination, a deconstruction of meaning, deterritorialization, and alternatives. Most of them rather get involved to help out the clients, or to challenge the received views among the employees, in attempting to make decision-making more democratic (Kensen, 2003). According to Cilliers (1998: 114) postmodernism asserts that there is no single discourse that can assemble all forms of knowledge in order to cope with the multiplicity of discourses, variety of languages which are internally determined (locally), not legitimated abroad (externally) (Jun & Revira, 1997; Miller & Fox, 2007; Agger, 1991; Farmer, 1995; White, 1999).

Postmodern theorists argue that administration should be either centralised and/or decentralised with the capacity to accommodate conflicts, multiplicities and differences in an autonomous milieu (Jun & Rivera, 1997: 138; Cilliers, 1998; Agger, 1991; Miller & Fox, 2007; White, 1999). With greater participation and the localisation of politics and administration, policy makers do not emphasise the centrality with development goals and programmes that will be re-engineered and steered towards benefit-centred communities (Jun & Revira, 1997: 140). The postmodern sensibility emphasises that the world forms a complex of interacting, interpretive processes in which every entity views an event from an orientation distinctive to itself. (Schram, 1993: 250). Things are always perceived from a perspective of partiality or both from a sense of its fullness and biasness. The postmodern sensibility should be seen to be emphasising an interaction that occurs among the people who are unable to communicate through texts and it is pivotal to be attentive how discursive practices help constitute the perspectives relied on for making sense of the world (Schram, 1993: 250).

Bogason (2001: 171) alludes to the fact that in 1993, Fox and Miller published their first attempt of postmodern analysis of public administration. Postmodernism might be construed to as an absolute change in the comprehension of the world and it involves movements such as from:

- centralisation to decentralization - that is from convergence to divergence;
- grand narrative to contrasting texts, - that is, from the grand theories to circumstantial evidence;
- comparability and common units to incomparability - that is, difference rather than likeness;

- universals to hyper-pluralism, - that is, fragmentation instead of generalized units of analysis, and
- Newtonian physics to Heisenberg's quantum physics, - that is, from causal theory to unpredictable analysis of the microcosms, where the intervention of a researcher is felt.

Postmodernism is understood as a compounded movement due to its loose alliance of intellectual perspectives, which collectively pose a challenging critique of the fundamental premises on which modernism is based (Craig, 1998). Smith (2002) enunciates that in postmodernism there should be a congregation on fragmentation and discontinuity as well as ambiguity. The postmodern focuses on destroying structures (de-structuring) and depriving people of their central role that they should play (de-centered humanity). This really means that the idea of disorder and fragmentation, which were previously seen as negative qualities, should be seen as an acceptable representation of reality by postmodernists (Herman 1991: 56). Modernism should further be considered as a fragmented view of human life as either bad or tragic, while postmodernists rather celebrate this seemingly meaningless view of the world. It is an acceptance of the chaos that should encourage a play with meaning. Postmodernism also consents that there could be a possibility of ambiguity; this means that things and events could have two divergent meanings, at the same time (Herman 1991: 56). A more rigid rational and logocentric or linear approach attempts to avoid or reduce ambiguity as much as possible, although, the postmodern thought perceives simultaneous views not as contradictory but as an integral part of the complex patterning of reality.

Herman (1991) states that when contrasted to modernism, postmodernism repudiates the notion of scientific truth, and questions a belief in rational and pure objectivity which implies that the truth is static. In the context of postmodernism, the world is viewed as a much more compounded and uncertain place; reality is no longer static or determined, (and) all truth is relative to one's viewpoint or stance (Smith, 2002). The fundamental contention of postmodernism is that there should be no way in which subjectivity could be completely separated from objectivity (Smith, 2002). It is believed that truth should be subjected to interpretation (subjective reality) or truth is should be context-driven.

Hilliard and Lynch (1999) explain that the post-modernists' style of inquiry should embrace a relativist perspective that is characterised by relativity that only embraces judgements of truth within the limits of a particular paradigm. The theoretical propositions that metamorphose

from this exercise are based on subjective epistemology and realist ontology (Hilliard & Lynch 1999; see also Lynch & Dicker 1998: 465). Postmodernism should be understood as a riposte to the propositions of modernism premised on the certainty of scientific or objective truth used to explain social reality. It is an adventure and an expression of life experience, and an attempt to question the world that we see around us, especially not to take other people's views as the final truth; it puts everything into a question and radically interrogates philosophies, strategies and world views (Smith 2002).

Postmodernism discards the positivist notion of universal truth or explanations based on abstract or ultimate principles that claim universal relevance (Leftwich, 1993: 605). The neo-liberal scholarship advocated this positivist or modernist thinking, especially in the context of liberal democracy that emerged as the new orthodoxy that dominated official Western aid policy and development thinking in the 1990s (Leftwich, 1993: 605). Postmodernism is an endeavour to think beyond the corridors of modernism (Smith, 2002) by responding to what is perceived as the twin failures of science and reason (McLean, 1996: 395). In their rejection of modernism, the postmodernists often advance the Holocaust incident as one of the examples of drawback in the positivist epistemology in that it could not predict the Holocaust and the devastating consequences associated with it (see Blackburn, 2005: 285). McLean (1996: 395) explains that the failure of science and reason, and the objective and universal claims made in their names, subvert the possibility of ever producing totalising theories again – theories (Grand Narratives) that seek to explain and predict individual behavior and/ or social formations on the basis of a set of incontrovertible, rationally-derived propositions.

This study asserts that in as much as the tools and approaches for developmental local government should be executed on a highly-modern scientific discourse in South Africa, complementing with postmodern thinking from a critical evaluative theory point of view, is pivotal. The ensuing paragraphs delves into the current *Batho Pele* discourse in Public Administration in the perspective of local government trajectory.

3.4 ORIGIN AND NATURE OF DEVELOPMENTAL LOCAL GOVERNMENT AS A SPHERE OF GOVERNMENT

Shaidi (2013: 33) asserts that developmental local government is one that is committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of communities' lives. The apartheid era began after the right-wing National Party was put into power in 1948 (Smith,

2005). The moment the National Party ascended into power; it began to introduce legislations that entrenched segregation across the population groups of South Africa. It enacted and enforced the infamous Group Areas Act 41 of 1950, thereby achieving its objective to geographically segregate the various race groups although, it did not receive the legitimate support of the majority of the population groups (Chaskalson, 1987: 4). There were no voting rights which were granted to the non-white groups in South Africa, who constituted the majority of South Africans. It is clear that apartheid rule was an undemocratic regime that lacked legitimacy among the majority of the population. The epoch of 1948 – 1975 was further categorised by opposition to segregated development, with the people who were leading South Africa's main anti-apartheid and liberation movements meeting in Kliptown, near Johannesburg in 26 June 1955 (Kurtz, 2009; Reddy, 2015). The meeting was known as the Congress of the People and agreed to adopt a list of rights, called The Freedom Charter. A list of the surmised demands on rights for the majority of South Africans is as follows:

- The people shall govern;
- All national groups shall have equal rights;
- The people shall share in the country's wealth;
- The land shall be shared amongst those who work it;
- All shall be equal before the law;
- All shall enjoy equal human rights;
- There shall be work and security;
- The doors of learning and culture shall be opened;
- There shall be houses, security and comfort; and
- There shall be peace and friendship.

It was during the epoch from 1994 to 2004 that the dawn of democracy was experienced in South Africa; 2005 to 2009 can be regarded as a period of inclusion through integrated development (Reddy, 2015). Thereafter, the principles of developmental local government were entrenched in the Interim Constitution of 1993 and later formally enshrined in the

Constitution of the Republic of South Africa.

This section provides a contextual background to local government since it is 26 years to after the dawn of the democratic dispensation, when a developmental local government was incepted in South Africa after the completion of the local government transformation in 2000 (Nkuna, 2013: v). Nkuna (2013: v) articulates that the notion was, however, enacted in terms of Chapter Seven of the Constitution of the Republic of South Africa of 1996; this was an inception of the policy framework through the White Paper on Developmental Local Government of 1998 which bestowed good ground for the declaration of the Local Government: Municipal Structures Act 117 of 1998, Local Government: Municipal Electoral Act 27 of 2000, White Paper on Municipal Services Partnerships of 2000. These were followed by the Local Government: Municipal Systems Act 32 of 2000 and Local Government: Municipal Finance Management Act 56 of 2003 which fulfilled the notion of developmental local government as envisaged in the Constitution. These systems of developmental local government demanded interactions to be resolved through various structures necessary for establishment of systems for the municipalities to be functional. The ensuing paragraphs delve into the structure of local government.

3.4.1 The Structure of Developmental Local Government

The contemporary world is known for deficient solutions to the challenges of public administration and management (Minnaar, 2010: 8). In response to the failure of anachronistic, traditional approaches to deliver the necessary returns, most of those who proposed avenues for future development argued that public administration, including local government, should become anticipatory, responsive, results-oriented, value-based and entrepreneurial (Kuye, Thornhill, Fourie, Brynard, Crous, Mafunisa, Roux, Van Dijk & Van Rooyen., 2002: 20). Globalisation is pronounced as a current, complicated, versatile, multidimensional, worldwide phenomenon and development-gearred; the term means different things to different people, and different things to the same people across time and space (Kiggundu, 2002: 3).

3.4.2 Characteristics of Developmental Local Government in South African Context

A developmental state could be broadly defined as a state with economic development as the preferred priority of government policy and strives to design policies and institutions to enhance this comprehensive objective, therefore, it should be a state that envisages a clear connection to a national development agenda, has solid capacity and reach, seeks to bestow

growth, garners at poverty reduction and the provision of service delivery objectives (Van der Waldt, 2015: 18). A developmental state should mostly endeavour to channel its administrative and political resources for economic development. This means that the state should be empowered to govern its territory and possess core capacities enabling it to design and fulfil policy objectives (Van der Waldt, 2015: 18). Section B of the White Paper on Local Government of 1998, conceptualizes developmental local government as one that should be committed to working with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (DPLG, 1998). Subban and Theron (2011: 98) highlight the importance of deepening the local democratic culture, where development and participation would be seen as intertwined concepts.

Section B (1) of the White Paper on Local Government of 1998 notes the subsequent characteristics as those of a developmental local government:

- maximizing social development and economic growth;
- integrating and coordinating development planning;
- promoting democratic development; and
- building social capital at the local level to enable local solutions to development challenges.

A public official who is in a developmental local government is expected to play unique roles such as, an enabler, initiator, negotiator, change-agent, forward thinker and leader within South African developmental state milieu (Thornhill *et al.*, 2018: 42). Minister and Ambassador Baloyi (2009), a former Minister of Public Service and Administration, recognized 10 characteristics of a public official performing in a democratic developmental public sector. Such a public official is expected to be grounded in these qualities:

- break new ground;
- inspire success;
- raise the standard;
- demonstrate an attitude of nothing is impossible;
- never use policy and resource constraints as an excuse for poor service delivery;
- make a difference to the lives of people;
- display collective responsibility and teamwork;

- be on broad public official who is expected to be well informed, prepared and equipped when fulfilling his/her obligations on service delivery towards citizens;
- show an ability to identify early warnings and
- engage in international activism.

There are four characteristics of developmental local government that would further be expounded underneath.

3.4.2.1 Maximising Social Development and Economic Growth

Social development refers to the promotion of a sustainable society that is worthy of human dignity by empowering marginalised groups, women and men, to undertake their own development, to improve their social and economic position and to acquire their rightful place in society (Midgley, 1997; Fitzgerald, McLennan and Munslow, 1997; Gray, 2006); Sen (1995) and Bilance (1997) add that social development as equality of social opportunities. Economic growth means the process of increasing the sizes of national economies, the macro-economic indications, especially the gross domestic product per capita, in an ascendant but not necessarily linear direction, with positive effects on the economic-social sector, while development also shows us how growth impacts on the society by increasing the standard of life (Haller, 2012). According to Balcerowicz (2001) economic growth refers to a process of quantitative, qualitative and structural changes, with a positive impact on economy and on the population's standard of life; its tendency follows a continuously ascendant trajectory. In this scenario, social advancement relates to the provision of basic free services (for example, water and power) by municipalities to endow individuals from local neighborhood groups to uphold the minimum accepted standard of living. Koma and Kuye (2014) contend that municipalities can likewise advance social development in different ways, for example, through arts and culture, the delivery of social services as well as the provision of recreational and community facilities.

Municipalities are also mandated to foster economic growth by being responsible in directing economic development at the local level by assembling resources that would be accessible and guiding them towards the fulfillment of municipal development objectives. To realise this, Koma and Kuye (2014) argue that local government practices different economic development initiatives at local level to strengthen enterprises, to boost the retention, expansion and attraction of businesses. Economic growth is promoted by local economic development strategies that are also used to foster economic empowerment and economic

transformation. The purchase of goods and services, paying of salaries, therefore, provides the movement of money in the local economy. An agenda for local politics, and the way they operate should provide strong signals to their own residents and to prospective migrants or investors. These functions should give local government a great influence over local economies. Municipalities therefore should have a clear vision for the local economy, and work in partnership with local business to optimise job creation and investment. Municipalities should also seek to provide an accessible environment for the people who live with disabilities, so as to facilitate their independence.

3.4.2.2 Integrating and Co-ordinating

Integration derives its meaning from evolutionary theory, signifying a progressive change from a less coherent to a more coherent form (Lindo, 2011; Ritzer 2000a; Gullledge, 2006). Co-ordination refers to when multiple actors pursue goals together where they have to do things to organize themselves that a single actor pursuing the same goals would not have to do (Malone, 1988). Malone and Crowston (1994) continue that co-ordination is the integration and harmonious adjustment of individual work efforts towards the accomplishment of a larger goal. Co-ordination in this respect concerns the aligning of the activities of various sectoral organizations, for example, the national and provincial departments, parastatals, quasi non-governmental organizations, trade unions, community groups and private sector institutions and driving them towards the accomplishment of local development activities (Koma & Kuye, 2014). The prominence of co-ordination as well as amalgamation in government is emphasised in Section 41(i) (h) of the Constitution of the Republic of South Africa of 1996, which stipulates that all spheres of government and organs of state should work together with basic trust and confidence by advancing responsive relations, aiding and backing one other, informing each other of (counselling on) issues of commonality and that they should plan activities and legislation with each other (Koma & Kuye, 2014).

The Intergovernmental Relations Framework Act of 2005 (Act 13 of 2005), which institutes a framework for co-operation was endorsed with a specific end-goal to give effect to the stipulations of the constitution. To attain this co-ordination and commitment, municipalities use, among others, the approach of an integrated development planning, which is also known as the IDP (Koma & Kuye, 2014). Integrated development plans should provide powerful tools for municipalities to accelerate integrated and harmonised delivery within their locality.

The principles set out in the Development Facilitation Act should be able to steer municipalities in their perspective in devising integrated and livable settlements.

Developmental local government should provide a visionary leadership for all those who have a role to play in fulfilling local prosperity (De Visser, 2009). Wanting co-ordination between service providers increases the development effort. Municipalities should actively advance ways to influence resources and investment from both the public and private sectors to enhance development targets. Section C (2) (1) of the White Paper on Local Government of 1998 points out that strategies for building human settlements should vary between local municipalities; it should be clear that the establishment of sustainable and livable settlements depends on the co-ordination of a range of services and regulations, including land-use planning, household infrastructure, environmental management, transport, health and education, safety and security and housing. Municipalities should work closely with other spheres of government, service providers and communities, and play an energetic, integrating and co-ordinating role.

3.4.2.3 Democratizing Development, Empowering and Redistributing

Democratisation is a process through which a political regime becomes democratic (Della-porta and Rossi, 2013). Ideologically, democracy is fundamentally about governance-by-consent – citizens must be capable of holding governmental bodies affecting them, accountable (Johnson, 2001; Bhagwati, 2002). Institutionally, it promotes universal suffrage, regular multi-party elections, an independent judiciary, and a role for public-interest groups. Democratizing development also conceptualized as rights-based approach to development, means the integration of norms, standards and principles of the international human rights framework into the plans, policies and processes of development (Frankovits, 2005: 4-5). Andreassen (2003) also notes that democratizing development refers to its integral feature, as it provides a cohesive, or, interdependence, or in human rights parlance, normative and legal framework derived from internationally negotiated norms and legal standards (Andreassen, 2003; Nel, Kirsten, Swanepoel, Erasmus & Poisat, 2009). The Declaration on the Right to Development, adopted by the General Assembly of the United Nations in December 1986, defines democratizing as the right to development which is an inalienable human right by virtue of which, every person is entitled to participate in, contribute to, and enjoy economic, social, cultural and political development, in which all human rights and fundamental freedoms can be fully realized.

Empowerment means an intentional ongoing process centered in the local community, involving mutual respect, critical reflection, caring, and group participation, through which people lacking an equal share of valued resources gain greater access to and control over those resources; or a process by which people gain control over their lives, a democratic participation in the life of their community, and a critical understanding of their environment (Perkins & Zimmerman, 1995). Swiss Agency for Development and Co-operation (2004) conceptualizes empowerment as an emancipation process in which the disadvantaged are empowered to exercise their rights, obtain access to resources and participate actively in the process of shaping society and making decisions. There is a range of definitions used by different organizations, to some, empowerment is a political concept that involves a collective struggle against oppressive social relations while others refer to the consciousness of individuals and their power to express and act on their desires. These differences stem from the many different origins and uses of the term (Luttrell, Quiroz, Scrutton & Bird, 2009). Redistribution refers to the process of altering of the distribution of somethings (Luebker, 2015).

The democratisation of development encompasses the support of ordinary citizens in issues relating to local government; it concerns public participation. Section 152 (1) (e) of the Constitution of the Republic of South Africa of 1996 compels local government to assist and promote the engagement of societies and societal organizations in matters concerning municipalities. The Local Government: Municipal Systems Act of 2000 and the Local Government: Municipal Structures Act of 1998 were instituted for the motive of advancing these provisions of the Constitution of the Republic of South Africa of 1996 (Koma & Kuye, 2014). Public participation is institutionalized by the Local Government Municipal Structures Act 117 of 1998 by making provision for the creation of ward committees that would guarantee functional, developmental, coherent, ethical and sustainable participation by communities in matters of local government. Redistribution means to alter the pattern of distribution of something in order to gain support for unpopular decisions; governments sometimes try to compensate the losers and impose a corresponding tax on the winners (Jansen & Lee, 2007).

Section C of the White Paper on Local Government of 1998 asserts that the above can be realised when municipal councils fulfil their pivotal role in promoting local democracy. In addition to representing community interests within the council, municipal councilors should promote and encourage citizens and community groups to take part in the design and delivery

of municipal programmes. In the past, local government tend to make its presence felt in communities by controlling or regulating citizens' actions. While regulation remains an important municipal function, it should be coupled with leadership, encouragement, practical support and resources for community action. Municipalities can take plenty of steps to reinforce individual and community initiative, and to direct community energies into projects and programmes which benefit the area as a whole; it should not be taken for granted to engage youth organisations (Pittman, 1991; Koma & Kuye, 2014). Municipalities need to be aware of the divisions within local communities, and seek to promote the participation of marginalized and excluded groups in community processes. For example, there are many obstacles to effective participation of women and people living with disabilities, such as social values and norms, as well as practical issues such as the lack of transport, household responsibilities and personal safety. Municipalities should embrace inclusive approaches in nurturing community participation, including strategies anticipated at removing obstacles to, and actively encouraging, the participation of marginalized groups in the local community.

Participatory processes must not become a hindrance to development, and narrow interest groups should not be allowed to usurp the development process at the same time (Balyer & Tabancali, 2019). It is absolutely necessary for municipalities to unearth novelty mechanisms of structuring and streamlining participation which would enhance, rather than impede, the delivery process of services. A fundamental principle of the Reconstruction and Development Programme (RDP) is the empowerment of poor and marginalized communities (Corder, 1997). This is reiterated in the Growth, Employment and Redistribution (GEAR) strategy which promotes for a redistribution of income and opportunities in favour of the poor (Lehloesa, 2000). New Growth Path (NGP) is a national economic policy intervention purporting to address lack of national economic direction, released in South Africa in October 2010 (Meyer, 2013). The comprehensive focus of the NGP should be on job creation, with a secondary focus on improvement of equality levels, reduction of poverty, improved co-ordination, planning, and implementation of economic policies in all three spheres of government, through strong partnerships among government, business and communities, as well as improved co-operation with other African countries and the BRICS countries (Patel, 2010; Meyer, 2013; South Africa, 2011a).

The South African Government adopted the National Development Plan as both its blueprint and launch pad strategy for an ensuing economic and socio-economic development. This is

incorporation of both the more recent Industrial Policy Action of the Department of Trade and Industry and New Growth Plan of the Ministry of Economic Development which became the New Planning Commission out of which the National Development Plan (NDP) was formed. Its strategic perspective offers a long-term vision for South Africa by 2030 and envisages that all South Africans will attain a decent standard of living through the elimination of poverty and reduction of inequality (Zarenda, 2013). Below are some of the elements of standard of living, as identified by the NDP:

- housing, water, electricity and sanitation;
- safe and reliable public transport;
- quality education and skills development;
- safety and security;
- quality health care;
- social protection;
- employment;
- recreation and leisure;
- clean environment and
- adequate nutrition (Zarenda, 2013).

From the above narrative, it can be deduced that these are basic free services that a developmental local government is envisaging providing. A developmental local government is uniquely placed to integrate empowerment and redistribution in a number of concrete programmes. The following are examples:

- Service subsidies are geared mechanism for delivering services to the poor at below cost, and thereby provide an opportunity for low-income households to improve their circumstances.
- Support to community organisations through financial, technical skills or training in order to leverage the poor to satisfy their needs and to manage their own development process.
- Linkage policies that seek to directly integrate profitable growth or investment with redistribution and community development.
- Socio-economic development and community empowerment which are chiefly aimed at poverty elimination.

In these contexts, a developmental local government is uniquely positioned to integrate empowerment and redistribution in a number of realistic programmes, such as the ones above-mentioned.

3.4.2.4 Leading and Learning

Owing largely to the advent of globalization, Koma and Kuye (2014) argue that municipalities have progressively become focal points for economic growth and have become open to numerous influences that have originated from the global environment. This has led to the need for developmental municipal leadership that is vigorous and characterized by the willingness to benefit from observing the best universal practices on matters encompassing local government in order to think internationally, while acting locally (Koma & Kuye, 2014; Manzini, 2016). Most of local communities globally encounter similar challenges when attempting to boost their economies for the purpose of empowering their societies, protecting their environments, alleviating poverty, and safeguarding personal safety and security. As such, Koma and Kuye (2014) argue that municipalities should take the front seat in their jurisdictions when it comes to learning from global shortcomings while striving to become both strategic and visionary.

Extensive global factors influence regional, national and local levels to re-align how their organisation should be governed (Koma & Kuye, 2014; Pieterse, 2007; Manzini, 2016). Communities globally should find new ways to uphold their economies, build their societies, protect their environments, improve personal safety (in particular for women) and eradicate poverty. To achieve such goals, multiple solutions should be employed. There are profound support from all spheres of government in making sure that their communities are more sustainable than ever before. This should demand that trust, openness and accommodation amongst all stakeholders. Local government should take its rightful position of enhancing social capital; this means that a common purposive, for seeking solutions locally that would grow sustainability, should be sought.

The broad principles as prescribed in the South African Constitution of 1996 for the regulation of the new local governments are as follows:-

- The Constitution of the Republic of South Africa of 1996 grants local government original powers. Local government is no longer a function of provincial government, or a third level of government; it has become a sphere of government in its own

right. It is part of a system of co-operative government and governance, which includes provincial and national spheres;

- Local government is no longer a site for the delivery of services only, but a crucial site for social and economic development;
- Local government has to have a strong developmental focus to achieve this;
- Local government, within its constraints, has to appropriately contribute to both economic growth and social redistribution;
- Local government is a key arena for the democratic participation of ordinary citizens;
- Municipalities constituting the new local government system have to be financially viable and sustainable; and
- Over time, through appropriate negotiations, more powers and functions can be devolved to local governments (Maloba, 2015).

With the above-mentioned principles, it appears that the new government mandate considers local government as an essential link between the government and the population. This special link is made possible due to the fact that local government is bound to a particular geographic jurisdiction, as well as to the citizens who are directly affected by issues of this geographical jurisdiction. The close affinity displayed will enable local municipalities to understand and resolve issues attached to their respective municipalities. Local government is deemed to achieving this, due to all or most of the following considerations:

- well-defined formal dividing line;
- permanent population; and
- political government with delegated authority that make a determination (De Villiers & Meiring, 1995: 63).

The above considerations are supported by Hanekom (1998) (in Heymans & Totemeyer, 1988: 13), who holds the view that a local authority is further characterized as, *inter alia*:

- being a juristic person;
- authorised to raise revenue for various activities; and
- having the ability to take administrative decisions on particular areas.

3.4.3 The Advantages of Developmental Local Government in South African

Local government brings the government closer to the people and provide them with greater administrative efficiency where social welfare is maximized through the dissemination of functions (Thornhill, Van Dijk & ILe, 2014). Public representatives and officials should be provided with the opportunity to understand what people at the local government sphere need (Kakumba, 2012: 87).

The local sphere of government persists to be the centre for delivering tangible free basic services within any government dispensation. The South African government, therefore, should assign local government the role of delivering those services that are beneficial to the livelihood of local communities and for societal welfare in general. Local government is closest to the people and is involved in rendering a wide range of services that materially affect the lives of the inhabitants residing within its area of jurisdiction (Venter, 1998: 201).

The utilisation of local government bestows a wide range of opportunities for local residents to be in contact with, to develop interest in and have understanding of, to complain about, to exert influence upon and to participate in public affairs, than does the use of central government (Kakumba, 2012: 87). It offers local people a leverage to participate publicly on things that concern them through local government. Control remains a management function, in addition to planning, organizing and leading and it monitors human and organizational behavior towards enhancing goals and objectives (Kakumba, 2012: 87). It is established that local government is an essential instrument of national or state government which brings together people of a defined area, such as Mopani District, in a familiar organization whose functions are essentially complementary to those of the central government. It is there for the interests of the local residents, for the satisfaction of common community needs, namely, water, electricity, sanitation infrastructure, land and housing.

The logic for control and accountability in public administration has been strengthened by the conventions of good governance in which a decentralized local government is seen as an instrument to advance democracy and development (Kakumba, 2012: 88). It is understood that almost all local communities have challenges, and which should be elevated to the public representatives and officials through a joint action, generally through a governmental structure. Local government representative provides a two-fold-purpose - one is the administrative role of delivering goods and services and the other one is a representative role in determining specific local public demands and how they are to be responded to.

This principle is about questioning customers about what they expect and ascertaining how the service delivery could best meet these expectations. This may be fulfilled through filling in questionnaires, or interviewing the customers. It is pivotal to deliberate with as many customers as service delivery can and to use the collected information by public officials to assist ameliorate service concerns of these customers. It is equally vital to provide feedback to customers so that they know what to expect, and to public servants so they know what is expected from them. Citizens should be consulted about the quality of the services they receive and /or are supposed to receive. It is through the principle of regular and systemic consultation that customers who are end-users of the services should be appraised about current and new basic services that would be provided. There are various ways in which this can be done - customer surveys, interviews with individual end-users, consultation groups and meetings with consumer representative bodies. This, in a way, will make the customers or end-users have ownership of the decisions and services that they will be receiving freely and/or at cost and will further be in the know as to how, why, what and when they will be rolled out. It is believed that the initial purpose of this principle has been relegated and that in itself creates a social gap between the public officials in various spheres of government and communities. The public representatives should appraise the communities on all requirements that the elected government has relegated to others.

Ward Councillors fail to accomplish this principles due to, among others, lack of leadership traits, lack and/or no trust in the Ward Councilor, imposed Ward Councilors by upper structures of the political party that they belong to without considering the material conditions on the ground, tilting of the balance of forces by factional, tribal, village groupings and lack of disciplinary measures for those who are rented to disrupt and render the ward and/or public participation meetings chaotic. Ward Councilors are expected to convene community feedback meetings with the sole purpose of providing feedbacks in the Province.

3.5 CONCLUSION

This chapter has endeavoured to highlight the consequences of failures in implementing the *Batho Pele* principles. The customers and recipients of services will feel rejected, undermined and may develop negative perceptions against public representatives and leaders who they have elected. The *Batho Pele* White Paper seeks to provide a citizen-oriented customer service. It calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes to issues and interests of the people or the public. The chapter pursued broad views

in which various scholars were explored and consulted. Literature review as a concept was described and discussed at length so as to get a holistic understanding before the actual discussions using the perspectives of other scholars. The chapter further dealt with the postmodern theory and how it is encapsulated with the New Public Management. The rationale behind the choice of this theory amongst the plethora of theories was thoroughly explained. The next chapter will specifically cover only legislative and regulatory framework in support of *Batho Pele* principles as a vehicle for fast tracking of delivery of basic services through the government machinery.

CHAPTER 4

LEGISLATIVE AND POLICY FRAMEWORK FOR ENHANCING *BATHO PELE* PRINCIPLES

4.1 INTRODUCTION

This chapter discusses the legislative and policy framework for *Batho Pele* principles in enhancing the delivery of free basic services in the local government sphere. An attempt to define new concepts in every paragraph and chapter is made in order to ground the discussion that follows. Legislation (statute law) is a written law enacted by a body or person authorised to do so by the Constitution or other bodies (Bogdanovskaia, 1999). For Taylor (1998) legislation refers to the process of making a law which has been promulgated and enacted by a legislature or other governing body or the process of making it; it sometimes begins with a discussion document, called a Green Paper (Taylor, 1998). The National Treasury of South Africa's Framework for Managing Programme Performance Information (2007:1) defines framework as the outline of a set of agreed terms for performance information for use within the public sector. Legislative framework are laws that are more specific than constitutional provisions that are laid down as general obligations and principles to governing authorities to begin the task of enacting any further legislation and specific measures, as may be required (Knuth & Vidar, 2011). It can be drawn from the above definitions that legislation and policies regulate all activities of the government of the day. Since these pieces of legislation are implemented, it is relevant to delve in the concept public administration and the relevancy of *Batho Pele* principles, in the ensuing section.

4.2 LEGISLATIVE AND POLICY FRAMEWORK

There are a plethora of pieces of legislation and policies that influence on the implementation of *Batho Pele* principles and the way in which basic services should be provided. This chapter discusses the following pieces of legislation and policies:

- Constitution of the Republic of South Africa of 1996;
- White Paper on the Transformation of the Public Service Delivery of 1997;
- White Paper on Local Government of 1998;
- Local Government: Demarcation Act, No 27 of 1998;
- Local Government: Municipal Structures Act, No 117 of 1998;

- Promotion of Access to Information Act, No 2 of 2000;
- Promotion of Administrative Justice Act, No 3 of 2000;
- Local Government: Municipal Electoral Act, No 27 of 2000;
- Integrated Development Plan;
- Intergovernmental Relations Framework Act, No 13 of 2003;
- Local Government: Municipal Finance Management Act, No 56 of 2003;
- Division of Revenue Act, No 2 of 2014;
- Citizen's Report 2015/16 Financial Year;
- National Development Plan 2030;
- Service Standards;
- Khawuleza Provincial Co-ordination Fora and
- District Development Based Model.

The ensuing sections will deal with the above-mentioned legislations and policies. It is imperative to delve into the Constitution of the Republic of South Africa of 1996, as the Supreme Law of the country.

4.2.1 Constitution of the Republic of South Africa of 1996

A constitution is a set of rules which governs a nation state and it is considered a government's antecedent because it gives legitimacy to the government and defines the powers under which a government may act. As such, the constitution sets constraints both to the powers which can be exercised and to the manner in which they may be exercised (Sinani) therefore, the Constitution of the Republic of South Africa of 1996 is the supreme law from which all legislation emanates. Section 7(1) of the Constitution of the Republic of South Africa of 1996 provides for the Bill of Rights as the cornerstone of democracy in South Africa. It enshrines the rights of all people in the country and affirms the democratic values of human dignity, equality and freedom. This implies that the state must respect, protect, promote and fulfil the rights in the Bill. Section 26 of Chapter 2 of the Constitution of the Republic of South Africa of 1996 affirms that everyone has the right to have access to adequate housing and that the state must take reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of this right; section 27 guarantees everyone the right to have access to, amongst others, health care services, sufficient food, water and social security.

Based on the above law, it can be affirmed, therefore, that these rights obligate the state to provide all the free basic services to all the communities as legislated and that this right is fulfilled to the latter. Furthermore, everyone is provided with, among other services - access to health care, potable water, bulk electricity, sewerage, sanitation, refuse removal, social security, and municipal health services, hence emergency medical treatment should not be denied to anyone requiring such assistance. There should be thus a strong legal responsibility upon municipalities to deliver basic services and to ensure direct involvement of communities in formulation of development plans (Qwabe & Mdaka, 2011; DBSA, 2011).

Section 40 of the Constitution of the Republic of South Africa of 1996 declares that there are three spheres of government - national, provincial, and local spheres of government - which are distinctive, interdependent and interrelated; all spheres of government must observe and adhere to the principles and must conduct their activities within the parameters that the sphere provides. Section 41 of the Supreme Law asserts that there are principles of co-operative government and intergovernmental relations which direct all spheres of government. All organs of state, within each sphere, must secure the well-being of the people by providing effective, transparent, accountable, coherent, loyal, services, by establishing structures that will assist the government, for the Republic as a whole.

As articulated above, the Constitution of the Republic of South Africa of 1996 stipulates that government is comprised of national, provincial, and local spheres of government which are distinct, interdependent and interrelated and must conduct their activities within the parameters of Chapter 3. It is required that the three spheres of government and all organs of state within each sphere should observe and adhere to the principles of co-operative government and intergovernmental relations. In short, in practising co-operative government, each sphere of government should maintain its own unique character but cannot function totally independently of each other; they should participate and co-operate in mutual and reciprocal relationships. The fact that there are shared-rule and the division of environment as a functional area between the national government and provincial governments, serves as a good example. This should enhance the delivery of services and realise the objectives of a developmental local government. For Sections 26 and 27 of the Constitution as discussed above to be fulfilled, Section 152 of the Constitution brings to fore, objects of local government which are to provide democratic and accountable government, ensure the provision of services in a sustainable manner, promote social, economic development, safe

and healthy environment and encourage the involvement of the local communities and community organizations in the matters of local government.

It is against this understanding that municipalities are deemed to be among other chief entities that are mandated to roll out free basic services, such as health care, potable water, bulk electricity, sewerage, sanitation, refuse removal, social security, and municipal health services in line with being an agent of development. It is, therefore, unconstitutional for all spheres of government to fail to provide free basic services as indicated above. Where such spheres of government are hamstrung to do so, they are expected to inform the recipients of such services of their inability, timeously. Section 195 (1) of Chapter 10 of the Constitution of the Republic of South Africa of 1996, deals with the nine Constitutional Values and Principles. These nine Constitutional Values and Principles affirm that the South African public administration is governed by the democratic values and principles as enshrined and were extensively dealt with in Chapter 2. There is an indication that entities like Mopani District Municipality should encourage high standards of professional ethics among its employees. As stated further in the previous Chapter, the inclusion of the nine Constitutional Values and Principles culminated in the *Batho Pele* principles and later into the current eleven in number. It is not just an incremental digit, but it is an enhancement of the constitutional mandate of providing free basic services to all the people who live in South Africa.

Since the preceding paragraphs will discuss the White Papers, it is necessary to provide definitions and introduction of this and other concepts beforehand from various scholars. Gordon (2015) defines White Papers as policy documents produced by the government that set out their proposals for future legislation and they are often published as command papers and may include a draft version of a Bill that is being planned. This provides a basis for further consultation and discussion with interested or affected groups and allows final changes to be made before a Bill is formally presented to Parliament (Stelzner, 2008). The concept originated when government papers were coded by color to indicate distribution, with white ones were designated for public access, thus, white papers are used in politics and business, as well as in technical fields, to educate readers and help people make decisions (Gordon, 2015; Stelzner, 2008).

4.2.2 White Paper on the Transformation of the Public Service Delivery of 1997

The White Paper on the Transformation of the Public Service Delivery of 1997 (The *Batho Pele* White Paper) is solely to serve as an example in the introduction and implementation of new policies and legislation focused at changing the South African service delivery landscape (WPTPS, 1997). The values are enumerated as human dignity, the achievement of equality, the advancement of human rights and freedom, non-racialism and non-sexism. Section 1 of the *Batho Pele* White Paper further stipulates other principles that should inform service delivery. The enacted *Batho Pele* White Paper in its foreword, indicates that all users of government services be consulted about their needs, priorities and standard of services necessary. Public officials should have to adjust to accommodate the requirements of the *Batho Pele* White Paper, - that members of the public should be accepted as customers and that a position in government implies that the occupant is a public servant, rather than a public official. Below are the planned outcomes of the *Batho Pele* White Paper:

- Changing service delivery for the better in all spheres of government;
- Detecting the needs for refining service delivery;
- Realising *Batho Pele* White Paper principles;
- Remediating and refining, where necessary, existing mistakes and failures regarding service delivery; and
- Furnishing appropriate service to all communities.

It is against this background that every public official and representative should strive to fulfill the needs of all South Africans, by implementing the eight *Batho Pele* White Paper principles of service delivery which are - consultation, service standards, access, courtesy, information, openness and transparency, redress and best value. Underpinning the eight *Batho Pele* White Paper principles are two fundamentals, namely, service to the people and the customer concept. Due to the earlier detailed discussion on *Batho Pele* principles in chapter 2, the ensuing paragraph seeks to deal with the legislative framework that enhances local government.

4.2.3 White Paper on Local Government of 1998

There is a need to outline the various definitions of the concept local government before going into any further discussions. According to Koma (2010: 113) local government is a sphere of government positioned within communities and well-placed to appropriately respond to local

needs, interests and expectations of communities. Van der Waldt (2006) asserts that local government is situated at the front of service delivery. This view is also articulated by Thornhill (2008:492) when asserting that local government is often the first point of contact between an individual and a government institution, therefore, it is also often argued that local government is government closest to the people (Thornhill, 2008). The White Paper on Local Government stems out of section 152 (1) (a) (b) of the Constitution of the Republic of South Africa of 1996 and is contemplated as the epicentre of the Acts that govern local government. This piece of legislation details the operational basis for local government and is the central legislation which provides a framework for good governance and a local government which focuses on development. The Republic of South Africa promulgated the Local Government Transition Act of 1993 as well the Local Government Transitional Amendment Act of 1995 in order to usher in a smooth transition from the apartheid system to a democratic system.

When the Constitution of the Republic of South Africa of 1996 was promulgated, it made it possible to overhaul the system of local government within the country. The White Paper on Local Government regards integrated development planning as a key strength of the current system of local government and, the Integrated Development Plan concedes the interconnectedness of democracy, development, and service delivery.

It can, therefore, be assumed that provision of the necessary knowledge, skills and attitudes is fundamental when building capacity of public officials and all the other functionaries who individually and collectively render a crucial role towards the successful implementation of public policies and attainment of developmental goals. The White Paper further regards local government as the significant role player for democracy, as a result, municipalities should ensure that they implement sustainable mechanisms by which to engage with communities, the private sector and community forums, placing the emphasis on participative planning. The municipalities cannot involve communities haphazardly, there has to be some order. The White Paper further stipulates that for the municipalities to have fulfilled the prerequisites of actively engaging communities, there are 5 levels of people who are involved, these are:

4.2.3.1 Voters

Section 1 (a) and (b) of the Electoral Act No 73 of 1998 defines a voter as any South African citizen who is 18 years old and above and whose name is listed on the voters' roll. Municipalities should ensure that both public officials and representatives uphold democratic

accountability at high levels by advancing policies and legislations that are fulfilling good governance and constitutionally required objectives of local government. This should only be attained through ethical, sustainable, transparent, and consultative local government processes.

4.2.3.2 Citizens

Citizenship is a powerful ideal, and often the way a person is treated depends on whether he or she has the status of a citizen, and this includes protection of a person's rights both at home and abroad (Lija, 2011). It entails legal, political and social dimension, namely, the legal status as a full member of society, the recognition of that status by fellow citizens and acting as a member of the society (Honohan, 2001; Lija, 2011). South Africa comprises of an assorted society; therefore, municipalities need to consider aspects like religious and cultural diversity within society. After local government elections, all elected leaders become the public representatives of the entire community, not only for the people who voted for them. Section 19 (2b) of Local Government: Municipal Structures Act of 1998, compels municipalities to deliver services to all local communities. It is based on this that all basic services should be provided without considering the class, creed, political and religious affiliation of the consumers or end-users.

4.2.3.3 Consumers and End-users

Walters (1974: 4) refers to a consumer as an individual who purchases or has the capacity to purchase goods and services offered for sale by marketing institutions in order to satisfy personal or household needs, wants, or desires. Walters (1974: 4); Levin, Milgrom, and Segal (2004) define consumer as a person or a group who intends to order, orders, or uses purchased goods, products, or services primarily for personal, social, family, household and similar needs, not directly related to entrepreneurial or business activities. Community members who expect to receive adequate services from their respective municipalities become consumers or end-users and have paid for these services in one way or another. It can be drawn from the above explanation, that consumer could have directly paid for these services either at the local municipalities or as general tax. As a service provider to these consumers, it should be upon the municipality to provide services which are well-organized, reasonably priced and provided in a courteous and responsive manner. This can also be done through partnering with the private sector.

4.2.3.4 Organised Partners

According to the World Bank (1998:5) organised partnership means a collaborative relationship between entities working towards shared objectives through a mutually-agreed upon division of labor. Partnership can refer to differing concepts and practices and is used to describe a wide variety of types of relationship in a myriad of circumstances and locations (Lyons and Hamlin, 1991). It has been suggested that there is an infinite range of partnership activities as the methods for carrying out such (private-public) partnerships are limited only by the imagination, and economic-development offices are becoming increasingly innovative in their use of the concept (Lyons and Hamlin, 1991: 55).

Municipalities should generate a large part of their revenue by rentals, property rates, electricity, water and sanitation and other chargeable services delivered by the municipality to private business, non-government institutions and citizens. This should necessitate the municipality to treat communities not as only voters but as strategic partners, regarding local people as consumers and service-users. The relationship between citizens and municipalities is through the citizens' consumption of municipal services, municipalities, therefore should carefully consider the needs of all local citizens (such as residents, businesses, and investors) and ensure that they respond adequately to these needs as they are the customers who consume municipal services. It should stand to reason that quality customer management and service provision are important to build a conducive environment for local economic and social development.

Section 2 of the White Paper on Local Government of 1998 provides key outcomes of developmental local government that seeks to deliver household infrastructure, basic services, creation of liveable, integrated cities, towns, and rural areas and, promote local economic development within its area of authority. Each of these key outcomes of developmental local government are deliberated upon underneath:

- **Provision of household infrastructure and services**

Section 2 of the White Paper on Local Government of 1998 states that local government sphere should be accountable for the provision of household infrastructure and basic services that form part of social and economic development. In terms of the section 2.5 of the White Paper on Local Government of 1998 basic municipal services usually refer to the delivery of water, sanitation, local roads, electricity, drainage, and refuse collection. A good preliminary point for constructive development should be to determine the basic level and minimum

standard of services to all communities (Koma, 2012:58). This could be accomplished through the assistance of capital grants from the amalgamated infrastructure programme, or through local cross subsidisation, by assembling private investment in municipal infrastructure.

- **Creation of liveable, integrated cities, towns, and rural areas**

Creation of liveable areas or liveability means living well and a high regard for psychological well-being including autonomy, personal growth, self-acceptance and a sense of purpose in life and positive relations with others as it is impossible to measure the quantity of life (Sofeska, 2017:448). Gullledge (2006:5) explains integrated as working together of those who were never intended to work together by-passing information through some form of interface. In asserting the above definitions of the concepts, Koma (2012:121) states that incorporating spatial inequalities of both urban and rural settlements in South Africa is crucial for the overall acceptance, success and prosperity of South African communities. Tsatsire, (2011:122) is of the opinion that spatial structures in South Africa are categorised by townships being positioned far away from towns and places of work, which is the reason why an integrated spatial development is considered. Such an approach should enhance the growth of the economy and it should facilitate and escalate more sustainability in the provision of services and development.

- **Local Economic Development**

Local economic development refers to a process which encourages partners from the community, public sector, private sector, and non-governmental sectors to work collectively to create better conditions for economic growth and employment generation with the aim of improving the locality's economic future and the quality of life for all citizens (Mandisvika, 2015).

According to Koma, (2012: 58) municipalities should accelerate sustainable local economic development and to enhance its basic service delivery initiatives. He adds that through the delivery of good quality, cost effective services and by making a local area a pleasant place to live and work, significant boosting of the local economy could be achieved. The ensuing paragraph outlines the powers and functions of local government.

- **Partnership and Municipal Service Delivery**

Municipal Partnership refers to a relationship based upon mutual understanding and trust that is entered into between municipalities (Alberta Municipal Affairs, 1999). Riekert (2001: 90) states service delivery as the delivery of a product or service, by a government or government body to a community that was promised, or which is anticipated by that community. Service delivery can be seen as any contact with the public administration during which customers who are citizens, residents or enterprises handle their affairs or fulfil their duties (Huseynli, 2010). The services should be provided in an effective, predictable, reliable and customer-friendly manner. In harnessing this municipal partnership and enhanced service delivery an implementation of all legislative and policy framework is essential. The democratic dispensation of South Africa advanced a plethora of legislation and policies that should ensure that services such as water, electricity, sanitation infrastructure, land and housing are delivered through various types of partnerships. Partnerships could and should be a mechanism whereby a municipality could accomplish a service goal by taking on board a partner that can provide capital, expertise and technology that the municipality does not itself possess and cannot attain (Craythorne 2005:175). Both the White Paper on Local Government and the White Paper on Municipal Service Partnerships allow for alternatives in partnerships. Public-public partnership should be viewed as a kind of partnership between state organs and community-based organizations or non-governmental organisations.

Meanwhile public-private partnership is viewed as a corporation between a state organ and a company in the private sector. The policy on service delivery partnership should be intended at guaranteeing that municipal service reaches communities through the involvement of the private sector, community and non-governmental organizations. Strategic to service delivery, partnership policy should be dealing with infrastructure deficits and disparities while at the same time enhancing and intensifying municipal services. Partnerships with community-based organisations and non-governmental organisations should benefit local government and reinforce the relations and trust between the community and municipality. The government's partnership policy should outline the significance of community participation in supporting the mandate of local municipalities, which should deliver basic services, such as water, electricity, sanitation infrastructure, land and housing.

4.2.4 Local Government: Demarcation Act, No 27 of 1998

Municipal boundary refers to the determination of the scope and character of a particular municipal voting population without bearing in mind their wealth, poverty, good infrastructural development, or underdevelopment (Bekink, 2006). The demarcation should not just be done without paying attention to the existing legislative framework. The Demarcation Act is rooted in Section 151 of Chapter 7 of the Constitution of the Republic of South Africa of 1996. Section 4 of Municipal Demarcation Act of 1998 allows for the determination of municipal boundaries by the municipal demarcation board. In terms of section 24 (a) of the Municipal Demarcation Act, 1998, a constitutional developmental mandate as provided in section 152 (1) of the Constitution, 1996 is outlined. Section 24 of the Municipal Demarcation Act, provides that when the Municipal Demarcation Board determines a municipal boundary, its objective should be to establish an area that would enable the municipality for that area to fulfil its constitutional obligations, such as accountability, equitable provision of services, promotion of socio-economic development, safe and healthy environment, effective governance, integrated development, and revenue-generation ability. The formulation of Municipal Demarcation Act, 1998 has steered wide-ranging changes in the size of local government in South Africa, by decreasing the number of municipalities from 843 to 293 during 1995. In terms of the Act the number was even compacted further to 284 which later was adjusted to 283 (Thornhill, 2008:498).

4.2.5 Local Government: Municipal Structures Act, No 117 of 1998

Before going any further with the discussion, it is necessary that the concept municipality is defined. South African Local Government Association (2011:5) refers to municipalities as core institutions within the sphere of local government that consist of the political structures and administration of the municipality and the community within (residents inhabiting) the municipal area with structures, public representatives, and officials of a geographic area. Van der Waldt (2007) notes municipality as the smallest governance structure at the local sphere of government. The Local Government: Municipal Structures Act of 1998, is one of the central legislation for matters pertaining to local government within South Africa. The Act provides statutory guidance on how the municipal boundaries, municipal councils and administration should be designed. In terms of section 17 (1) of the Municipal Structures Act 117 of 1998 and section 80 (2) of the Municipal Systems Act 32 of 2000 read together, note requirements for community participation. The standard division of functions between district and local

municipalities are synchronised in Chapter 5 of the Local Government Municipal Structures Act 117 of 1998. The Act also provides for mechanisms for changes to the standard divisions. The Act lists the services that the district municipality can offer, such as water, sanitation, bulk electricity and municipal health services, and the list also embraces functions that service the entire district, such as firefighting, passenger transport, markets, and promotion of tourism. The remaining functions of local government are conferred on the local municipalities. For all these functions, *Batho Pele* principles have to be implemented for them to be realised through consultation with the communities as to which function they are in need of and when they are expecting them.

Section 19 in Chapter 2 of this Act burdens municipalities to work towards accomplishing the objectives of government as per the Constitution of the Republic of South Africa of 1996 with due regard for their capacity and authority to do so. Among the objectives which should be accomplished by municipalities is the development of strategic and flexible public participation strategies which will guarantee that citizens and community organisations are consulted in the performance of municipal duties. Community needs should be revised every year and municipalities should engage communities in the process of reviewing municipal priorities as set out in the approved Integrated Development Plan. It is understood that all municipalities should operate interrelatedly and interconnected as a forerunner for intergovernmental relations in that sphere of local government. Section 73 of the Local Government: Municipal Structures Act of 1998 charges all municipalities to establish ward committees through an appropriate election system, which has to be independently managed by the Independent Electoral Commission. The main objective of ward committees should be to ensure that citizen participation, irrespective of political affiliation is related to local government's augmentation and is guaranteed to promote good governance. After the official structure of a ward committee has been elected, the Act stipulates that the ward councillor is automatically the chairperson of the committee. The ward councillor could delegate powers to one of the members when absent. The Act further stipulates that the rules for election of ward committee members should be articulated and suggested by the Municipal Council.

The Municipal Structures Act of 1998 should not only specify the term of office of ward committee members but also should clearly outline their powers and functions. The Municipal Council should also offer resources to ward committees, for example, work offices, furniture, computers, and other equipment. This should be done to ensure that the committees are

sufficiently empowered and resourced to accomplish their mandate efficiently and effectively. The Act further provides guidance on procedures to be followed in dealing with vacancies on the ward committee and the procedure for dissolving the ward committee structure. Ward committee members should be provided with a stipend in order to cover travelling costs incurred in attending ward committee meetings, refreshment costs and other costs related to ward committee duties. The stipend should be determined by the municipality. The concept of active citizen participation and the necessity of consulting with the community are well established in this Act and it thus forms the cornerstone of the legislative imperatives directing the study. Ward committees are viewed and utilised as political tools to gain traction in wards.

The Act mandates for the establishment of municipalities in accordance with the requirement relating to categories and types of municipality; to establish criteria for determining the category of municipality that should be established in an area; to define the types of municipality that should be established within each category; to provide for an appropriate division of functions and powers between categories of municipality; to regulate the internal systems, structures and office-bearers of municipalities; to provide for appropriate electoral systems; and to provide for matters in connection therewith. Section 72 (3) of Chapter 4 of the Act, states that a municipality should approve or endorse community participation schedule and must also provide for the following:

- Notification and public comments' procedures;
- Issuing of proof of payment or indebtedness, respond to petitions, compliments and complaints reported by community members;
- Public meetings and hearings by the council;
- Consultative sessions with community organisations;
- Frequent and consistent report-back sessions;
- Preparation of their municipality's budget and
- Monitoring and review of the municipality's performance.

Based on the explanation of the above legislation, it is understood that there are prerequisites that must be fulfilled when a municipality has to be established and details provided on its powers and functions.

4.2.6 Promotion of Access to Information Act, No 2 of 2000

The promotion element of the marketing-mix of an organisation encompasses all the significant activities, materials, and media used by a marketer to notify and remind prospective customers about a particular product offering (Connett, 2004:11; Muchiri, 2016; Muhammad, (2019). Muchiri (2016) refers to promotion as a process of moving products from the producer to the intended user through avenues, such as distribution channels, market coverage, product inventory, as well as transportation and distribution sites. Access is the ability to derive benefits from things, expanded from property's classical definition, as the right to benefit from things (Ribot and Peluso, 2003). The Act is rooted in Section 195 (1) (2) of Chapter 2 of the Constitution of Republic of South Africa of 1996 and solicits the constitutional mandate that seeks to endow communities and citizens the right to access state-held information or state-owned information that is held by another person and is in the public interest. With respect to municipalities, the Municipal Systems Act and the Municipal Finance Management Act of 2003) oblige municipalities to announce certain finance-related information on the municipality's website and in local newspapers which circulate within the province. This information will embrace performance reports of the municipality, the Integrated Development Plan, the annual budget, and all other notices as set out in the applicable Acts. As part of the advancement of access to information protocols, municipalities are further required to specify dates of mayoral imbizo (road shows) schedules in local newspapers, notices, local radio broadcasts and other forms of communication in order for the community to attend such meetings where the Integrated Development Plan would be discussed.

The Promotion of Access to Information Act of 2000 (hereafter referred to as PAIA) provides legislative expression to constitutional rights and adopts the right-to-know approach. This Act is the most loathed piece of legislation as opposition parties and state organs, the Electricity Supply Commission to be precise, enforces it when municipalities that have defaulted in their payment agreements claim to be financially unviable. It purposes to construct a framework to:

- **Make people to access the information held by government and private bodies**

It is vital for the Mopani District Municipality to make services easily accessible to everyone who needs them, using technology to the full and offering choices wherever possible.

- **Procedure for people to access these records**

A clear procedure written in basic language should be used when communicating with the public about services, costs, and performance. It is vital that the Mopani District Municipality should be able to offer information that is relevant to the communities and withhold the one they are not privileged to receive.

- **Regulate the grounds on which access to information can be refused**

DPSA (2006: 48) supports the ideals of our democratic Constitution that fundamentally promotes transparency unlike the secrecy and opaqueness of the Apartheid governance which was necessary for the suppression of the people; the aptitude of the citizenry to exercise the rights embodied in it depends upon this provision. As a crucial arm of our government, the public servants should be capacitated to be scrutinised by the public.

- **Procedure for citizens to lodge an appeal against any decision to deny access to information**

The Promotion of Administrative and Justice Act makes sure that there is a procedural fairness in the administrative action and provides communities with the right to enforce fair action (DPSA, 2006: 35). All the communities, including those of Mopani District Municipality, have the inherent right to request for reasons for actions, and also the right to have such actions reviewed in court. It is, therefore, not surprising that studies have considered compliance with this Act as the performance indicator for impartiality, fairness, and a lack of bias. PAIA enables the public to inspect government decision-making and hold government accountable for actions and decisions that affect their lives and rights (DPSA, 2007: 2). The framework enables the public to access information and confirms that public servants should participate in promoting a culture of human rights and just public administration, in terms of the PAIA. Citizens would not discern what government is doing and could not hold it accountable without reliable and relevant information. The PAIA is one of the legislative foundations that is guaranteeing the transformation of service delivery. The capacity and ability of the public servants to adhere with the provisions of the PAIA directly depends on the extent to which this transformation has occurred. The ability to implement the PAIA should not only relate to putting the required systems and procedures in place but relate to changing the culture of secrecy in government and implementing PAIA as a powerful tool in this regard.

It is further elaborated that the influence of ongoing monitoring should not only be to ensure more effective systems and procedures but should enable citizens to partake fully in

government processes by providing accurate and timely information and citizens using their right to access information (DPSA 2007: 2). The departments and entities should be obliged to be more transparent in their transactions with the public and they should provide prescriptions regarding the publication of different types of reports, including contact details of responsible officials. The Act should highlight the public's right of access to information from public and private bodies.

4.2.7 Promotion of Administrative Justice Act, No 3 of 2000

Administrative justice is defined as a set of concepts, methods, and techniques, aiming to investigate the management processes associated with the use and articulation of resources, knowledge, and institutions, at different levels of the justice system, and their influence on the provision of justice in a given social context (Guimaraes, Gomes & Guarido-Filho, 2018). Section 33 of the supreme law of the country and administrative shows that decision-making is reached through Promotion of Administrative Justice Act 3 of 2000 (hereafter referred to as PAJA) as part of general administrative law. This Act expounds that the broad-spectrum rules demonstrate how administrators should provide decisions, reasonably, justify and procedurally fairly. Reasonableness mandates that administrators should be able to comprehend the context of an application for a government service before making a decision. Justifiableness refers to the power of making decisions by the administration. Procedural fairness means that administration should ensure that if a person is likely to receive a negative decision, the potentially affected individual should be given, adequate notice of the nature and purpose of the proposed negative decision, a reasonable opportunity to react to the notice of any right of review or internal appeal where applicable and adequate notice of the right to request reasons. A prescription to the public should be based on consultation and must be considered the right to procedural fairness in administrative action. It should also highlight the citizens' rights to redress and requires that reasons be given for any administration action so as to promote transparency in public administrative decisions and related actions. Mopani District Municipality should be seen to be a proponent of Promotion of Administrative Justice Act at all times.

4.2.8 Local Government: Municipal Electoral Act, No 27 of 2000

Municipal elections (Local government elections) refer to one of the most popular platforms where South Africans select and elect candidates of their choice to serve as councilors and

subsequently some may become mayors in local municipalities. It is the mandate of these individuals to provide best services to their communities (Tirivangasi, Mugambiwa, Mutyenyo, & Rankoana, 2017). This Act originates out of Section 19 of Chapter 2 of the Constitution of the Republic of South Africa of 1996 and was promulgated for the sole purpose of regulating the electoral processes at local government level. Some of the matters that is being regulated, include the voters roll, nomination of candidates, voting stations, ward candidates, voting procedures, vote counting and other related matters. In an election, people are given the opportunity to participate in the decision-making with regard to the elected representatives at all spheres of government. In this case, the elected representatives are for the local sphere of government. Section 13(1) of the Act, states that only registered parties may contest an election, and may contest the election by them submitting a party list containing the names of candidates to stand as its representatives for the election of members of the council to proportionally represent the parties in council; or by nominating ward candidate to stand as a representative of the party in a ward; or by doing both as stated above. In simple terms any person has the right to identify with any political party during and after election process as a platform to influence the election of representatives. Section 16 (2) (b) of the Act, permits for candidate to stand for ward councillor as independent. This infers that for the ward candidate, a person not belonging to any party who is a registered voter in that particular ward could stand for election subject to all requirements being met.

The entire preceding discussions were crucial in confirming an effective involvement of communities in matters of local government.

4.2.9 Local Government: Municipal Systems Act, No 32 of 2000

Systems Engineering Body of Knowledge (SEBoK), (2016) refers to any human construct used to help make better sense of a set of things and to share that understanding with others if needed. Municipal systems set out the internal systems of municipalities that enable them to operate in such a way that they move progressively towards the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to all (de Visser, 2009). The Local Government: Municipal Systems Act, No 32 of 2000 is established in terms of section 157 (1) (6) of Chapter 4 of the Constitution of the Republic of South Africa of 1996; Section 2 of the Municipal Systems Act, 2000 endorses the municipal council with the executive and legislative authority to use the resources of its municipality in the best interest of its community, within its financial and administrative

capacity. The Municipal Systems Act, 2000 further provides that the council should further enhance democratic and accountable principles to encourage the community to be involved in the affairs of the municipality. Furthermore, the municipal council should ensure that municipal services are provided to the local community in a financially and environmentally sustainable manner and the council is promoting a safe and healthy environment in the municipal area. The Municipal Systems Act, 2000, also obliges the municipal council to provide the local community with equitable access to its services and ensure that it consults the local community about the level, quality, range, and impact of municipal services directly or through a service provider. Additional duty of the municipal council in accordance with the Municipal Systems Act, 2000 is to uphold and ensure development within the municipal area, as well as to promote gender equity in the exercise of the municipality's executive and legislative authority. This Act describes the municipality as an establishment founded upon law by local communities within the municipal area, working in partnerships with the municipality's political and administrative structures to provide for the participation of the communities. Section 4 of the Local Government: Municipal Systems Act of 2000 states that council has the governing rights in its own initiative in the local government affairs of the local community, to exercise the municipality's executive and legislative authority without interference and to finance the affairs of the municipality by charging fees for services, imposing surcharges on fees, rates on property and, to the extent authorised by national legislation, other taxes, levies and duties. The Act further provides directives to the council to encourage the involvement and consultation of the local community about the level quality, range and impact of services provided by the municipality, either directly or through another service provider.

Section 5 of the same Act, declares that members of the community have the right to participate in the decision-making processes of the municipality and submit either written and/or oral recommendations, representations and complaints to the council, to be well-versed in the decisions of the council and to regular disclosure the affairs of the municipality, including its finances.

Perhaps the explicit and most specific requirements for public participation in local governance are outlined in Chapter 4 of the said Act. Section 16 indicates that the municipality must inculcate municipal governance that complements formal representative government with a system of participatory governance and must encourage and create conditions for the community to participate in the affairs of the municipality. This includes involvement in the

integrated development plan, performance management system, monitoring and review of performance, preparation of the budget and strategic decisions on municipal services. This is milestone in contributing towards capacitating the local community to contribute in the affairs of the municipality with staff to foster community participation.

The supplementary to the above Section 19(2) of the Local Government: Municipal Structures Act of 1998, compels metropolitan and municipal councils to appraise on an annual basis, the needs of citizens and their priorities and to fulfil them. The processes for involving the community, organisational and delivery mechanisms for meeting the needs of the community, and overall performance in achieving the objectives of local sphere of government were also indicated.

Added to this, the district councils should be responsible for the development of their areas, entirely. Craythorne, (2006:58) posits that district municipalities are categorised into three types, namely - a district municipality with a collective executive; mayoral executive and plenary executive systems. District councils should also ensure that resources and services are disseminated equally amongst the local municipalities. Some of the functions and powers of district municipalities as discussed by the Education and Training Unit (ETU) (2011:11) include the provision of bulk supply of water, electricity, sewage purification works and sewage disposal, waste disposal sites, municipal health services for the whole area and municipal roads for the entire district council area, regulate passenger transport services and responsibility for attending to municipal public works that impede a large proportion of the municipalities in the district.

The Education and Training Unit (ETU) (2011:9) further surmises the roles and responsibilities of the Mayor and Executive or Mayoral Committee and Councillors in the paragraph that follows as:

- The executive or mayoral committee harmonises the vision, mission and the outcomes and outputs required for the municipal administration;
- The municipal administration should provide regular reports on its activities;
- The executive or mayoral committee should observe that the municipal managers execute their duties in accordance with legislation and the employment contract;

- The municipal council should observe the performance of the mayor and the executive or mayoral committee;
- Officials should not attempt to unduly influence the municipal council, or convey misleading information to the council;
- Officials and councillors should not operate business venture jointly;
- Councillors should approve policy or amend budgets and priorities as suggested by the executive committees, and
- Councillors should not instruct a municipal official with direct instructions to do something that is in violation in the line of accountability within a municipality.

All these should not be done in isolation with Section 42 of the Act which iterates that through appropriate mechanisms, processes and procedures, it should be prudent to engage the local community in the development, implementation and review of the municipality's performance management system, and in particular, allow the community to participate in the setting of appropriate key performance indicators and performance targets for the municipality.

Even when government enacted a plethora of legislative framework to assist the smooth running of the government's service delivery machinery, criticism of the lack of services is constantly voiced by South African citizens through withholding their right to adult suffrage, staying away from registration voting districts, picketing when a public representatives visit their communities and worst of all, embarking on violent and destructive service delivery protests. Municipal Systems Act of 2000 allocates responsibility to the municipalities by confirming that a public representative is supplemented by a well-functioning local government structure. This should be done through participatory governance and central to this is the inclusion and active participation of local communities in municipal affairs. These include, the planning and execution of the Integrated Development Plan of the municipality, as well as the setting up, implementation and evaluation of a Performance Management Systems as required in Chapter 6 of the Act. The performance review should cover the implementation of the budget and service provision as per the annual strategic plan and associated goals as stipulated in Chapter 8 of the Act.

The municipality should, therefore, establish a participatory system that would confirm empowerment of local communities through access to information and implementation of capacity-building strategies. The Act further delivers details on the manner in which community participation could be effected. The primary means by which this should be accomplished is through political structures established to enhance participation in terms of the Municipal Structures Act. The Act further sanctions the community on the right to convey complaints or petitions from the local citizens to the attention of the necessary authorities, once these complaints have been duly deliberated and administered. Ward committee members should have the right to attend Municipal Council meetings and consult with local, recognised community organisations and traditional authorities. The outcomes of these meetings should always be reported back to the local community to ensure that they are kept informed of all matters related to the communities. Furthermore, it should be stipulated in the Act that it is incumbent upon the municipality to inform communities about the various mechanisms and processes which exist to encourage citizen participation. Additionally, the Act is clear on the rights and duties of all stakeholders within the local government structures including the community as well as on matters of municipal governance, management, and development. The Act further stipulates that the municipality must duly consider the language preferences of the local community, as well as the specific needs of illiterate people. These would mostly apply to holding of public meetings, putting public notices in newspapers and broadcasts on radio stations, or any other form of communication. The Act also makes provision for the public and the media to attend Municipal Council and committee meetings. The public and media should not be excluded from any such meeting unless the nature of the content of the meeting is such that it would be reasonable to exclude them. The specific circumstances under which a meeting should be declared closed must be established through a Council resolution or by-law. It should, however, be stipulated that under no circumstance should the public and media be excluded from a meeting where voting on the following matters takes place - draft by-laws tabled in the Council, budget tabled in the council, amendments to the Integrated Development Plan tabled before the Council and all other amendments tabled that are of public interest.

The Act also compels municipalities, as part of public participation, to keep the public conversant by identifying a newspaper to record on deliberations. This newspaper should be one that is widely disseminated in the municipality and all municipal matters could be highlighted through this tool or by means of radio broadcasts on a radio station or stations

which cover the area of the municipality, taking into account accessibility in terms of language. Any notifications circulated through the mass media should be in the official languages which have been agreed to by the council. In addition, a copy of every notice that is circulated in the mass media or Government gazette should also be exhibited at the municipal offices. In cases where the local community is requested to provide written submissions on any matters, the call for input should advise illiterate persons that they should approach the municipal offices during working hours, and they would be assisted to write a submission for consideration. Similarly, if an illiterate member of the community should be required to complete a form, staff should deliver reasonable assistance to ensure that they understand the content of and are able to complete the form. The Municipal Systems Act delivers extensive guidance to local municipalities on the manner in which public consultation should be directed. Adherence to the requirements of this Act would undoubtedly result in significantly higher levels of public participation than are currently being experienced, and the reasons for non-adherence to the Act should afford insight into the current situation.

4.2.10 Integrated Development Plan

Planning is crucial in the implementation of policies including the IDP. All activities should be offered with a plan on how they should be fulfilled. As a local government activity, planning refers to the processes of assisting in the making of decisions on the distribution and the use of current resources (Musitha & Brynard, 2011). Oranje and Van Huyssteen in (Fox and Van Rooyen 2004:131-132), regard integrated development planning as a fundamental tool of development planning, in the local sphere of government. The Integrated Development Plan stems out of section 157 (1) of the Constitution of Republic of South Africa of 1996. According to the Municipal Systems, Act 2000 charges municipalities to confirm accomplishment of certain strategic goals through planning which should be geared on development of the local community. This should be in line with the stipulations of Section 152 of the Constitution of the Republic of South African of 1996. This should certify the duties required of the municipality as per Section 153 of the Constitution of the Republic of South African of 1996 as laid out. It also describes how the local government is to work with the other spheres of government to ensure that the fundamental rights of all citizens are progressively achieved. These developmental duties could be achieved through the Integrated Development Plan which is a participatory-planning process in which there is full involvement of the community. In this way, the plan which guides the municipality's planning, budgeting, management, and

decision-making, has the direct input of the citizens who are affected by it (Madzivhandila & Asha, 2012).

The Integrated Development Plan continues to be the Bible for local government, and it should be this document which guides the actions and resolutions of the municipality for a period of five years at a time, however, it should be reviewed annually by both the Municipal Council and community in terms of Chapter 5 of the Municipal Systems. Further, in Section 34, it stipulates that a municipality is required to conduct public consultation hearings when steering the IDP annual review and should consider public suggestions and preferences when approving the IDP. The IDP should also be conceptualised as an inclusive practice which incorporates several different strategies in order to maximise the efficient use of scarce resources and by so doing, ensure sustainable growth and empowerment within communities. Integrated strategies include economic, sectorial, spatial, social, institutional, environmental, and fiscal strategies, which, when integrated, ensure holistic planning for development (Greater Tzaneen Local Municipality, 2013).

This conceptualisation pinnacles the developmental nature of the IDP. Section 29 of the Municipal Systems Act delineates the processes that should be adhered to by the municipality when submitting the draft Integrated Development Plan for approval. The process should comply with the timelines circulated in a predetermined programme. In the programme, every step of the process should be highlighted, and the associated time frames should be clearly articulated through specified instruments, practices and processes, in terms of Chapter 4 of the Act. In this Chapter, it should also be postulated that consultation with the community concerning their supposed needs and priorities for development is indispensable (Department of Provincial & Local Government, 2007:61). Consultation should spread to all stakeholders in the community, including traditional authorities who would deliberate on the points during the drafting of the Integrated Development Plan. In the Integrated Development Plan, all the requirements concerning identified plans should be indicated, and the plans and the associated requirements are compulsory to the municipality as per provincial and national legislation. This would enable the municipality to respond to the challenges of poverty, unemployment, and inequality; a planning instrument such as a consultative IDP should be a pivotal tool for municipalities to utilise (Govender & Reddy, 2011). The Integrated Development Plan stipulates that its purpose should be two-fold - firstly to illustrate the developmental objectives of the local area and secondly, ensure improved service delivery

by providing guidance for implementation of the agreed plan. Additionally, it should also establish the strategic performance indicators and the standards to be used to evaluate the achievement of the Integrated Development Plan and the projects identified within it. One such measure should be the extent to which customers should be content with the services delivered. The communities should be the chief customers of the municipality, because they should be engaged in ascertaining and selecting needs that should be implemented. They should, therefore, also be able to appraise whether the planned actions have been successfully accomplished. The South African Local Government Association (2013:13), on the Integrated Development Plan should be understood as a business plan and as such, clearly describes the projects that are approved for implementation in any specified financial year. It should thus be a significant instrument utilised by a municipality to advance its obligations, through planning and budget allocation. It is for this reason that the preparation of the Integrated Development Plan should be transparent and inclusive, and the content thereof needs to represent the aspirations of all stakeholders in each ward. One way of accomplishing inclusivity and transparency should be through the IDP representative forum. This forum should comprise of representatives from all the various interest groups within a ward and consequently, function as a platform for stakeholders to advance and defend the inclusion of their interests in the Integrated Development Plan.

4.2.10.1 In-Year Monitoring (IYM) Reports and Service Delivery Budget Implementation Plan

The Service Delivery Budget Implementation Plan (hereafter referred to as SDBIP) should be an instrumental yardstick utilised by municipal councillors and municipal managers, sector departments as well as other stakeholders, in order to track progress, improve transparency and hold local governments accountable. It should incorporate timeframes, measurable targets and performance indicators. The Executive Mayor and/or Local Mayors of municipalities should approve the SDBIP within 28 days following the approval of the Budget. According to the In-year Monitoring System as determined in the Municipal Finance Management Act, municipalities present monthly reports regarding their revenue and expenditure to the Provincial Treasury. They also include projections for the remainder of the financial year.

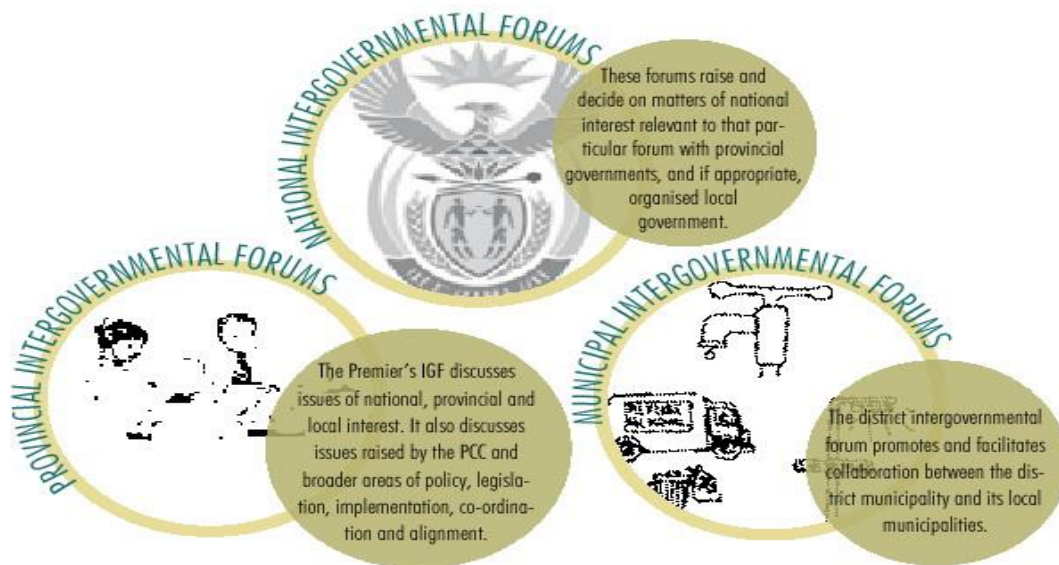
4.2.11 Intergovernmental Relations Framework Act, No 13 of 2003

Intergovernment relations refers to a responsibility of each participant that is expected at a particular level to take part in a system, either in a competitive or co-operative role, whereby a final determination in a matter is made (Mentzel & Fick, 1996:101). Kerlinger (1986) defines a framework as a set of ideas that are used when forming any decisions and judgements. Intergovernmental Relations Framework are the means through which the values of co-operative government may be given both institutional and statutory expression and may include executive or legislative functions of government (Audit Report 1999:12). The Intergovernmental Relations Framework Act, No 13 of 2003 is promulgated in relation to Section 41 of Chapter 3 of the Constitution of the Republic of South Africa of 1996. The Practitioners Guide to the Intergovernmental Relations System in South Africa (2007) states that for government to execute its national priorities and to address effectively the socio-economic challenges including poverty alleviation, job creation and enhanced service delivery all spheres of government are mandatory to work in partnership. It should be noted that intergovernmental relations are not merely about executing their autonomous powers or supervising the exercise thereof, but an awareness that most of the challenges of integrated governance are encountered through co-operation. The Practitioners Guide to the Intergovernmental Relations System in South Africa (2007:64-65) elucidates that co-operation is the act of supporting and incorporating governance across spheres in order to guarantee coherence. It is different from supervision as it occurs in an equality context where each participant should be regarded as an equal partner. Hereunder are the four most important types of instruments that should be employed to advance intergovernmental co-operation:

- Planning and Budgeting for intergovernmental relations,
- Fora for intergovernmental relations,
- Protocols for implementation and
- Dispute resolutions.

The figure below describes the pivotal components of Intergovernmental Relations Fora.

Figure 4.1: Three key component of Intergovernmental Relations Fora



(Source: DPLG: Understanding Intergovernmental Relations, 2007).

The 2006 Report on the State of Intergovernmental Relations in South Africa (DPLG, 2008:20-21) envisaged the District Intergovernmental Relations Forum as a complete political structure, however, there have been examples of a combination of public representatives and officials, as in Limpopo and Mpumalanga. It also indicated that other intergovernmental structures, such as North West Forum have requested Municipal Managers as Technical Support. DPLG, (2008:20-21) concluded that membership of some fora as too broad without adequate distinction drawn between members and invitees, and blurred boundaries between the District Intergovernmental Relations Forum itself and support bodies. The above Report declared then that it was necessary to gauge the influence of service delivery by the Intergovernmental Relations Fora Act at District level, but District Intergovernmental Fora surveyed more recently, produced enhanced performance levels. DPLG (2008:21) explains that in one study it was found that many meetings did not focus on the integration of the various Integrated Development Plans. The key issues were neglected in most District Intergovernmental Relations Fora, for example, few fora deliberated on the incorporation of Integrated Development Plans, matters arising from the Premier's Intergovernmental Relations Fora or the integration of Local Municipalities' policies and projects in the District (Horizontal Alignment). In the District Intergovernmental Relations Forum review commissioned by the Department of Provincial and Local Government in 2007, it was noted that the Rules of Internal Procedures also known as 'Terms of Reference' are approved and there is conventionally satisfactory attendance. Due to time pressure, however, public

officials were unable to attend the Technical Fora (DPLG, 2008:21). The District Intergovernmental Relations Fora reviewed its dispute resolution procedures, although none had actually been used, even though the only problem experienced was that the representatives of Local Municipalities were often not authorised to take decisions; this resulted in delays while they went to consult their executives. These representatives have to give feedback in their respective municipalities and are expected to provide same in the next Forum which will be in the next quarter. For the purpose for effective and efficient oversight in monitoring service delivery, my suggestion will be that the Forum meets bimonthly and compels the local municipalities to provide communities with feedback through public participatory democratic mechanisms, including open days, road shows (*izimbizo*) and the same mechanisms be cascaded down to respective wards and traditional councils.

The Intergovernmental Fiscal Relations Act, 1997 (Act 57 of 1997) provides a framework for perpetuating intergovernmental relations between the national, provincial, and local spheres of government, as well as providing mechanisms and procedures for resolving disputes. The Act offers mechanisms for the division of nationally-raised revenues between the three spheres of government. The Act further institutes the Budget Forum, in which local government concerns are discussed as part of the national budget process. The Intergovernmental Fiscal Relations Act, 1997 affords a Division of Revenue Bill to be scheduled yearly, setting out (among other things) the amounts to be transferred to each municipality and it will be dealt with in the ensuing section of the Chapter.

The Mopani District Intergovernmental Relations Forum comprising of the Mopani District, Greater Tzaneen Local, Greater Letaba Local, Greater Giyani Local, BaPhalaborwa Local and Maruleng Local Municipalities adopted their Terms of Reference in 2016, although, both the Political and Technical District Intergovernmental Relations Forum have not been functional for some time, however, since the inauguration of the new Executive Mayor in Mopani District Municipality, there has been some strides in resuscitating the Forum. Mopani District Municipality notes in the Back to Basics for Third Quarter progress report dated 22 June 2018, that all Municipalities within Mopani District have complaint registers, communication strategies and are implementing the *Batho Pele* Service Standards. Translation of these key focus areas into practice will remain the responsibility of Mopani District Municipality.

4.2.12 Local Government: Municipal Finance Management Act, No 56 of 2003

Finance management means planning, organizing, directing and controlling financial activities, such as procurement and utilization of funds of the enterprise and in applying general management principles to financial resources of an enterprise. Muoghalu (2006) explains financial management as concerning itself with answers to the critical questions of how employees would plan for, resource, organise, allocate and/or utilise and apportion funds available to them, in order to accomplish nominated objectives. The Local Government: Municipal Finance Management Act, No 56 of 2003 was publicised in Section 214 (1) (c) of the Constitution of the Republic of South Africa of 1996 so as to account for financial management in municipalities. Since local government management should take an integrated approach, financial management also becomes a pivotal aspect towards realising a developmental local government. The Local Government: Municipal Financial Management Act of 2003 and Municipal Structures Act of 1998, outline the following roles of overseeing by the Executive or Mayoral Committees:

- Putting into place policy to direct municipal activities;
- Putting concrete policy parameters to monitor municipal activities;
- Putting comprehensive strategic objectives and prioritise stating outcomes and output attained;
- Oversee concrete implementation of policies and priorities by appraising reports of outputs and outcomes;
- Guaranteeing remedial measures are taken where outputs depart from plans, and
- Guaranteeing answerability to the community for performance of predetermined objectives.

The Local Government: Municipal Finance Management Act, 2003 identifies municipal council as the upper authority of the Council by conferring on it significant powers and oversight role. The Municipal Systems Act, 2000 together with the Municipal Finance Management Act, 2003 forbid municipal councillors to be boards members of the entities, Audit Committees and tender or bid committees. Councillors should also not serve on the Planning Tribunals and other Approval Fora. Furthermore, the Municipal Finance

Management Act, 2003 also supposes that Municipal Council would strengthen their oversight role by establishing Portfolio Committees within the Council. The financial resources allocation to identified priorities should be done in line with provisions of the Act. Section 21(1) (a) of the Act stipulates that the Mayor of a municipality should co-ordinate the processes for preparing the annual budget and for reviewing the municipality's Integrated Development Plan and budget-related policies, to ensure that the tabled budget and any revisions of the Integrated Development Plan and budget-related policies, are mutually consistent and credible. This actually means that there should be a total configuration between the budget, IDP and any budget-related policy. In this instance, the allocated financial resources should be informed by what the municipality envisages to do in addressing the needs of the community that have been raised during consultative meetings, while adhering to budget-related policies. The provisions as outlined above, clearly demonstrate the expectations for the sole purpose of development. This, therefore, means that any budget that does not adhere to the requirements for the approval of the IDP should be regarded as contrary.

4.2.13 Division of Revenue Act, No 2 of 2014

Medium Term Budget Policy Statement (2000) defines 'division of revenue' as an equitably apportioning of the fiscus between the national, provincial and local spheres, in proportion to their fiscal capacity and functional competencies. The division of the revenue between these spheres is determined by Cabinet, and is informed by the recommendations of the Budget Council, the Budget Forum, the Ministers' Committee on Budget, Financial and Fiscal Commission (FFC). The Division of Revenue Act stems out from section 214 (1) and stipulates that the Transferring Officer (Department of Co-operative Governance) should withhold Municipal Infrastructure Grant on conditions of under-expenditure (Division of Revenue Act 2014). The unconditional equitable share and the Municipal Infrastructure Conditions Grants are envisioned to deliver the recurrent and capital expenditure support to municipalities to ensure the delivery of free basic services (Department of Provincial and Local Government, 2006:3). Budgeting enhances the developmental capacity of municipalities through supporting multiyear planning and budgeting systems. A large percentage of the national budget is channeled to local municipalities to spend in social and infrastructure services. National Treasury, through the 2008 Medium Term Expenditure and Revenue Framework confirms that financial allocations to municipalities should assist them

to improve their delivery of better and quality basic amenities (Municipal Infrastructure Grant, 2004-2007).

4.2.14 Citizen's Report 2015/16 Financial Year

Citizen's report refers to a tool that engages citizens in assessing the quality of services such as primary health care, water supply, public transport and elementary education. The survey can be used for an overall assessment of the performance of a public agency based on the customer/client/citizens' experience captured of their satisfaction in relation to specific attributes of services, such as access, availability, quality and reliability, along with agency responsiveness and transparency of the service provider (Hardina, 2008). The Department of Co-operative Governance, Human Settlements and Traditional Affairs in the Citizen's Report for 2015/16 Financial Year, aspires in its mission statement to be an effective agent of change that delivers quality services to the citizens of Limpopo Province through promoting developmental co-operative governance, supporting municipalities and traditional leadership institutions and optimally deliver integrated and sustainable human settlements. This trajectory can be achievable through values as unpinned by the *Batho Pele* principles, as follows:

a) Service Excellence

Service Excellence refers to the taking of an integrated approach to business that puts the customer at the centre of everything it does (Knipe, Van der Waldt, Niekerk, Dewald, Toit, & Doyle, 2000). For service excellence to be realised, the department strives to attain recognised standards of service quality, and maintain a continuous improvement in service delivery (CoGHSTA, 2017). The Member of the Executive Council responsible for Co-operative Governance, Human Settlements and Traditional Affairs in Limpopo Province on the occasion of awarding of Service Awards ceremony held at St. Marco Hall in Polokwane, Capricorn District on 18 March 2017 states that the department's highly-committed employees were able to resolve 100% of all cases that were referred to the department through the Presidential and Premier Hotlines (CoGHSTA, 2017). This elevated the department to be amongst the best performing departments in Limpopo Province and South Africa. The hotlines were streamlined in order to accommodate the growing number of complaints emanating from the traditional communities as well. Mopani District Municipality should learn best practice, from the department, in recognizing the best performing

employees as that in itself elevates moral and produces zealously in them (CoGHSTA, 2017).

b) Innovation

Innovation is defined as the carrying out of new combinations that include the introduction of new goods, new methods of production, opening of new markets, conquest of new sources of supply and the carrying out of new organisations of any industry (Schumpeter, 1983).

This value follows the pursuit of excellence and newness in the use of information and communication technology to enhance service delivery. Mopani District Municipality should find a means in motivating and recognizing the best-performing employees.

c) Integrity

Integrity in the workplace refers to the inclusion of self-motivation, moral courage, self-discipline, consistency, honesty, fairness, diligence, responsibility, commitment, and trustworthiness in work (Barnard, 2007). Workers shall endeavour to conduct business with integrity at all times so as to inculcate a culture of honesty and accountability.

d) Prudence

A department should exercise prudence and economy in running its businesses and in pursuance of its goals and the objectives of government. The provision of boreholes to the communities who are residing far away from the water sources and taps, for example, should be done prudently and efficiently. In instances where those service providers who drill the boreholes without sourcing water, yet billed the Municipality exorbitantly, should face the might of law. This cannot be separated from those service providers who fraudulently claimed to have supplied the communities with water tanks.

e) Transparency

Transparency is required in everything that the Department does in order to build trust and confidence with all its stakeholders. Mopani District Municipality as the custodian of all legislations and enabling prescripts should manage the entity and its fiscus with transparency, due diligence, and financial soundness.

f) Fairness and Consistency

Jones, Bromley, Creegan, Kinsella, Dobbie and Ormston (2010) refer to fairness as the quality of making judgments that are free from discrimination. Consistency means an orderly treatment of a set of linked elements, and it is a necessary characteristic of quality practices

(Farkas, 1986). Through this value, the Department aspires to treat all its beneficiaries, suppliers and employees with fairness and equity at all times.

g) Professionalism

The Department shall through this value ensure that employees demonstrate high level of professionalism when interacting with all its stakeholders.

The ensuing paragraphs deal with policies that govern service delivery and those policies which the governing party has brought forth since 2007 to improve the initiatives of service delivery in local government.

4.3 REGULATORY FRAMEWORK

Policy refers to a theory or rule to guide decisions and achieve rational outcomes. The word is not generally used to denote what is actually done; this is normally referred to as either procedure or protocol (Saidi, 2012). The concept policy holds various conceptualisations, and is malleable across different disciplines; it is generally defined as a course or method of action chosen (by government, an institution, a group, or an individual) from a range of options, and in the light of known conditions, to guide and, usually, to govern present and future decisions (Wies, 1994). Policy is defined functionally to mean: an explicit or implicit single decision or group of decisions which may set out directives for guiding future decisions, initiate or retard action, or guide implementation of previous decisions (UNESCO, 2010). Cochran and Malone, (2014); Wies (1996) refer to policy as a high-level statement of enterprise beliefs, goals, and objectives and the general means for their attainment for a specified subject. Policy exists at various levels in society to guide behaviour, including the national, organisational, and even the individual level.

4.3.1 National Development Plan 2030

A national development plan aims to eliminate poverty and reduce inequality by 2030 through uniting South Africans, unleashing the energies of its citizens, growing an inclusive economy, building capabilities, enhancing the capability of the state and leaders working together to solve complex problems (National Planning Commission, 2012:1). National Planning Commission (2012:17) states that citizens have the right to expect government to deliver certain basic services, and to hold leaders accountable for their actions. They also have responsibilities to other citizens, including mutual respect, tolerance and abiding by the laws of the land. Leaders throughout society have to balance the power they hold with

responsibility, including listening to and tolerating different and diverse views, promoting social cohesion, and working together to resolve problems.

4.3.2 Local Government Turnaround Strategy (LGTAS) of 2009

A turnaround strategy is about doing different things and attempting to change companies' fortunes by fundamental adjustments in strategy, such as in the acquisition and divestment due to a corporate crisis which arise out of something that threatens its survival (Ayiecha & Katuse, 2014). Manimala and Panicker (2011) also define a turnaround strategy as a response to a corporate crisis while Pandit (2000) describes it as an organizational sickness that presents themselves gradually or suddenly with a threatening decline in performance after a series of internal actions or inactions or by external circumstances and other environmental factors.

The Local Government Turnaround Strategy (also known as the LGTAS) lately referred to as the Back to Basics (which is also known as B2B) concept was proclaimed to follow the vision of a developmental local government with emphasis on improving performance, monitoring, governance, and accountability (Van Niekerk, 2012:58). The Local Government Turnaround Strategy is considered an inclusive intergovernmental intervention aiming to systematise all municipalities and their communities to embark on an effort to deal with factors undermining the countries municipality and to restore good performance and effective service delivery. The Local Government Turnaround Strategy strives to address the shortcomings of developmental local government through five strategic objectives, which are:

- To safeguard so that municipalities meet the basic services needs of the communities,
- To construct clean, effective efficient, responsive, and accountable local government,
- To increase performance and professionalism in municipalities,
- To advance national and provincial policy, oversight, and support; and
- Reinforce partnerships between local government, communities, and civil society (COGTA, 2009b:19).

Van Niekerk, (2015:12) explained that the concept, Back to Basics, is used lately by local government stakeholders when referring to Local Government Turn-Around Strategy. The Back to Basic concept highlighted five strategic objectives, as deliberated above, to strive to

endorse effective, efficient, responsive, and accountable local government. The South Africa Local Government Association (SALGA, 2011: 61) outlines the following aspects of the Councillors mandate for metropolitan and municipal councillors:

- Councillors should be representatives of community they serve,
- Councillors should offer leadership in councils,
- Councillors should be custodians and guardians of public finance,
- Councillors should enhance the ethos of co-operative governance,
- Councillors should enhance oversight of municipal, executive, and council officials,
- Councillors should be held accountable by local communities and report back to their constituencies on council matters and,
- Councillors should be responsive to the committees they serve.

The above explanations mandate Councillors who have been elected to serve in the various levels of municipal councils on what they should strive to do.

4.3.3 National Framework for Local Economic Development (LED) of 2006

Local economic development is a process which encourages partners from the community, public sector, private sector, and non-governmental sectors to work collectively to create better conditions for economic growth and employment generation with the aim of improving the locality's economic future and the quality of life (Mandisvika, 2015). Section 152 of the Constitution of the Republic of South Africa of 1996 outlines the developmental mandate of local government as follows:

- To improve development, socially and economically,
- Provide an environment that is safe and healthy,
- To prioritise basic needs of communities, and
- To inspire community participation.

The National Framework for Local Economic Development (also known as the LED), 2006 in South Africa was announced to support the development of sustainable local economies through integrated government action. The Constitution the Republic of South Africa of 1996

places accountability on local government to facilitate local economic development in South Africa.

The White Paper on Local Government, (1998: 42) introduced the concept of developmental local government; municipalities are not expected to directly create jobs. The main purpose of local economic development should be to make the most out of the economic potential of municipalities. Municipalities should endeavour to augment the resilience of macro economies through amplified local economic growth, employment creation and development initiatives within their area of authority (Ministry of Co-operative Governance, 2012:12). Ministry of Co-operative Governance (2012:12) specified that development of the local economy should endeavour to encourage communities to work as a collective in order to achieve economic growth and development that is sustainable, by promoting benefits of the economy and improved quality of life for all communities within a municipal area. The framework highlights that municipalities in their areas of authority should have a major role to fulfil to promote economic growth that is sustainable.

4.3.4 Service Standards

Service standards are defined parameters that have a quantitative expression and are valid for long periods of time; they are pre-bid and refer to all customers in a given category, if the organization has adopted a system for categorizing their customers (Terziev, Banabakova & Georgiev, 2018). Van der Waladt, (2004:186-187) affirms that the Citizen's Charters are official frameworks utilised to assess and award quality in the public sector, particularly, but they should also be applied by private companies as part of customer-service standards and that the rationale behind Charters should be to improve the quality of life in the communities and to pay attention to the needs of the communities as both customers, electorates and taxpayers. Their definitive determination should be to renew the trust citizenry has endowed on both service delivery and the state in generally. As a sequel to the inception of the *Batho Pele* Service Awards, Service Standards were incorporated to recognise and appreciate public servants who have gone an extra mile in delivering services to the citizenry. These candidates are selected by competent and impartial body of independent assessors and adjudicators. A member of the Executive Council responsible for local government, in her 2017 keynote address elucidated that the excellence awards are an off-spring of two important pieces of policies, namely the White Paper on the Transformation of the Public Service and White Paper on Service Delivery. Both policies are central to the delivery of basic

needs by putting the people first. This is one way in which the Department acknowledges dedicated and caring officials in its ranks for them to do even more and further expounded that such should be cascaded to municipalities who are not doing so well.

4.3.5 Khawuleza Provincial Co-ordination Fora

Co-ordination implies a set of two or more actors who perform tasks in order to achieve goals (Kumar & Best, 2006). Gulati, Wohlgezogen and Zhelyazkov (2012) explains co-ordination as the alignment of actors' actions to achieve jointly-determined goals that can be practiced through a formal hierarchical structure and an informal relation. Fora which are also called 'workplace fora' refer to internal institutions operating within a particular company or division, and membership should be confined to employees of the particular employer, however, they differ from trade unions (Grogan, 2001: 273). These co-ordinating fora operate to heighten the renovation of the South African service delivery in the provision of free basic services. This Forum is synchronised from the provincial sphere of government in collaboration with the district sphere of the local government, following an article in The Citizen Newspaper published on 22 July 2019 which enunciated that district municipalities are being called upon to play a leading role in service delivery and economic development, including job creation centres. This was enunciated not long after SA Local Government Association (SALGA) President Councillor, Thembi Nkadimeng made a clarion call for appropriate and sufficient funding for the district municipalities to qualify them to better perform their functions. Entities like Mopani District Municipality are discerned as appropriate platforms to implement coordinated delivery of service involving all the three spheres of government during the 6th government. The envisaged integrated district-based approach will endeavour to establish implementing teams and oversight mechanisms which will be called *Khawuleza* (an IsiZulu concept meaning 'hasten') Provincial Co-ordination Fora. The model came as the 5th government explored mechanisms of doing things differently under the *Thuma Mina* (an IsiZulu concept meaning 'send me') and the dawn of the new vision. The model was classified as the Presidential Initiative to ensure that it is institutionalised and replicated to other spheres of government; the President and/or any delegated political office bearer will be expected to participate in public participation meetings between municipalities and communities. This means that all sector departments, state owned entities and private sector have an opportunity to converge, plan, implement and review together all programmes at the sphere of local government. This eliminates the silo mentality and duplication of the same

programmes and activities that are channelled to the same local government sphere. The building of a low-cost house by the CoGHSTA and building a house from a donation by either the local Mayor or businessperson in the same yard and to the same person in need, will be a thing of the past.

4.3.6 District Development-Based Model

District development model refers to a new integrated district-based approach model to address service delivery challenges, localized procurement, and job creation, which would promote and support local businesses, and involve communities (Levin, 2019; Public Servants' Association, 2020:1). This is the twenty-fifth year into a democratic state, South Africa understand that on its own, it has not, cannot and will never address all service delivery challenges without roping in strategic private partners, such as civil society, private sector, engineering association and/or accounting councils. The District Development-Based Model which has through metamorphosis came into being to advance effective, efficient, sustainable, ethical, inclusive and developmental service delivery agenda (Ministry of Co-operative Governance, 2019). It is for the first time in the democratic South Africa, that local government has become the nucleus of societal development. It is on this basis that a thorough tactical mechanism was mobilized for the district development-based model to harness service delivery output to its fullest. Now all the three spheres of government, working in co-operative unison, interrelated, will now effectively coalesce, in their operations and functions at the country's 44 districts and 08 metropolitan areas.

The DD Model is viewed as a response to the two structural challenges the country has been facing for time immemorial. It should be perceived that the DD Model did away with the inefficient silos and disjointed functions between national, provincial, and local government. Such silos and disjointed planning had duplicated provision of basic services amongst some of government spheres, such that the Provincial and Local Government should not allocate and construct toilets for the same recipient at varying times. This is not only a duplication from meagre resources but wasteful and shows, lack of co-operative governance, integrated and forward planning.

It is my opinion that this silo practice has also resulted, among other factors, in inadequate responses to service delivery challenges, slow reaction to environmental emergencies (like drought, floods, and fire) and collapse, in some areas, of basic municipal infrastructure

services. The outcomes of this distance, between public representatives and communities, is evident in the spiralling and increasing service delivery protests that sometimes result, or mushroom, in wanton infrastructure destruction and loss of lives (Ministry of Co-operative Governance, 2019). As various evidence-based studies attest, like those from the writing of the Municipal IQ, community protests or civil actions incidents, emerged largely from three interrelated issues - contentious municipal demarcation, selection of compromised municipal accounting officers, plus evictions and land invasions in areas unsuitable for human habitation (Ministry of Co-operative Governance, 2019). The two structural challenges take place in a context of increasing service delivery demands, from citizens and residents, and diminishing government revenue streams, hence the inclusion, in the district model, of alternative revenue-raising options in local government such as, municipal pooled financing, municipal bonds and partnerships with local industry (Ministry of Co-operative Governance, 2019). The principles of the district model, or the eponymous service delivery model is envisaged to be guided by community needs instead of adopting a blanket national and provincial mandates (Ministry of Co-operative Governance, 2019). These mandates will be guided overall by the National Development Plan (NDP) blueprint, in its emphasis, for instance, that all citizens and communities shall have access to basic services and amenities (Ministry of Co-operative Governance, 2019). This fits together with the constitutional injunction, in Chapter 2 of the Bill of Rights, for government to deliver socio-economic services that enhance, the right to dignity and the right to equality for all citizens, residents, economic migrants and political refugees (Ministry of Co-operative Governance, 2019).

4.4 CONCLUSION

This Chapter focused specifically on the legislative and policy frameworks that public servants should do to implement *Batho Pele* principles. The rapidly evolving system of intergovernmental relations and co-operative governance in South Africa should not only be because of its constitutional and/or legalistic framework but also because of the statutory commitment of the various spheres of government to implement the co-operative government and intergovernmental principles. This chapter has set out the considerations of the system of local government and the *Batho Pele* principles in local government in South Africa. It demonstrates the inherent negligence of the implementation of the Constitutional Values and Principles as enshrined in the Supreme Law. It can be summed up that these frameworks are not implemented and taken into considerations as primarily as they are publicised as.

The next chapter deals with the research methodology and design that were utilised when collecting data.

CHAPTER 5

RESEARCH METHODOLOGY AND DESIGN

5.1 INTRODUCTION

Kothari (2004:8) defines a research methodology as a way to systematically solve a research problem. Research involves the application of various methods and techniques in order to create scientifically-obtained knowledge, by utilising objective methods and procedures (Welman & Kruger, 2001). Research methodology refers to the approach that should be engaged in order to solve problem(s) that have been identified within a society, therefore, they are ways employed to collect and advance knowledge (Leedy & Ormrod, 2005; Rajasekar, Philominathan & Thanjavur, 2013:5). This suggests that a research methodology encompass, *inter alia*, selecting a design for the research that should stipulate the kind of approach or approaches that should be utilised in ensuring a research that would be a success. The choice of a research philosophy should be dependent on the strategic aims and hypotheses of the study (Creswell, Ebersohn, Eloff, Ferreira, Ivankova, Jansen, Nieuwenhuis, Pietersen, Plano Clark & van der Westhuizen, 2007).

For a research project to be done and completed successfully, there should be a sound research design, which would be a tool that should be utilised to properly structure the major components of the research project to acquire the desired outcomes according to the research objectives and the key questions that need to be responded to (Mpehle, 2010). This chapter focuses on the research methodology and design, explains the suitability of the mixed method in responding to the research question stated, deliberates on the choices and rationale of the design, the study area, study population, sample size, and sampling strategy. Since research encompasses all these various procedures, it becomes essential to adopt a research methodology that appropriately captures all these intended steps (Holloway, 1997: 12).

5.2 CHOICE AND RATIONALE OF RESEARCH DESIGN

Morey (2020:2); Clarke and Capes (2014) define choice as to select a process of action from among various available possibilities. Rationale means a set of reasons or logical basis that explains to the reader why and how a research question or study contributes to a field of study (Moola, 2015). There are three groups of limitations that a researcher can use to

critique existing literature such as methodological, contextual and conceptual limitations of previous research and these should influence the researcher's choice for the current study (Moola, 2015). Mouton (2002:74) refers to a research design as a plan or proposal of how one anticipates conducting a research. Mouton (2012:55) articulates that qualitative and quantitative design are the two types of research design approaches, however, the researcher employed mixed-methods research design in this study. Quantitative research deals with items that can be counted, and the most common methods employ statistics to process and to clarify data that is more on action-concerned than behaviour and are expressed numerical rather than factually (Fox & Bayat, 2010:7). A mixed method research design with more bias towards qualitative was used in this study. Taylor (2007) defines qualitative data as a quality-articulated not numerical, using ways of natural language description. One advantage of this technique is that it provides an in-depth aspect and advances better insights into how the participants felt about the services provided by Mopani District Municipality and whether the *Batho Pele* principles have been implemented as intended. Another advantage of the qualitative research design is that the opinions, experiences and views of each participant are gathered, and these provide the researcher with more detail and information that would not have been possible to gather from only a quantitative approach (Neergaard & Leitch, 2015).

The two main reasons why the qualitative aspect was included is, firstly, because this design facilitated the analysis of how effective the *Batho Pele* principles have been implemented by Mopani District Municipality. Secondly, it assisted in shedding light on how the communities experience service delivery from the Mopani District Municipality. Neergaard and Leitch (2015) assert that qualitative research design is regarded as being much more flexible and allows the researcher to be interpretive in data collection processes, like face-to-face interviews. This design assisted in collecting necessary data to respond to the research questions that had been posed and achieve the research objectives in Chapter One of the thesis. The insights that were gained by the researcher, from the face-to-face interviews, provided a valuable understanding of why the respondents answered specific questions in a certain manner.

5.2.1 RESEARCH DESIGN

For Mouton (2012: 55) a research design refers to a strategy or proposal of how the conducting of the research should be done. A research design is a plan or strategy which

proceeds from the fundamental philosophical conventions to specifying the selection of respondents, the data gathering techniques to be used and the data analysis to be done (Creswell, Ebersohn, Eloff, Ferreira, Ivankova, Jansen, Nieuwenhuis, Pietersen, Plano Clark and van der Westhuizen (2007: 5). The choice of a research design is based on the researcher's assumptions, research skills and research practices, and influences the way in which s/he collects data (Mouton, 2012: 5). There are various research designs, methods and techniques that are available to researchers and based on assumptions that the researcher holds concerning the subject matter, in most cases people and their behavior should decide which of these methods and techniques would be appropriate for a study. In order to address the research question in a study, it is vital that a correct methodology is followed. It is deemed important to clarify what is meant by research design. The differences between research design and research methodology can be summarized in the Table that follows.

Table 5. 1: Mouton's summary of the difference between research design and research methodology

Research Design	Research Methodology
Focuses on the final product: What kind of study is being intended and what kind of outcome is aimed at?	Focuses on the research procedure and the form of tools and procedures to be employed.
Point of entry = Research problem or question.	Point of entry = Specific tasks (data collection or sampling) at hand.
Focuses on the reason of research: What form of evidence is required to address the research question sufficiently?	Focuses on the single (not linear) steps in the research process and the most objective/unbiased procedures to be employed.

(Source: Mouton, 2012: 56).

Each of these stages must be planned in such a way, so as to maximize the validity of the research findings; for example, it must be ensured that personal prejudices and bias must be reduced as far as possible when data is collected to ensure the collection of reliable data is done. Objectivity is a precondition for validity in social science research. Obstacles to objective research embrace, vague research questions, the use of biased measurement

techniques, biased sampling and samples that are too small or conclusions that are unsubstantiated by evidence. Research findings could also be invalidated when interviewers are inadequately trained and leading questions are asked in structured interviews and questionnaires (Mouton, 1996:108-111).

A research method according to Bailey (1987, 32) simply means a methodology or mechanisms, employed to bring together data. In the case of this research study on the implementation of *Batho Pele* principles in local government, the case of Mopani District Municipality in Limpopo Province, South Africa, the dominant method adopted was an extensive study on literature from the following:

- Constitution of the Republic of South Africa of 1996,
- Limpopo Province Government's publications such as the Department of Co-operative Governance, Human Settlements and Traditional Affairs' Vision, Mission, and Values,
- Service Standards,
- Integrated Development Plan and
- Adapted Terms of Reference (also called the Internal Rules) for the Intergovernmental Relations Fora etc. The study is also established on the experiences and direct observations of the researcher in the field of local government in Mopani District Municipality.

A research design can be expounded as a set of techniques and methodology used to critically explore and comprehend the problem of the study (Maxwell, 2012). A quantitative research design aspect was employed to produce pivotal information from the target samples; it is objective in nature and involves examining, concentrating on and measuring the phenomena being studied. It encompasses the collection and analysis of numerical data and the application of statistical tests (Tonono, 2008:40). It is professed that quantitative research is more suitable to test assumptions, whilst qualitative research is more exploratory in nature. Quantitative data is of the kind that should lead to measurement or other kinds of analysis involving applied mathematics, while qualitative data could always be contextualised as a mathematical term into graphs or displays (Denzin & Lincoln, 2011). Quantitative research deals with aspects that should be numerated. One of its most common aspect is the utilising of statistics to process and explain data and to summarise the findings. In general,

quantitative research is noted for systematic measurement, statistical analysis and methods of experimentation.

A mixed-method approach refers to an amalgamation of qualitative and quantitative methods systematically in research or evaluation (Du Plessis & Majam, 2010:456). The study adopted a mixed-method approach to gain an in-depth perspective on how Mopani District Municipality was performing through conducting interviews with all relevant stakeholders. In addition, the use of secondary sources allowed for more measured perspectives, on the part of the researcher. A triangulation mixed methods was further used in this study to generate information from the target samples to address the informational needs of the community. The study combined both quantitative and qualitative methods. It is perceived that mixed-methods approach provides a much richer data by exposing information that might have remained undiscovered if a single approach had been employed. This study used the case study approach to understand the problem and achieve the research objectives. A case study method enables the researcher to examine the data within a specific context (Yin, 2013). This method identifies a geographical location in this case, Mopani District Municipality and with a small number of individuals who form the subject of the study. This method evaluates a postmodern day phenomenon through detailed analysis of a small number of events and their relationship with each other (Yin, 2013).

This study used mainly primary and secondary data to help answer the research question and sub-questions. Primary data is the data that is specifically collected to answer specific questions through the data gathering process, thus, gathering data for specific questions (Wiid & Diggines, 2009). Primary data sources included interviews that were conducted face-to-face, by utilising a semi-structured interview schedule to help probe respondents' experiences, knowledge and insights. Secondary data can be defined as data that already exists and had been gathered by other researchers, but the information and data remain relevant towards answering this research question (Wiid & Diggines, 2009). Secondary data sources include governmental documents and annual reports, books and other scholarly academic journals that have already been peer reviewed by other academics. By employing peer reviewed journals and articles, this ensured that the information obtained in these journals and articles are approved by other academics and provided the reassurance that the information was gathered correctly, and the findings are accurate and trustworthy (Wiid & Diggines, 2009).

Olivier (2017) suggests that the use of only quantitative or qualitative data to examine the topic can lead to biased information, hence, not identifying the root causes of the problems. The use of mixed-methods research wherein both quantitative and qualitative data gathering methods are utilised has been shown to produce numerous benefits, such as confirmation of gathered data, providing richer detail and initiating new lines of thinking. Such multiple methodologies are recognised as an essential component of any organisational diagnosis and can be an effective means of eliminating biases in single-data gathering methods.

Data integration is the fundamental element in mixed methods analysis and conceptualization. It has three principal purposes, - illustration, convergent validation (triangulation), and the development of analytic density or richness (Fielding, 2016). Fielding, (2016) further illustrates that coalescing different methods and kinds of data in the empirical study of social phenomena goes back to the beginnings of social science (Hesse-Biber, 2010a), for the triangulation concept (Plano Clark, 2010), for an account of the rise of mixed methods in U.S. government-funded research. Triangulation mixed methods potentially offer depth of qualitative understanding with the reach of quantitative techniques. Initially, there were more quantitative researchers such as Paul Lazarsfeld who practiced triangulation mixed methods (Jahoda, Lazarsfeld & Zeisl, 1976), but following Campbell's papers on triangulation as a means of convergent validation (Campbell and Fiske, 1959) and the emergence of grounded theory (Glaser & Strauss, 1967), whose constant comparative method involves comparing data from diverse sources, the triangulation approach also became established in qualitative research. Ivankova and Kawamura (2010) offer a comprehensive and extensive survey of contemporary triangulation mixed methods practice. A sizable number of studies have been categorized as full mixed methods research designs after applying the restrictive requirement that each must have both quantitative and qualitative elements (there is no logical reason why a study coalescing purely qualitative or purely quantitative methods could not be viewed as triangulation mixed methods (Denzin, 1970)). It is beheld that the practice of mixed methods provides a rationale for hypotheses/theories/guiding assumptions to compete and provide alternatives which can be remarkable and appealing (Niaz, 2008:64). This perspective stands in tension with the more formulaic renderings of mixed methods. Declining emphasis on creativity, inventiveness, and risk-taking is often a mark of methodological innovations as they move to the mainstream.

The data was collected from relevant books, journals, official reports, conference proceedings, published articles, relevant government policy documents, orations, newsletters and newspapers and methodological triangulation was applied during the data collection. To offset the risks of using personal experience, the researcher adopted the role of participant observer. Based on the existing theories and historical research, an improved and new model of re-cascading was developed to explain the phenomenon of improving basic service delivery, such as: housing, water, electricity, sanitation and refuse removal by means of a ward-based planning system. A commitment of re-cascading of the *Batho Pele* principles were pronounced by the Minister of Public Service and Administration during the launch of the Public Service Month held at The Ranch Hotel in Limpopo Province on 28 August 2019.

The research depended on both qualitative and quantitative data gathering and detailed account and analysis of cases. Through deductive methodology in the fields of public administration, public financial management, and development administration, with a conceptual framework in mind, the collected data was systematised and meaningfully interpreted through analysis (Mouton & Marais, 1996:103). A research design is concerned with the total strategy incorporating diverse components of the study in a coherent and logical way to guarantee that it effectively address the research problem. This thesis aimed at elucidating the relationship between a district municipality and its community when implementing the *Batho Pele* principles and many other service delivery-related programmes. The research is intended to confirm conceptual clarity and to disclose the conceptual implications of diverse points of view, in order to avoid confusion and theoretical ambiguities. The chosen research design appropriately dealt with the public administration environment and government finances, with special reference to the performance of service delivery. In terms of the prevailing theories on post modernistic employed in the study, the emphasis was on local, provincial, national and international best practices in service delivery performance, including, financial management output. Current service delivery trajectory on such areas as - potable water, electricity, sanitation infrastructure, land and housing - in Mopani District Municipality and in countless local and district municipalities in the Republic of South Africa, through ward, local municipality and district contexts, were analysed.

The mixed methods research is considered by some scholars and commentators alike as a third methodological movement that advocates methodological eclecticism which encompasses the utilisation of quantitative and qualitative approaches within a single study

(Teddlie & Tashakkori, 2003: ix). Although, there is no consensus on various aspects of mixed methods research including, definitions and descriptions of mixed designs, many disciplines have embraced mixed methods research (Teddlie & Tashakkori, 2012; Ngulube, 2013). It must, however, be noted that little is known about the extent to which mixed methods research is utilised in the economic and management sciences in South Africa. Multiple research strategies are becoming researchers' choices of method due to the fact that methodological pluralism provides better quality data than a single approach (Creswell & Garrett, 2008). This transformation emanates from a paradigm shift in the use of mainstream mono methods, or the perpetuation of the paradigm wars in the utilisation of multiple research perspectives.

There is mounting evidence that there is no single omnipotent research method. All methods have advantages as well as limitations. This is in agreement with the narrative that acknowledge limitations in monomethodology (Van Peer, Hakemulder & Zyngier, 2012). This is not to say that the traditions of disciplinary boundaries should be set aside, however, using a single research paradigm, and insisting on disciplinary boundaries entrap scholars in a false assumption that knowledge is a certainty in the Wallerstein (2004) sense. Multiple perspectives give scope for interdisciplinarity. By supporting multiple research approaches, we are mindful of the fact that they should not be gullibly used, but rather for their ability to answer certain kinds of research questions.

Researchers, therefore, should advance the rationale for combining qualitative and quantitative methods in their study (Brannen, 2008; Bryman, 2008). Many researchers do not outline the purpose for choosing a triangulation mixed method design in advance (Bryman, 2006). Only few articles have stated the purpose of mixing approaches (Steyn & Steyn, 2006). Although A number of reasons for using mixed methods research exist; eighteen categories outlined by Bryman (2008: 91-92) were employed to code the justifications for combining quantitative and qualitative methods. Similar categories were employed in varying degrees by Collins, Onwuegbuzie and Sutton (2006) and Harrison and Reilly (2011). Sixteen out of eighteen categories of Bryman (2008:91) include: triangulation, offset, completeness, process, different research questions, explanation, unexpected results, instrument development, sampling, credibility, context, illustration, utility, confirm and discover, diversity of views and enhancement, and the last two are other or unclear and not stated. This scheme is not parsimonious as the author himself admits (Bryman, 2008: 91), however, its attraction

is that it gives the impression of being more simplified and comprehensive than some that are available in the extent literature for instance (Greene, Caracelli & Graham 1989). It is probable for different researchers to come up with different purposes of the mixed-methods research studies because there are overlaps between these categories.

Advantages outlined by Greene, Caracelli and Graham (1989) on the possible reasons for conducting multi-strategy research have been narrowed to just five reasons. It is based on these that the current study lists rationales to using triangulation / mixed methods as follows:

- Triangulation or greater validity refers to the traditional view that quantitative and qualitative research might be combined to triangulate findings in order that they may be mutually corroborated. The term is used as a synonym for integrating quantitative and qualitative research.
- Research methods associated with both quantitative and qualitative research have their own strengths and weaknesses so that combining them allows the researcher to offset their weaknesses, thereby, to draw on the strengths of both.
- The researcher can bring together a more comprehensive account of the area of enquiry in which he or she is interested if both quantitative and qualitative research are employed.
- Process in qualitative research provides an account of structures in social life but quantitative research provides sense of process.
- Different research questions support the argument that quantitative and qualitative research can each answer different research questions when authors explicitly stated that they are doing.
- Explanations are used to help explain findings generated by each other.
- Unexpected results support the suggestion that quantitative and qualitative research can be fruitfully combined when one generates surprising results that can be understood by employing the other.

- Instrument development depends on the contexts in which the research is employed; questionnaires and scale items, for example, can be used with quantitative so that better wording or more comprehensive closed answers can be generated.
- Sampling are situations in which an approach is used to facilitate the sampling of respondents or cases.
- Credibility can be achieved by employing both approaches; this enhances the integrity of findings.
- Context refers to cases in which the combination is rationalized in terms of qualitative research providing contextual understanding coupled with either generalizable, externally valid findings or broad relationships among variables uncovered through a survey.
- Illustration designates to the use of qualitative data to support quantitative findings, often referred to as “putting meat on the bones of dry quantitative findings”.
- Utility or improving the usefulness of findings; which is more likely to be prominent among articles with an applied focus, therefore, combining the two approaches will be more pivotal to practitioners and others.
- Confirm and discover labels that entails using qualitative data to generate hypotheses and using quantitative research to test them within a single project.
- Diversity of views embraces two slightly different rationales namely, combining researchers’ and participants’ perspectives through quantitative and qualitative research; this means uncovering relationships between variables through quantitative research while also revealing meanings among research participants through qualitative research.
- Enhancement or building upon quantitative/qualitative findings – this entails a reference to making more of findings by gathering data using a qualitative or quantitative research approach.

It suffices to say that the qualitative research method has become prevalent as social research methodology since 1960s when social scientists realized that they needed to

understand complex social issues much further than before when they relied only on quantitative methods (Alasuutari, 2009). Conventionally, qualitative research is typically concerned with inductive analysis of a social reality with a descriptive and exploratory orientation (Guest, MacQueen, & Namey, 2011).

Table 5.2: Comparative analogy of qualitative, quantitative and mixed methods in social research

Note Well: *The below list of issues is not exhaustive, and the chronological order does not represent priority.*

Issue	Qualitative methods	Quantitative methods	Mixed methods
1. Overall aim.	Understanding and explanation of social phenomena.	Generalization and conformation.	Aims both explanation and generalization.
2. Sample size.	Small.	Large.	Both small and large.
3. Amount of data.	Large amounts of textual raw data.	Relatively small amount of numerical data.	Both large and small amounts of data.
4. Relationship with respondents.	Close one-to-one relationship.	Almost no direct relationship.	Close one-to-one relationships with some but not with all respondents.
5. Frequently used data collection techniques.	Semi-structured interviews, easy but costly and time consuming.	Large scale surveys, low response rates, less costly and less time consuming.	Combines methods based on objectives, more costly and time consuming than the other two methods.
6. Frequently used data analysis techniques.	Thematic content analysis, tedious and time consuming.	Statistical analysis using computer-aided programmes, relatively simple and quick.	Combines methods from qualitative and quantitative approaches, takes longer time and costs more.

7. Flexibility and standardization .	Flexible.	Less flexible than qualitative analysis.	More flexible than both.
8. Research process and data quality.	Meticulous record keeping adds value to quality of process and data.	Compromises quality of data for standardization.	Quality of process and data is considered better than the other two methods.
9. Interpretation of results.	Lot of interpretation is required.	Interpretation is concise due to use of statistics.	Interpretation is harder and longer because of the use of both qualitative and quantitative methods.
10. Generalizability .	In general, generalizability is not an objective.	Highly generalizable in general.	Generalizability is stronger than in any of the other two methods.
11. Triangulation.	In general, no triangulation is done.	In general, no triangulation is done.	Triangulation is done.
12. Overall usefulness, assuming cost, time and expertise are not issues.	More useful than quantitative methods in understanding social phenomena.	More useful than qualitative methods in replication.	More useful than both qualitative and quantitative methods in all aspects.
13. Term(s) used for quality of research.	Trustworthiness.	Rigour.	Both trustworthiness and rigour.

(Source: Muhibul Haq, December 2015).

The majority of the respondents and participants are in the employ of the government, the researcher, hence, refrained from using their names, titles and/nor positions but used code names when reflecting their responses during data collection and analysis. In order to convey clarity and comprehend as to why these methods were chosen as research tools, a background on several data collection methods that were employed, such as ethnographic narrations, questionnaires, interviews, focus groups and observations will be discussed in the following sections:

5.2.1.1 Ethnographic narrations

Ethnography as a concept has been related with social and cultural anthropology, and it refers to description of a community or group that focuses on social systems and cultural heritage (Creswell *et al.*, 2007:76). The aim of ethnographic narrations is to outline diversified cultures and further understanding of the human species. The researcher did not only observed behaviour, customs, objects and emotions of a foreign cultural grouping, but inquired about the meaning of these phenomena to the society. An ethnographer supposes that different cultural grouping ascribe different meanings to different things, such as marriage, love and worship, there should be efforts to comprehend another lifestyle from the point of view of the native. As an alternative of collecting data about people, the ethnographer pursues to acquire information from these people (Spradley, 1979: 4-5, Haq, 2015).

Spradley (1979) further argues that the ethnographic researcher collects data by participating in a particular community. The researcher collected data from what people say (language), the way people act (behaviour) and the manufactured articles that people use. From these sources, the researcher is guaranteed that the subject / the community shares that particular system of cultural meaning (Spradley, 1979: 8-9). The role of ethnographical study is to update culture-bound theories which are often prejudiced by Western influences, discover grounded theories, thus, not test existing theories, rather to support one to comprehend complex societies and an understanding of human behaviour (Spradley, 1979:10-12). Wolcott as cited in Babbie and Mouton 2006: 279) argue that it is the perspective of the culture that differentiates ethnography from other work, not the specific research techniques. Spradley (1979: 31) further outlines ethnography in a corresponding frame of mind, as the work of describing culture. The essential core of this activity purposes to apprehend another way of life from the point of view of the native. Fieldwork, then, encompasses the well-ordered study of how people view the world is likened to people who have learned to see, hear, speak,

think and act in ways that are different. Rather than studying people, ethnography means learning from people.

Babbie and Mouton (2006: 279) are of the opinion that the term ethnography has been used by many social scientists to undertake studies in clinics, schools, cult groups, and the term has subsequently lost its special (original) link to cultural anthropology. Thornhill (2006: 598-599) notes that the ethnographic approach originates fundamentally from the field of Anthropology from a prolonged period of time interacting with an integral cultural group scenery by collecting, primarily and observational data. The emphasis in ethnography is on studying culture in its totality and originally, the idea of a culture was tied to the notion of ethnicity and geographic location (for example, the culture of the VaTsonga or Balobedu), but it has been broadened to include virtually any group or organisation (Thornhill, 2006). That is, one can now study the cultures of organisations (for example, the Mopani District Municipality or the Department of Water and Sanitation in Mopani District) or defined groups (for example, the protestors in Mopani District). The most general ethnographic method is participant observation. The researcher becomes immersed in the culture as an active participant and records extensive field notes. What would be observed is limitless, indefinite and entrenches on the culture and social organisation of a particular community (Thornhill, 2006: 599).

5.2.1.2 Questionnaires

A questionnaire refers to an outline and/or document comprising of questions and/or other forms of items designed to implore information suitable for analysis (Babbie, 2007: 246). Questionnaires, although, they suggest an assortment of questions, a typical questionnaire should probably incorporates a plethora of statements as questions, exclusively if the researcher is engrossed in determining the extent to which respondents embraced a certain approach or viewpoint (Babbie & Mouton 2001:233). The rudimentary objective of a questionnaire is to attain facts and opinions about a phenomenon from people who are informed on the particular issue. When designing a questionnaire, the researcher should contemplate many crucial decisions into account that would impact on the instrument. Questions, not limited to such as the following should be taken into consideration:

- Is the instrument going to be used in a face-to-face interview?

- Will it be a postal, electronic questionnaire or a discussion map for focus group discussions?

As already stated hitherto, developing a questionnaire is part of the procedural steps in a research study. Through this development process the subsequent points should be taken into consideration (Bailey, 1987:107):

- Thorough literature study on the topic under investigation,
- Conceptualisation: identifying the key variables from the literature study that are specifically associated with the phenomena under study. The aim at this point in the process of this data collection instrument design is to identify all of the potential factors associated with the phenomena under study,
- Generating questions/ statements/ scales to be employed as measuring tools,
- Formatting and sequencing questions: once the questions have been developed and reviewed by a group of potential respondents for feedback purposes, researchers then format and sequence the questions. Regardless of the category of survey, the primary goal is to format and sequence questions to minimise the work of respondents and, in some circumstances, to reduce biasing effects associated with the sequencing of the questions, as some questions might impact (carry over to) the frame of reference of the respondent when responding to the subsequent questions.
- Designing the layout of the questionnaire: a questionnaire is not simply a compilation of a number of questions on paper, neither is it only a form that has to be completed by ticking in the box. A questionnaire is understood as a paper containing conference questions (Sreejesh, Sanjay & Anusree, 2014). This is noticeably to some diverse degree from the classic income tax form or asset register. Any questionnaire is to be viewed and perceived as a masterpiece and should respond to the principles of straightforwardness and be presentable.
- Questions should be posed at the comprehension level in accordance with the expected reading and level of how well respondents have mastered a language. Researchers should have to consult linguists for advice in order to ensure that the appropriate reading level and language proficiency is considered (Delpont and Roestenburg, 2011:192).

The questionnaire is employed to critique and evaluate facts and knowledge about a specific topic. The questions contained in the questionnaire are informed by the literature review in

Chapters one, two and three. The following facets should be considered when designing a questionnaire:

- Do not draft questions while developing a questionnaire,
- Respondents' needs, interests and problems should always be considered,
- The researcher should be attentive and selective when constructing research questions, and
- The researcher should construct research questions with care (Bless & Higson-Smith, 2000:116).

The structure of the questionnaire should be the same for all groups of respondents. A questionnaire should comply with two fundamental requirements, namely, reliability and validity. According to Babbie (2007:146), validity denotes the magnitude to which an experimental measure sufficiently duplicates the factual meaning of the concept under consideration. Salkind (2006:113) identifies the concepts that emphasise and resemble validity are, truthfulness, accuracy, authenticity, genuineness and soundness. In other words, as indicated by Leedy and Ormrod (2005: 25), the validity of an instrument of quantification is the extent to which the instrument quantifies what it is supposed to quantify. How can a researcher establish the validity of an instrument? At the outset, it is necessary to be accustomed to thinking of its validities but not of an instrument's validity. This is because validity refers generally to the degree to which an instrument is doing what it is intentions are and an instrument could have several purposes which differ in number, kind and scope (Delpont & Roestenburg, 2011:173). One of the common and valuable classification schemes to classify validities underlying the measurement is content, face, criterion and construct validity. Content and face validity should be established before data collection, while criterion and construct validity are established once the instrument has been used to collect data.

Salkind (2006: 106) states that the synonyms for reliable are dependable, consistent, stable, trustworthy, predictable and faithful. When something is considered to be reliable, it would perform in the future as it has in the past. Reliability occurs when an instrument measures the same thing more than once and results in the same outcomes. In other words, the results stood the test of time as there would be not variance. The stability or consistency of the measurement is the result of the reliability of a measurement procedure. This suggests that

if an identical variable is measured under the similar conditions, a reliable measurement procedure would yield similar measurements; putting it differently, this refers to the measuring instrument's capability to produce consistent numerical results each time it is applied; it remains invariable unless there are variations in the measured variable (Babbie 2007:143). Although, it is rare to have absolute reliability, Neuman and Kreuger (2003:179-180) as well as Salkind (2006:108) suggest the following procedures to increase the reliability of measures should be considered:

- Employ numerous pointers of a variable to amplify number of observations, for example, when employing two or more questions in a questionnaire to measure each aspect of a variable,
- Vague items should be removed as they create ambiguity, unreliability and may mislead respondents to respond inaccurately.
- Level of measurement should be enlarged as higher indicators or more precise measurement levels reflect detailed information.
- Conditions under which test is taken should be standardised,
- Instrument should be regulated from degree of difficulty so it should never be too complex nor too easy and unable to reflect accuracy of performance,
- External events should be put to minimal effects,
- Instructions should be standardised,
- Scoring procedures should be maintained and consistent,
- Pre-tests, pilot studies and replications should be used to develop a draft(s) or versions that are preliminary of a measure and test, before applying the final version in a hypothesis-testing situation.

Data for this study was collected from the focus groups comprising of the - Mayors, Municipal Mangers, Senior Managers, Managers, Ward Councillors, Traditional Leaders, Ward Committee members, South African Municipal Workers' Union members, South African National Civic Organization members, Officials attached to the *Batho Pele* Unit and

Community Development Workers in CoGHSTA, Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities - through interviews and a questionnaire that was self-administered. The questionnaire consisted of the following two main themes:

Section A: Biographical details of respondents, comprising of occupational classifications, educational qualifications, home language, age and gender. Questionnaires were administered by the researcher who was bilingual.

Section B: Questions related to administrative and institutional capacity to promote and implement *Batho Pele* principles through participation of public and delivery of service issues such as housing, water, electricity, sanitation and refuse removal at local municipalities, the level of participation of public in making decisions, involving community in the municipality's Integrated Development Plan and budgeting processes, public participation initiatives and programmes, the resourcing thereof, and service delivery protests. Both closed and open-ended questions were employed. Group A (respondents from Mopani District and its Local Municipalities) provided data through focus group interviews, as described below. Additional themes were discussed during the group interviews.

5.2.1.3 Interviews

Interviews refers two-way conversation in which the interviewer asks the interviewees / participants questions to collect data and to learn about their ideas, beliefs, views, opinions, and behaviours (Creswell *et al.*, 2007). Creswell *et al.*, (2007) explain that the purpose of qualitative interviews should be to view the world through the eyes of the participant, and they could be a valuable source of information, so long as they are utilised correctly. The purpose is always to acquire rich descriptive data that would help to understand the participant's construction of knowledge and social reality.

The researcher was guided by a group of questions that are predetermined for each of the face-to-face interviews (Galletta, 2013). A structured interview was employed to conduct interviews with the selected participants of Mopani District and its local municipalities to obtain data pertaining to the implementation of *Batho Pele* principles in local government. The interview schedule comprised of questions that were closed-ended and open-ended and is attached as Annexure K in this thesis.

There were four thematic interview questions that were responded to by the participants which were:

- Challenges facing Mopani District Municipality in implementing *Batho Pele* principles;
- Current state of implementing *Batho Pele* principles in Mopani District Municipality;
- Importance of continuous community-stakeholder engagement sessions in implementing *Batho Pele* principles in the Municipality and
- Strategies for enhancing the delivery of basic services through implementing *Batho Pele* principles in the Municipality.

A semi-structured interview schedule was employed to guide the participants during the interviews. Interviews that are semi-structured could be defined as being less formal and structured as questions that are more open-ended, give an opportunity for the participants to speak freely (Galletta, 2013). One of the advantages of making use of the semi-structured interviews, is that there is an allowance to carefully formulate questions and ask those questions strategically during the interview so that the participants are not misled nor confused during the interview by the researcher (Galletta, 2013). The semi-structured interview allowed further probing in order to gain an in-depth understanding of how the participants experienced the basic services (like, potable water, electricity, sanitation infrastructure, land, and housing) delivered by Mopani District Municipality within their communities. The researcher avoided asking leading questions or imposing his own meanings. Secondly, the researcher endeavoured to conduct the interviews in a relaxed conversational manner to gain the maximum value out of each face-to-face interview.

Bogdan and Biklein (1998: 35) state that the interest of qualitative researchers is in how people act and think in their own setting. A conducive and convenient working environment was used for interviewing the participants. English was mainly used during the interviews, even though, participants who elected to communicate in any of the other official languages spoken in Mopani District, - XiTsonga, Kelobedu, and Sepedi, were permitted to express themselves in those languages. There was a tranquil atmosphere through affording respect and being sensitive about the participant's culture, knowledge, experience and background (Robson, 1993: 236). A natural, unconstructive and non-threatening manner should be adopted by qualitative researchers. Participant observation establishes an opportunity for a researcher to become part of the experience and discussions and to play a fundamental role in the interview discussions and the analysis.

There are other data that was collected through face-to-face interviews that was triangulated through observations (Bogdan & Biklen 1998:35). The researcher introduced himself as a student from the University of Venda and gave reasons for the interviews and why they were chosen by the researcher. Participants were recorded after permission had been granted. In the instance where permission was denied, notes were written in order to ensure that the views of the participants were represented accurately. Recording could be expedient in the event that the researcher desires to verify accuracy in the wording of statement from the notes, particularly when there was a need to quote respondents *verbatim*.

The researcher presented the focus of the study and enquired from participants whether they were conversant with the *Batho Pele* principles. Where participants were not aware of these principles, the researcher provided an elucidation on the nature and intent of the principles before probing the participants' experiences. The focus of the questions to the Mopani District Municipal officials were more technical in nature, probing issues of compliance, regulation, challenges and gains. The questions posed to the civic organisation and trade union members focused on their knowledge of *Batho Pele* and their experiences of service delivery by Mopani District Municipality. Before any of the face-to-face interviews took place, the necessary consent and information forms were handed out to the participants to peruse, to inform them about the study and to gain their permission to be part of this study. The participants were also guaranteed their rights to anonymity, and confidentially if they chose to be part of the study was made. Assurance was given to participants that only the researcher would have access to note and recordings; these would be stored in a secured password-protected computer and kept in a secured place was made.

The thematic face-to-face interview questions were as follows:

- What are the challenges facing Mopani District Municipality in implementing *Batho Pele* principles?
- What is the current state of implementing *Batho Pele* principles in Mopani District Municipality?
- What is the importance of continuous community-stakeholder engagement sessions in implementing *Batho Pele* principles in the Municipality?
- What are the strategies for enhancing provision of basic services through implementing *Batho Pele* principles in the Municipality?

5.2.1.4 Focus Groups

Focus groups discussions refer to a strategy that is grounded on the assumption that group interaction would be fruitful in broadening the variety of responses, activating forgotten details of experience and release inhibitions that may otherwise discourage participants from disclosing information (Creswell *et al.*, 2007: 90). Greeff (2011: 360) perceives focus groups as enhancing understanding on how feelings of people are, or thoughts of people about issue, product, or service. The process consisted of joint meetings around the topic where the researcher's job in terms of getting information was, therefore, made easier.

There are aspects to consider when making use of focus groups. Firstly, the researcher must consider the recording of data; the researcher needs to choose the best way of recording the information, either by taking notes or using additional field workers. The focus and use of language in this regard was crucial in terms of what was being said during the group discussions. Secondly, the researcher needs to use more than one group to ensure that saturation is achieved, hence, the use of more than one group of stakeholders in this study. Thirdly, the questions that were posed needed to be established and the group interview moderator needed to elaborate on those questions in order to obtain as much information as possible.

There are, however, limitations when using this particular research instrument. For example, the researcher does not have much control over the proceedings as the case would be when using one-on-one interviews. Information is often difficult to analyse and to extract meaning from the discussions. Focus groups are also inherently difficult to organise as they are time-consuming and may be expensive. The recording of information tends to be time-consuming, and the group dynamic may influence the proceedings, as was the case in this study, where participants seemed to be uncomfortable in providing details led to problems in obtaining enough data. According to Jarbandhan and Schutte (2006: 680) problems may also arise when respondents, provide ambiguous responses to questions. It is therefore up to the researcher to ensure that he/she probes the respondents for responses that fully answer the questions. The focus groups used in this study comprised of the ward committee members who represent the selected wards in this study. The purpose of using focus groups in this study was primary because the researcher sought to critical evaluate how *Batho Pele* principles are implemented in local government.

A total of two focus groups' meetings were conducted in two local municipalities across Mopani District. The community members and/or activists were invited to participate during an announcement at community meetings. Protocol was arranged to interview the Traditional Leaders on the four thematic questions to, however, due to the complex and varied traditions, only two meetings were conducted. The Pedi culture impeded the researcher from directly interviewing the Traditional Leader, whereas in Xitsonga, that was allowed. The participants engaged willingly in the open discussions; however, anonymity of respondents was ensured through the use of a *nom de plume* in the research report. The focus group discussions served two purposes; they delivered insight into perceptions and local participation in free basic service deliverables like water, electricity, sanitation infrastructure, land and housing. It also helped to determine the thematic areas for the construction of both the structured and semi-structured questionnaires. The focus group sessions were planned and held in participants' local environments with between 8-12 people in each of the two sessions and discussions were steered by the researcher who is able to communicate fluently in XiTsonga, Kelobedu, English and Sepedi. Most participants were content to use English as a medium of communication.

The selection of sites was based on two categories: an assortment of peri-urban and rural types of settings as defined in the Census 2001, Ward Profiles (Statistics South Africa, 2001). Participants encompassed Mayors, Municipal Managers, Senior Managers, Managers, Ward Councillors, Traditional Leaders, Ward Committee members, South African Municipal Workers' Union Regional and Local Executive members, South African National Civic Organisation Regional and Local Executive members, Officials attached to the *Batho Pele* Unit and Community Development Workers in CoGHSTA of diverse areas within the selected wards. Two focus group discussions were convened in various venues within the five local municipalities in Mopani District correspondingly.

Focus group discussions are expedient tools for providing sensitive information on sustainable basic services such as potable water, electricity, sanitation infrastructure, land and housing, drawing on experiences, opinions, vulnerabilities, and insecurities of stakeholders (such as the consumers, service providers, officials, other interest groups, politicians, officials) engaging in municipal service delivery. Implementation of policies like *Batho Pele* principles can be a tasking process that may work out quite opposite to the planned result (Nuijten *et al.*, 2002: 18). This was an important means to elicit societal

dynamics and participation in a service delivery provision-g geared rendezvous, as the beneficiaries of services are best suited to appraise policies, systems and approaches. The focus group discussions further exposed whether policy formulated for this highly diverse and disadvantaged area is appropriate and relevant to the needs of the population at large and the sessions also provided information for the researcher to fathom how people feel and think about the topic (Phaswana-Matuya & Shukla, 2005). Focus group discussions also provide greater insight into the issue as it prompts a chain reaction from other participants, bringing about original ideas compared to individual interviews (Phaswana-Matuya & Shukla, 2005: 22). A relaxed environment was created by the researcher who facilitated discussions without pressurising participants to reach consensus on any of the matters discussed (De Vos *et al.*, 2002: 305-6). The conversations flowed with dynamic group interactions where participants shared their experiences, concerns and diverse points of view regarding free basic service delivery in Mopani District Municipality. The discussions allowed the researcher to further engage with, and observe a large number of people within a limited time period (Babbie & Mouton, 2001: 292).

Fern (2001) asserts that seating arrangements in focus group discussions is central to achieving desired responses from participants. Fern (2001) recommends square tables to obviate the interpretation of the researcher's position as invasive, if seated opposite participants. Round tables are discouraged as they do not encourage side-by-side conversations if the person leading the discussion lacks the capacity to deal with the difficult conversational dynamics, however, given the cultural background of residents of Mopani District Municipality, the researcher allowed participants to guide the formation of group meetings. The rapport introduced with such an approach allowed good communication and encouraged of the discussion. In rural settings, women are cautious in articulating their experiences regarding provision of basic services such as water, electricity, sanitation infrastructure, land and housing sanitation; they merely agreed and disagreed with the male participants, however, sufficient data were gathered regarding their experiences from the questionnaires administered by the researcher, on a separate day. A conscious effort was, therefore, made to probe responses to open-ended questions when administering the questionnaires.

5.2.1.5 Observations

Observation means the systematic process of recording the behavioral patterns of participants, objects and occurrences without necessarily questioning or communicating with them (Creswell *et al.*, 2007). Observation is a habitual activity whereby senses of hearing, touching, smelling, seeing and tasting are used, but as well intuition to gather bits of data (Creswell *et al.*, 2007). The researcher assumed a middle-ground position which can be defined as midway between a participant and non-participant (Creswell, 2007: 139), through using observation and analytical methods in order to steer and remain within the research subject (Babbie & Mouton, 2002: 53). This method enables a researcher to go beyond the information given (Bromley, 1986: 238). Interaction with and observation of activities of the selected communities within Mopani District Municipality enabled the researcher to extract much more data. The researcher was familiar with most of the communities which gave him the opportunity to interact with subjects in an unobtrusive and non-threatening manner (Creswell, 2007: 144).

There are documents that were reviewed for this study, for example books, journals, conference resolutions, council resolutions, newspaper articles and other publications on service delivery and protest action. There are a variety of developmental local government legislative prescripts that were also reviewed and analysed. The legislations and policies that were consulted are as indicated and detailed in Chapters 2 and 3. Finally, applicable periodicals, theses, published and unpublished material, newspaper articles, and other key municipal documents, as well as internet searches and protestors' submissions of memoranda of demands to the Mopani District Municipality, were reviewed.

Suffice to conceptualise the term paradigm as is a set of assumptions or beliefs about the nature of reality (ontology), the relationship between knower and known (epistemology) and the assumptions about methodologies. The research paradigm that was employed delved into both qualitative and quantitative methods as above articulated in order to accumulate enough data that will yield similar results and/or responses in this postmodernistic study. As the study focused primarily on issues that are prominent in realising efficiency, effectiveness, economic and reliability of public entity like Mopani District Municipality. It is about sourcing solutions beyond services through servanthood, and discipleship.

The researcher adopted a weaving approach wherein the results are presented theme-by-theme with both qualitative and quantitative data presented for each theme. The transformation of quantitative data into qualitative data by counting and numerical presented in a qualitative themes and subthemes, which are then compared with other quantitatively collected data.

5.3 STUDY AREA

A study area refers to a description of an area in terms of its locality, history, topography, drainage, regional climate, geology, and soils (Wearing, Archer, Gianna, Schweinberg & DeLacy, 2020). The Mopani District Municipality is under category C and was established in 2000 in terms of section 10 of the Local Government: Municipal Structures Act No 117 of 1998. It consists of five category B local municipalities which are: Greater Tzaneen, Greater Giyani, Greater Letaba, BaPhalaborwa and Maruleng and is situated in the North-eastern part of the Limpopo Province, 70 km and 50km from Polokwane (main city of the Limpopo Province), along provincial roads R81 and R171. It is bordered in the east by Mozambique, in the north, by Zimbabwe and Vhembe District Municipality, in the south, by Mpumalanga Province through Ehlanzeni District Municipality and, to the west, by Capricorn District Municipality and, in the south-west, by Sekhukhune District Municipality. The District has been named Mopani because of abundance of nutritional mopani worms found in the area. The district spans a total area of 2 534 413 ha (25 344,13 km²), inclusive of Kruger National Park which occupies 43%. There are 14 urban areas (towns and townships), 352 villages (rural settlements) and a total of 118 wards. The Mopani District, by virtue of the Kruger National Park as part of the District Management Area, is also part of the Great Limpopo Transfrontier Park; the park that combines South Africa, Mozambique, and Zimbabwe respectively (www.mopani.gov.za/about/location.php).

Figure 5.1: Local municipalities in Mopani District



(Source: @municipalities.co.za).

5.4 STUDY POPULATION

Bless and Higson-Smith (2000:84) define a study population as the all-inclusive groups of objects or people, which are the faces of the research and about which the researcher requires to determine some characteristics. Population is defined as a set of people, items, objects or elements that bear the characteristics of the phenomenon to be studied and from which a sample is selected (Babbie & Mouton, 2003:100). Mopani District Municipal Council is comprised of seventy (70) Councillors elected on a proportional representation and nine (09) Traditional leaders, while Greater Tzaneen has sixty-eight (68) Local Councillors and seven (07) Traditional Leaders, Greater Letaba has sixty (60) Local Councillors and ten (10) Traditional Leaders, Greater Giyani has sixty-two (62) Local Councillors and ten (10) Traditional Leaders, BaPhalaborwa has thirty-seven (37) Local Councillors and five (05) Traditional Leaders, and Maruleng has twenty-seven (27) Local Councillors and (04) Traditional Leaders.

According to the 2016-2020 Mopani District Municipality Reviewed IDP, the reconciled total

population of the Mopani District Municipality has increased from 1 061 107 (Census 2001) to 1 068 569 (Community Survey 2007) to 1 092 507 (Census 2011). Out of the entire district population, 81% reside in rural areas, 14% in urban areas and 5% stay on farms. The population densities vary from one municipality to another, but the average is 23 people/ ha (Census 2011). It shows that places are sparsely populated with sufficient land around.

5.5 SAMPLE SIZE

McMillan and Schumacher (2006:119) refer to a sample as an assembly of participants from whom the data is collected. Creswell *et al.*, (2011:147) define sampling as a subset of the population consisting of a predetermined number of randomly-selected sampling units. Mouton (1996:132) states that the central objective of a sample should be to have a representivity so as to fairly respond to the research questions. A research success rests on processes such as the sampling (De Vos, 1998:189). Mugo (2002:1) states that a sample is essential for a study as it enables the researcher to regulate a population's characteristics by openly observing only a portion of the population. The selection of participants was done by means of purposive sampling for the quantitative aspect and purpose sampling for qualitative part. Purposive sampling aims for distinctiveness of sampling, though a small number of cases typically selected through it. Based on this technique, a researcher first distributes the interest groups into layers and then selects a small number of cases to study intensively within each layer based on purposive sampling technique (Teddie & Yu 2007: 90). Kothari (2004:15) conceptualises purposive sampling as a process which encompasses purposive or deliberate selection of particular units of universe for constituting a sample which represents the universe. The study deliberately identified 137 participants who were spread out in terms of levels and stakeholder representatives: Ward Committee members, Community Development Workers, Heads of Departments responsible for Community Services, Managers in Office of the Mayor, Manager in the Office of the Executive Mayor, Senior Managers responsible for Community Services, Municipal Managers, Local Union representatives, Sub regional, Regional Civic Organization representatives, Ward Councillors, Local Mayors, Executive Mayor and Traditional Leaders.

5.6 SAMPLING STRATEGY

Sampling strategy refers to a plan to sure that the sample that is used in the research study represents the population from which it was drawn (Landreneau, 2008). The researcher

employed purposive sampling throughout the fieldwork phase of this thesis due to it being a self-selection sampling as it is grounded on a non-probability sampling technique, based mainly on the judgement of the researcher (Baran & Jones, 2016). This approach is used by researchers who want people and organisations to participate in the research process and was done voluntarily, appropriately, and conveniently (Baran & Jones, 2016). A researcher is further required to follow ethical guidelines that will provide clarity about the study and about the questions posed to participants during the face-to-face interviews (Wainer, 2013). The advantage of using purposive sampling is that it reduces the amount of time spent on finding the correct participants for the interviews. In this thesis, the researcher selected five local municipalities that are situated within Mopani District Municipality - civic organisation, trade union, traditional leaders, departmental and municipal employees proportionately. Adopting this method of sampling allowed for a large geographical area to be studied and for collecting data that was representative of a large community. The Table that follows encapsulates the list of all sampled participants as per their category.

Table 5.3: List of Participants

Respondents	Number	Rationale
Executive Mayor of District and Mayors of all Local Municipalities.	Total of 06, 01 per identified Municipality.	To determine the extent to which <i>Batho Pele</i> principles in local government the case of Mopani District Municipality in Limpopo Province, South Africa were implemented.
Municipal Managers of District and Local Municipalities.	Total of 06, 01 per identified Municipality.	
Senior Managers responsible for Community Services in District and all Local Municipalities.	Total of 06, 01 per identified Municipality.	
Managers in District and Local Mayors' Office.	Total of 03, 01 per identified Municipality.	
Heads of Department responsible for Community Services.	Total of 06, 01 per Municipality.	
South African National Civic Organization Regional Executive Members.	Total of 05 Regional Executive Members.	
South African National Civic Organization 5 Sub-regional Executive Members.	Total of 15, 03 per identified Sub-region.	
South African Municipal Workers Union Local Executive Members.	Total of 10, 02 per identified Local.	

Senior Traditional Leaders.	Total of 10, 02 per identified Local.	
Community Development Workers (CDWs).	Total of 10, 02 per identified Local.	
Municipal Executive Council Members of District and all Local Municipalities.	Total of 15, 03 per identified Local.	
Ward Councillors.	Total of 20, 04 per identified Local.	
Ward Committee Members.	Total of 20, 04 per identified Local.	
CoGHSTA <i>Batho Pele</i> Unit Officials based in Mopani District.	Total of 04, 01 per identified Local.	
Expected Total Number of Participants /Respondents	137	

5.7 ETHICAL CONSIDERATIONS

Polit and Beck (2004:717) explain that research ethics as the professional, legal and sociological obligations to the study participants in a moral value system. The section outlines ethical guidelines, such as - informed consent, confidentiality and anonymity, no harm to the respondents and privacy - and how they were adhered to in this research.

5.7.1 Informed consent

An informed consent is an ethical prerequisite which emphasises that respondents should be allowed to choose to participate or not participate after receiving detail information about the possible risks or benefits of participating in the research (Urombo, 2000:29; Makori-Rukani, 2001:33). Every participant was free to decline to partake or withdraw from the study at any given time after the purpose of the study was properly informed to the selected participants.

5.7.2 Confidentiality and anonymity

Confidentiality provides the researcher's with an ethical commitment to preserve the respondents' really identity and responses private (Makore-Rukani, 2001; Neuman, 2000; David and Sutton (2004: 19). Confidentiality and anonymity were fulfilled by not associating participants' names to any responses. Anonymity was guaranteed through grouping data rather than individualizing responses.

5.7.3 Harm to respondents

Urombo (2000:36) asserts that researchers should not harm research respondents which might be in the form of the following: embarrassment, irritation, anger, emotional stress, loss of self-esteem, sleep deprivation, negative labelling, invasion of privacy and harm to personal dignity. The respondents might experience the above psychological harm when they are asked to provide information on private and sensitive issues. The respondents were, however, not psychological harmed in this study.

5.7.4 Ensuring privacy

As earlier pointed out under confidentiality and anonymity, the researcher is ethical compelled to keep the identity of the respondent private (Neuman, 2000). During the recording of the interviews, privacy was ensured throughout the study through requesting respondents not to mention their names and through grouping them.

5.7.5 Permission to conduct study

The researcher duly obtained permissions to conduct research from Mopani District, Greater Tzaneen, Greater Giyani, Greater Letaba, BaPhalaborwa, Maruleng Local Municipalities, Department of Co-operative Governance, Human Settlements and Traditional Affairs and Office of the Premier.

5.8 CONCLUSION

In this section, a detailed discussion on the qualitative, quantitative, and mixed methods was undertaken. This chapter further outlined the research methodology and design selected to conduct the study. The use of ethnographic narrations, questionnaires, interviews, focus groups, observations and document review shaped the data to respond to the research

questions as indicated in Chapter one. Sufficient data was collected through these research tools notwithstanding the various challenges that were faced. This ensuing chapter of the thesis reflects on the data collection, presentation, analysis and interpretation.

CHAPTER 6

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

6.1 INTRODUCTION

This chapter presents the data collected, its analysis and interpretation in the research. The data was collected mainly through ethnographic narrations, questionnaires, interviews, focus groups and observations. The discussions are undertaken based on the transcriptions and literature reviews with the purpose of strengthening the findings' authenticity. The previous chapters indicated that a mixed method design where qualitative and quantitative aspects were adopted.

This chapter will further delve into data analysis of what was seen, heard, read, and experienced during and post collecting data. The Chapter will start the discussion of the analysis and interpretation of the data collected by discussing the demography of the sampled respondents and participants in order to grasp the implementation of the *Batho Pele* principles.

6.2 DEMOGRAPHY OF THE RESPONDENTS AND PARTICIPANTS

Demography refers to the characteristics of populations under specified features (Tarsi & Tuff, 2012; Yusuf, Martins, & Swanson, 2019). The Table below indicates the demographics of the sampled participants and respondents.

Table 6.1: Breakdown of Spread of Respondents

Participants/ Respondents	Number	Total of Participants/ Respondents
Executive Mayor of District and Mayors of all Local Municipalities.	Total of 06	06
Municipal Managers of District and Local Municipalities.	Total of 06	05
Senior Managers responsible for Community Services in District and all Local Municipalities.	Total of 05	05
Managers in District and Local Mayors' Office.	Total of 05	06
Heads of Department responsible for Community Services.	Total of 05	06
South African National Civic Organization Regional Executive Members.	Total of 05	02
South African National Civic Organization 5 Sub-regional Executive Members.	03 per identified Sub - region.	04
South African Municipal Workers Union Local Executive Members.	02 per identified Local.	10

Senior Traditional Leaders.	02 per identified Local.	02
Community Development Workers (CDWs).	02 per identified Local.	03
Municipal Executive Council Members of District and all Local Municipalities.	03 per identified Local.	03
Ward Councillors.	04 per identified Local.	02
Ward Committee Members.	04 per identified Local.	04
<i>Batho Pele</i> Unit Officials based in Mopani District.	01 per identified Local.	01
Actual Total Number of Participants /Respondents		58

From the above Table (6:1) the sample consisted of fifty-eight (58) out of 137; twenty-three (23) of the participants were management officials, seven (07) were public representatives from Mopani District, Greater Tzaneen, Greater Letaba, Greater Giyani, BaPhalaborwa, and Maruleng Local Municipalities, ten (10) were from South African Municipal Workers' Union, four (04) South African National Civic Organisation, and six (06) from CoGHSTA. A majority of females took part in the face-to-face interviews and for the focus group discussions there were two males; this was not by design, even though the local government terrain is predominantly male; the same goes for the Traditional leadership, Local Union

representatives, Sub-regional and Regional Civic Organization representatives. This disparity could be attributed to the gender imbalance among employees in the local government sphere. The respondents were further categorized in terms of Mopani District, Greater Tzaneen, Greater Letaba, Greater Giyani, BaPhalaborwa, and Maruleng Local Municipalities who were: Ward Committee members, Heads of Department responsible for Community Services, Managers in the Office of the Mayor, Manager in the Office of the Executive Mayor, Senior Managers responsible for Community Services, Municipal Managers, Local Union representatives, Sub regional, Regional Civic Organization representatives, Ward Councillors, Local Mayors, Executive Mayor and Traditional leaders.

The range of the respondents' ages were from 26 to 65 years; thus, the spread is elderly, middle-aged and youth. The sample also incorporated four Department of Co-operative Governance, Human Settlements and Traditional Affairs' *Batho Pele* and Community Development Programme Unit Officials responsible for Mopani District at different managerial levels so that more in-depth information could be collected. Some of the challenges that were experienced involved, the collection of data and time for the face-to-face interviews to take place at Mopani District, Greater Tzaneen, Greater Letaba, Greater Giyani, BaPhalaborwa, and Maruleng Local Municipalities due to the officials and leaders attending meetings (ANC Provincial Local Government Summit and Provincial Budget Lekgotla) and assisting clients on a day-to-day basis; thus, finding a date that was best suited was challenging.

The sampled respondents and participants from Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities were African males and females in their late 40s and 50s. Twenty of the public officials and representatives who were interviewed had been employed and leading at the Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities for more than 15 years. The age range of the respondents was broad, ranging from 26 to 65 years of age. The majority - (05) of the Municipal Managers with one on acting capacity, Ward Councillors, Traditional Leaders, Ward Committee members, South African Municipal Workers' Union members, South African National Civic Organisation members, Officials attached to the *Batho Pele* Unit and Community Development Workers in CoGHSTA - were males and a minority of females. The Municipal Managers, Ward Councillors, Traditional Leaders, South African Municipal Workers' Union members, South African National Civic Organisation members, Officials attached to the *Batho Pele*, and Community Development

Programme Units of the Department of Co-operative Governance, Human Settlements and Traditional Affairs also indicated that they had been involved with local government for more than 15 years, in one capacity or another. As with the case of gender there was no discernible difference in the response patterns of the respondents according to age or length of service.

6.3 DATA PRESENTATION, ANALYSIS AND INTERPRETATION

According to Fisher (2006: 12), there are data collection methods that are primary and secondary in nature. Data which are collected anew and preliminary, and tend to be authentic in character is considered primary data. Secondary data refer to the data which someone else has already collected and analysed. They predominantly consist of published and unpublished data. Two primary data collection methods, namely, questionnaires / surveys and interviews were utilised in this study.

Data analysis is defined by Nieuwenhuis (2007: 101) as a process of looking at data from different angles with a view to identifying keys in the text that will help us understand and interpret the new data. According to Burns and Groove (2003:47), data analysis is a mechanism for reducing and organising data to produce findings that require interpretation by the researcher. Narrative analysis and descriptive statistics analysis of data were employed in this study. According to White (2005:15) descriptive statistics are employed when analysing quantitative data. The data obtained during the research process through questionnaire was systematically reorganised into an easy readable format using computer programmes. Thereafter, data collected through structured questionnaire was analysed using International Business Machinery- Statistical Product and Service Solutions (IBM-SPSS) version 25.0. Graphical tables which explain the frequencies and percentages were given, followed by a discussion.

Maree(2007:102) defines narrative analysis as a variety of procedures for interpreting the narrative generated in research. According to Grbich (2007:124), the term narrative is associated with terms such as a tale or story especially a story in the first person. Narrative data analysis focuses on stories told to participants. The story aspect is seen as a whole entity with a beginning, middle and end. For this study, data collected through open-ended interviews was analysed using thematic-narrative analysis.

6.3.1 Analysis of data collected through research questionnaires

This study focused on the four below listed thematic statements:

- a) Challenges of implementing *Batho Pele* principles in Mopani District Municipality,
- b) State of implementing *Batho Pele* principles in Mopani District Municipality,
- c) Benefits to community stakeholders in implementing *Batho Pele* principles in Mopani District,
- d) Strategies for implementation of *Batho Pele* principles in enhancing service delivery in Mopani District Municipality.

6.3.1.1 Section A: Biographical Details of Respondents

Table 6.2: Gender of Respondents

Gender	Frequency	Percentage
Male	30	52%
Female	28	48%
Total	58	100%

Table 6.2 provides the biological information of the respondents in relation to gender. From the total of the fifty-eight (58) respondents, thirty 30 (52%) were males whereas twenty-eight 28 (48%) were females. Not all the respondents managed to return the questionnaires and as initially planned. This was due to other work commitments outside of their workstations; they were engaged in the roll out of the IDP through the community public participation programme and South African Local Government Association Lekgotla. From the above information, a conclusion can be drawn that the majority of the respondents were. Based on the number of women who participated in this study (28) compared to men it can be assumed that women do not have leadership roles in institutional and community developmental activities in the municipalities. All efforts need to be employed in order to empower more women.

Table 6.3: Age of Respondents

Age Group	Frequency	Percentage
21 to 30 years	10	17%
31 to 40 years	20	35%
41 to 50 years	14	24%
51 to 65 years	14	24%
Total	58	100%

Table 6.3 above, presents the biographical information of the respondents in relation to age group. Based on the information in the above, the majority of the respondents, twenty 20 (35%) were aged 31 to 40 years of age, fourteen 14 (24%) were aged between 41 to 50 years of age and another fourteen 14 (24%) of them were between 51 to 65 years of age. Few respondents at ten 10 (17%) were 21 to 30 years of age. The above data revealed that, those who are in the youth bracket are less represented, suggesting that they should be empowered to take active roles in institutional and developmental activities as the future of the community and country at large rests on them; leadership and management will soon be in their hands.

Table 6.4: Position of Respondents

Respondents	Frequency	Percentage
CoGHSTA <i>Batho Pele</i> & SDI Unit Officials	04	6.8%
Ward Committee Members	05	8.6%
Municipal Executive Council Members of Mopani District and all Local Municipalities	05	8.6%
Community Development Workers	05	8.6%
Senior Traditional Leaders	08	13.7%
South African Municipal Workers Union Local Executive Members	04	6.8%
South African National Civic Organisation Mopani Regional Executive Members	02	3.4%
South African National Civic Organisation Sub Regional Executive Members	03	5.1%
Manager in the Executive and Local Mayors' Offices	02	3.4%
Heads of Department responsible for Community Services	05	8.6%
Senior Managers responsible for Community Services in Mopani District and all Local Municipalities	05	8.6%
Municipal Manager of Mopani District and all Local Municipalities	05	8.6%
Executive Mayor of Mopani District and Mayors of all Local Municipalities	05	8.6%
Total	58	100%

Table 6.4 above details the positions held by the respondents. A total number of eight 08

(13.8%) of the respondents who participated in the study were Senior Traditional Leaders in Mopani District; five 05 (8.6%) were Ward Committee Members; five 05 (8.6%) were Community Development Workers, five 05 (8.6%) were Municipal Executive Council Members of Mopani District and all Local Municipalities, five 05 (8.6%) were Heads of Department responsible for Community Services; five 05 (8.6%) were Senior Managers responsible for Community Services in Mopani District and all Local Municipalities, five 05 (8.6%) were Municipal Manager of Mopani District and all Local Municipalities; five 05 (8.6%) were Executive Mayor of Mopani District and Mayors of all Local Municipalities; four 04 (6.8%) were CoGHSTA *Batho Pele* & SDI Unit Officials; four 04 (6.8%) were South African Municipal Workers Union Local Executive Members; three 03 (5.1%) were South African National Civic Organisation Sub Regional Executive Members; two 02 (3.4%) were South African National Civic Organisation Mopani Regional Executive Members and two 02 (3.4%) were Manager in the Executive and Local Mayors' Offices who reside in Mopani District.

From the above data, it can be concluded that the majority of the population who participated were Senior Traditional Leaders, Ward Committee Members, Community Development Workers, public elected representatives, public officials in the municipalities, public officials holding management positions, public officials from CoGHSTA, representatives from the South African Municipal Workers Union, South African National Civic Organisation and officials from the offices of the respective Executive and Local Mayors. All these respondents are affected by the implementation of the *Batho Pele* principles in Mopani District.

Table 6.5: Educational Qualifications of Respondents

Level	Total Number	Percentage
Grade 10	11	18.9%
Grade 12	10	17.2%
Three to Six Months Course	11	18.9%
Diploma/ B.Degree	18	31.0%
B.Hons /B.Tec	04	6.8%
Masters/M-Tech	02	3.4%
PhD /D.Tec	02	3.4%
Total Number	58	100%

The academic qualifications of the respondents range from those with Grade 10 certificates to Doctoral level. The majority of the respondents eighteen (18) (31.0%) are Diploma or Bachelor's Degree holder; eleven (11) (18.9%) hold Grade 10 equivalent qualification; eleven (11) (18.9%) were in possession of a Three to Six months course certificates; ten (10) (17.2%) hold a Grade 12 qualification; four (04) (6.8%) hold an Honours degree or Bachelor Degree of Technology; two (02) (3.4%) were in possession of a Masters-related qualifications and two (02) (3.4%) possess a Doctoral-related qualifications. The educational level of the people has a significant role on how the people gauge your comprehension of issues and how views are constructed. Following on the above information, it can be revealed that the majority of the respondents, twenty-six (26) (44.8%) are literate and thirty-two (32) (55.2%) are aliterate (unwilling to read further, although able to do so).

6.3.1.2 Section B: Implementation of *Batho Pele* principles in Local Government Perspective, the case of Mopani District Municipality in Limpopo Province in South Africa

This second subsection presents the data on the implementation process. The data is presented in graphical tabular format, frequencies and percentages that are followed by a synthesis of the findings. This sub-section is divided into six sub themes which emanated from the specific objectives of the study - regular in-house training on *Batho Pele* principles for staff personnel, relevant knowledge on *Batho Pele* principles within the municipality by appointed personnel, reporting lines in the municipality, availability of the *Batho Pele* survey programme in the municipalities, availability of enough personnel to monitor and provide response based on the *Batho Pele* principles and sufficiency of money budgeted for effectiveness of the *BPSSF* (LG).

This sub-section presents the data regarding the challenges regularly encountered during in-house training on *Batho Pele* principles for staff personnel in Mopani District and all its Local Municipalities.

Table 6.6: Regular in-house training on *Batho Pele* principles for staff personnel

Item	Frequency	Percentage
Strongly Agree	03	5.1
Agree	03	5.1
Not Sure	01	2.0
Disagree	06	10.3
Strongly Disagree	45	77.5
Total Number	58	100%

Table 6.6 presents information on whether there are challenges when conducting regular in-house training on *Batho Pele* principles for staff personnel in Mopani District Municipality. Based on the information in the Table above, forty-five 45 (77.5%) of respondents and a majority, *Strongly Disagree*, six 06 (10.3%) of respondents *Disagree* and one 01 (2.0%) is *Not Sure* that there are regular in-house training on *Batho Pele* principles for staff personnel. A minority of three 03 (5.1%) respondents *Strongly Agree* and three 03 (5.1%) *Agree* that

there are no challenges in implementing of *Batho Pele* principles in Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities. The data indicates that regular training for personnel staff within the municipalities is not done. This suggests that the municipalities do not consider the necessity of in-house training for staff, on *Batho Pele* principles and this in turn makes both political and administrative leadership lacking.

Table 6.7: Personnel appointed within the municipality who have relevant knowledge on *Batho Pele* principles

Item	Frequency	Percentage
Strongly Agree	04	6.9%
Agree	02	3.4%
Not Sure	01	1.7%
Disagree	11	19.0%
Strongly Disagree	40	69.0%
Total Number	58	100%

Table 6.7 provides information on the personnel who are appointed within municipalities who have relevant knowledge on *Batho Pele* principles. There were forty 40 respondents (69, 0%) who *Strongly Disagree*; eleven (19.0%) *Disagreed*; four (6.9%) *Strongly Agree*; two (3.4%) *Agreed* and (1.7%) were *Not Sure*. The statistics indicate that a high number of the respondents think that the appointed personnel within the municipalities do not have the relevant knowledge on *Batho Pele* principles. Forty respondents who constitute 69.0%, for example, responded that the appointed personnel within the municipalities have the relevant knowledge on *Batho Pele* principles. This suggests that there is a need for providing training on *Batho Pele* principles for the appointed personnel in order to improve service delivery in the municipalities.

Table 6.8: Clear reporting lines in municipalities

Item	Frequency	Percentage
Strongly Agree	02	3.4%
Agree	03	5.2%
Not Sure	02	3.4%
Disagree	08	13.8%
Strongly Disagree	43	74.1%
Total Number	58	100%

Table 6.8 provides information on whether there are clear reporting lines in the municipalities. There are forty-three 43 respondents (74,1%) who *Strongly Disagree* that there are clear reporting lines in the municipalities, while eight (13.8%) who *Disagreed*; three (5.2%) *Agreed*; two (3.4%) *Strongly Agreed*; while there are two (3.4%) *Not Sure*, whether there are clear reporting lines in the municipalities. The above statistics indicate that a high number of the respondents think that there are no clear reporting lines in the municipalities. Forty-three respondents who constitute 74.1%, for example, responded that there are no clear reporting lines in the municipalities. This suggests that there are inconsistencies, and this has impacted service delivery negatively. Clear reporting lines are vital in any institution because that allows for flow of information and employees are able to take relevant and consistent decisions.

Table 6.9: Municipalities have *Batho Pele* Surveys

Item	Frequency	Percentage
Strongly Agree	03	5.2%
Agree	03	5.2%
Not Sure	0	0%
Disagree	06	10.3%
Strongly Disagree	46	79.3%
Total Number	58	100%

Table 6.9 presents information on whether there are *Batho Pele* surveys in the municipalities. Based on the information in the Table above, forty-six (79.3%) of respondents who participated and who make up the majority *Strongly Disagree*, six (10.3%) *Disagree* that there are *Batho Pele* surveys in municipalities. A minority of three (5.2%) of the respondents *Strongly Agree* and three (5.1%) of the respondents *Agree*. The data indicates that there are no *Batho Pele* surveys that are conducted in the municipalities. The absence of *Batho Pele* surveys in municipalities suggests that the municipalities do not consider the vitality of conducting such surveys which produce a clearer reflection on how the communities and other stakeholders view them. Such can assist the municipalities to reposition and re-align themselves for their betterment.

Table 6.10: Enough personnel to monitor and provide response on *Batho Pele* surveys

Item	Frequency	Percentage
Strongly Agree	03	5.2%
Agree	03	5.2%
Not Sure	01	1.7%
Disagree	07	12.0%
Strongly Disagree	44	75.9%
Total Number	58	100%

Table 6.10 provides information on the availability of personnel to monitor and provide responses on the *Batho Pele* surveys that municipalities conduct. There were forty-four 44 respondents (75,9%) who *Strongly Disagree*; seven (12.0%) who *Disagreed*; three (5.2%) *Strongly Agreed*; three respondents (5.2%) *Agreed*; and one (1.7%) was *Not Sure*. The above statistics indicate that a high number of the respondents think that there are no clear reporting lines in the municipalities. Forty-four respondents who constitute 75.9%, for example, responded that that there are personnel who monitor and provide responses on the *Batho Pele* surveys in the municipalities. Such statistics reveal that most of them, forty-four who constitute 75.9% are of the view that the municipalities do not have enough personnel to monitor and respond to the *Batho Pele* surveys. This suggests that the municipalities needs to employ more personnel who will conduct and respond to issues that will emanate from the *Batho Pele* surveys.

Table 6.11: BPSSF (LG) is sufficiently budgeted for its effectiveness

Item	Frequency	Percentage
Strongly Agree	04	6.9%
Agree	03	5.2%
Not Sure	0	0%
Disagree	05	8.6%
Strongly Disagree	46	79.3 %
Total Number	58	100%

Table 6.11 provides information on the sufficiency and effectiveness of budgeting on the above matter in the municipalities. There were forty-six, (79, 3%) who *Strongly Disagree*; five (8.6%) who *Disagreed*; four (6.9%) *Strongly Agreed*; three (5.2%) *Agreed*. The above statistics indicate that the above matter is not sufficiently and effectively budgeted for. Forty-six respondents who constitute 79.3%, for example, responded that the process is not sufficiently and effectively budgeted for in the municipalities. This suggests that the municipalities should have enough budget for the above matter.

6.3.1.3 Section B: State of implementing *Batho Pele* principles in Mopani District Municipality

This sub section presents the data concerning the state of implementing *Batho Pele* principles in Mopani District and its Local Municipalities.

Table 6.12: Schedule of data collected, analysed, and reported

Item	Frequency	Percentage
Strongly Agree	01	1.7%
Agree	02	3.4%
Not Sure	01	1.7%
Disagree	04	6.9%
Strongly Disagree	50	86.2%
Total Number	58	100%

Table 6.12 provides information on whether there are schedules of data collected, analysed and reported in implementing *Batho Pele* principles in the municipalities. Based on the information, forty (68.9%) of respondents *Strongly Disagree*; ten (17.2%) of respondents *Disagree*; three (5.2%) respondents *Strongly Agree*; and three (5.1%) *Agree* that there are schedules of data collected, analysed and reported in implementing *Batho Pele* principles in the municipalities. The data indicate that there are no schedules of data collection, analysis and reporting on the implementation of *Batho Pele* principles in the municipalities. The absence of such schedules suggests that the municipalities do not consider the necessity of implementing *Batho Pele* principles and conducting surveys to produce a picture of how the communities and other stakeholders relate to the principles.

Table 6.13: Availability of Standard Reporting Tools on *BPSSFLG*

Item	Frequency	Percentage
Strongly Agree	03	5.2%
Agree	02	3.5%
Not Sure	03	5.2%
Disagree	10	17.2%
Strongly Disagree	40	68,9%
Total Number	58	100%

Table 6.13 provides information on the availability of the Standard Reporting Tools on *BPSSFLG* in the municipalities. Based on the information in the Table above, forty (68.9%) of respondents and the majority *Strongly Disagree*; ten (17.2%) of *Disagree*; three (5.2%) *Strongly Agree*; three (5.2%) are *Not Sure*, while two (3.5%) *Agree* that there are the Standard Reporting Tools on *BPSSFLG* is available in the municipalities. The above data indicate that there are no Standard Reporting Tools on *BPSSFLG* that is available in the municipalities. The lack of – a budget, personnel for monitoring and responding to *Batho Pele* surveys, Standard Reporting Tools on *BPSSFLG*, schedules of data collection, analysis, and reporting on implementing *Batho Pele* principles in the municipalities - suggests that the municipalities do not consider how crucial the *Batho Pele* principles are.

Table 6.14: Timelines for data reporting after collection

Item	Frequency	Percentage
Strongly Agree	4	6.9%
Agree	3	5.2%
Not Sure	1	1.7%
Disagree	4	6.9%
Strongly Disagree	46	79.3 %
Total Number	58	100%

Table 6.14 summarizes information on the timelines set for reporting after data collection on implementation of the principles in the municipalities. There were forty-six respondents (79, 3%) who *Strongly Disagree*; four (6.9%) *Disagreed*; four respondents (6.9%) *Strongly Agreed*; three (5.2%) *Agreed*, whereas, there was one respondent (1.7%) who was *Not Sure* if there are timelines set for data reporting after collection in the municipalities. The above statistics indicate that timelines set for data reporting after collection in the municipalities are not adhered to. Forty-six respondents (79.3%) responded that there are no timelines set for data reporting after collection in the municipalities. This suggests that the municipalities should set timelines for reporting after data collection.

Table 6.15: Availability of data to inform programme management decisions on regular basis

Item	Frequency	Percentage
Strongly Agree	1	1.7%
Agree	1	1.7%
Not Sure	1	1.7%
Disagree	3	5.2%
Strongly Disagree	52	89.6%
Total Number	58	100%

Table 6.15 presents information on the availability of data to inform programme management decisions on regular basis in the municipalities. Based on the information in the table above, fifty-two (89.6%) of respondents and the majority, *Strongly Disagree*; three (5.2%) *Disagree*; one (1.7%) *Strongly Agree*; one (1.7%) *Agree* and one (1.7%) is *Not Sure* that there are available data to inform programme management decisions on regular basis in the municipalities. The data indicates that there are no available data to inform programme management decisions on regular basis in the municipalities. This means that the municipalities do not consider keeping abreast with the employees, representatives and communities on any developments.

Table 6.16: Stakeholders are given reports timeously

Item	Frequency	Percentage
Strongly Agree	2	3.5%
Agree	2	3.5%
Not Sure	1	1.7%
Disagree	9	12.0%
Strongly Disagree	44	75.9%
Total Number	58	100%

Table 6.16 provides information on the timeous reporting to stakeholders in municipalities. There are forty-four (75, 9%) who *Strongly Disagree* that there are timeous reporting of stakeholders in municipalities, while nine (12.0%) who *Disagreed*. There were two respondents (5.2%) who *Strongly Agreed*; two (3.5%) *Agreed*; while one (1.7%) was *Not Sure* whether there are clear reporting lines in the municipalities. The above statistics indicate that a high number of respondents are of the view that there are no clear reporting lines in the municipalities. This suggests that the municipalities needs to report back to their stakeholders timeously.

Table 6.17: Stakeholders make decisions based on reports

Item	Frequency	Percentage
Strongly Agree	2	3.5%
Agree	2	3.5%
Not Sure	1	1.7%
Disagree	6	10.3%
Strongly Disagree	47	81.0%
Total Number	58	100%

Table 6.17 presents information on whether the decisions made by the stakeholders are based on reports. There were forty-seven (81, 0%) who *Strongly Disagree*; six (10.3% who *Disagreed*; two (3.5%) *Strongly Agreed*; two (3.5%) *Agreed*; while one respondent (1.7%) was *Not Sure* whether there are clear reporting lines in the municipalities. The above statistics indicate that there was a high number of respondents who are of the view that there are no decisions made by the stakeholders based on the reports. Forty-seven (81.0%), responded that there are no decisions made by the stakeholders based on reports. This suggests that the municipalities needs to make decisions based on the reports from the stakeholders.

Table 6.18: Planning and review of *BPSSF (LG)*

Item	Frequency	Percentage
Strongly Agree	1	1.7%
Agree	1	1.7%
Not Sure	0	0%
Disagree	5	8.6%
Strongly Disagree	51	87.9%
Total Number	58	100%

Table 6.18 provides information on the planning and reviewing of *BPSSF (LG)*. There were fifty-one respondents (87, 9%) who *Strongly Disagree*; five (8.6%) who *Disagreed*; one (1.7%) who *Strongly Agreed*; one (1.7%) *Agreed* that there are planning and reviewing of *BPSSF (LG)*. Since fifty-one respondents (87.9%) responded that there are no plans and reviews of *BPSSF (LG)*, this suggests that the municipalities need to plan for them.

Table 6.19: Preparation for *BPSSF (LG)*

Item	Frequency	Percentage
Strongly Agree	2	3.5%
Agree	1	1.7%
Not Sure	1	1.7%
Disagree	6	10.3%
Strongly Disagree	48	82.7%
Total Number	58	100%

Table 6.19 presents information on the preparation for *BPSSF* (LG) in the municipalities. Based on the information in the Table above, forty-eight (82.7%) of respondents who participated and who make up the majority *Strongly Disagree*; six (10.3%) of respondents *Disagree*; a minority of one (1.7%) *Strongly Agree*; one (1.7%) *Agree* and one (1.7%) was *Not Sure* that there are preparations for *BPSSF* (LG) in the municipalities. The data indicate that there are no preparation for *BPSSF* (LG) in the municipalities. The absence of preparations for *BPSSF* (LG) in the municipalities suggests that the municipalities do not consider preparations pivotal.

Table 6.20: Frequency of data collection during implementation

Item	Frequency	Percentage
Strongly Agree	4	6.9%
Agree	3	5.2%
Not Sure	1	1.7%
Disagree	4	6.9%
Strongly Disagree	46	79.3 %
Total Number	58	100%

Table 6.20 provides information on the frequency of data collection during the implementing of *BPSSF* (LG) in the municipalities. There were forty-six (79, 3%) respondents who *Strongly Disagree*; four (6.9%) who *Disagree*; four (6.9%) who *Strongly Agreed*; three (5.2%) who *Agreed*, whereas, there was one (1.7%) who was *Not Sure* that there are routines for data collection during implementation of *BPSSF* (LG) in the municipalities. The above statistics indicate that there was no frequency of data collection during the implementing *BPSSF* (LG) in the municipalities, for forty-six (79.3%) indicated this. This suggests that the municipalities should set dates for collection of information, during the implementing *BPSSF* (LG) in the municipalities.

Table 6.21: Checking of data collected against agreed indicators

Item	Frequency	Percentage
Strongly Agree	1	1.7%
Agree	1	1.7%
Not Sure	1	1.7%
Disagree	3	5.2%
Strongly Disagree	52	89.6%
Total Number	58	100%

Table 6.21 presents information on whether the data collected is checked against agreed upon indicators. Based on the information in the Table above, fifty-two (89.6%) of respondents and who make up the majority, *Strongly Disagree*; three (5.2%) of respondents *Disagree*. A minority of one (1.7%) *Strongly Agree*; one (1.7%) *Agree* and one (1.7%) was *Not Sure* that there are data collected that is checked against agreed indicators in the municipalities. The data, therefore, indicate that there are there are no data collected that is noted and checked against agreed indicators in the municipalities as fifty-two respondents (79.3%), indicated this. This suggests that the data collected that is not noted and checked against the agreed indicators in the municipalities.

Table 6.22: Findings from *BPSSF* (LG) are reported

Item	Frequency	Percentage
Strongly Agree	1	1.7%
Agree	1	1.7%
Not Sure	0	0%
Disagree	5	8.6%
Strongly Disagree	51	87.9%
Total Number	58	100%

Table 6.22 provides information on whether the findings from *BPSSF* (LG) are reported to various stakeholders in the municipalities. There were fifty-one respondents (87, 9%) who *Strongly Disagree*, while five (8.6%) who *Disagreed*: one 01 respondent (1.7%) *Strongly Agreed*; further one (1.7%) who *Agreed* that findings from *Batho Pele* Service Standards Framework for Local Government are reported to various stakeholders in the municipalities. The above statistics indicate that there is a high number of the respondents who are of the view that findings from *BPSSF* (LG) are reported to various stakeholders in the municipalities. Fifty-one (87.9%), for example, responded that there are no findings from *BPSSF* (LG) which are reported to various stakeholders in the municipalities. This suggests that the municipalities need to report the findings from *BPSSF* (LG) to various stakeholders in the municipalities.

Table 6.23: Importance of community stakeholders benefitting in implementing *Batho Pele* principles in municipalities

Item	Frequency	Percentage
Strongly Agree	3	5.2%
Agree	3	5.2%
Not Sure	1	1.7%
Disagree	9	15.5%
Strongly Disagree	42	72.4%
Total Number	58	100%

Table 6.23 presents information on the importance of benefitting community stakeholders in implementing *Batho Pele* principles in municipalities. There were forty-two (72, 4%) who *Strongly Disagree*; nine (15.5%) who *Disagreed*; three (5.2%) who *Strongly Agreed*; (5.2%) *Agreed* that community stakeholders benefit in implementing *Batho Pele* principles in municipalities. The above statistics indicate that there is a high number of respondents who are of the view that there are no benefits for community stakeholders in implementing of the *Batho Pele* principles in municipalities. Forty-two respondents (72.4%) responded that there are no benefits for community stakeholders. This suggests that the community stakeholders should benefit when implementing of *Batho Pele* principles in the municipalities.

Table 6.24: Role of Ward Councillors in implementing *Batho Pele* principles in municipalities

Item	Frequency	Percentage
Strongly Agree	1	1.7%
Agree	1	1.7%
Not Sure	1	1.7%
Disagree	3	5.2%
Strongly Disagree	52	89.6%
Total Number	58	100%

Table 6.24 provides information on the role of Ward Councillors in implementing *Batho Pele* principles in municipalities. Based on the information in the Table above, fifty-two (89.6%) of respondents and the majority *Strongly Disagree*; three (5.2%), one (1.7%) *Strongly Agree* one (1.7%), *Agree* and one (1.7%) was *Not Sure* whether there is a role for Ward Councillors in implementing *Batho Pele* principles in municipalities. The data indicates that some Ward Councillors are not playing their role in implementing *Batho Pele* principles in municipalities. Fifty-two (79.3%) responded that the role of Ward Councillors in implementing *Batho Pele* principles in municipalities is not noted and checked against the agreed indicators. This suggests that the role of Ward Councillors should be intensified through them participating in the monthly and quarterly community feedback meetings.

Table 6.25: Role of Traditional Leaders in implementing *Batho Pele* principles in municipalities

Item	Frequency	Percentage
Strongly Agree	47	81.0%
Agree	6	10.3%
Not Sure	1	1.7%
Disagree	2	3.5%
Strongly Disagree	2	3.5%
Total Number	58	100%

Table 6.25 presents data on the role of Traditional Leaders in implementing *Batho Pele* principles in municipalities. There were forty-seven 47 respondents (81, 0%) who *Strongly Agree*; six (10.3%) who *Agreed*; two (3.5%) *Strongly Disagreed*; further two (3.5%) *Disagreed* and one (1.7%) *Not Sure* if Traditional Leaders do play their role in implementing *Batho Pele* principles in municipalities. The above statistics indicate that the majority of the respondents are of the view that Traditional Leaders play their role in implementing *Batho Pele* principles in the municipalities as 81.0%, responded that Traditional Leaders play their role in implementing *Batho Pele* principles in the municipalities.

Table 6.26: Role of Civic structures in implementing *Batho Pele* principles in municipalities

Item	Frequency	Percentage
Strongly Agree	1	1.7%
Agree	1	1.7%
Not Sure	0	0%
Disagree	3	5.2%
Strongly Disagree	53	91.4%
Total Number	58	100%

Table 6.26 provides information on the role of Civic structures in implementing *Batho Pele* principles in municipalities. There were fifty-three (91, 4%) who *Strongly Disagree*; three (5.2%) who *Disagreed*; one (1.7%) *Strongly Agreed* and a further (1.7%) *Agreed* that Civic structures do not play their role in implementing *Batho Pele* principles in municipalities. Such statistics indicate that most of them, at fifty-three (91.4%) are of the view that Civic structures are not afforded the opportunity to play their role in implementing *Batho Pele* principles in the municipalities. This suggests that the municipalities should consult the Civic structures in implementing *Batho Pele* principles. The municipalities should assemble all structures in their jurisdiction to participate in the development of the communities and do away with the silo mentality of working all alone.

Table 6.27: Role of Community Development Workers in implementing *Batho Pele* principles in municipalities

Item	Frequency	Percentage
Strongly Agree	50	86.2%
Agree	5	8.6%
Not Sure	0	1.7%
Disagree	1	1.7%
Strongly Disagree	2	3.4%
Total Number	58	100%

Table 6.27 presents information on the role of the Community Development Workers in implementing *Batho Pele* principles in municipalities. There were fifty (86,2%) who *Strongly Agree*; (8.6%) who *Agreed*; two (3.4%) *Strongly Disagreed* and one (1.7%) *Disagreed* that Community Development Workers do not play their role in implementing *Batho Pele* principles in municipalities. Such statistics indicate that most of them, fifty (86.2%) are of the view that Community Development Workers play their role in implementing *Batho Pele* principles in the municipalities.

Table 6.28: Role of ordinary Community Members who are not serving in structures in implementing *Batho Pele* principles in municipalities

Item	Frequency	Percentage
Strongly Agree	2	3.5%
Agree	3	5.2%
Not Sure	0	0%
Disagree	9	15.5%
Strongly Disagree	44	75.9%
Total Number	58	100%

Table 6.28 provides information on the role of the ordinary Community Members who are not serving in structures in implementing *Batho Pele* principles in municipalities. There were forty-four respondents (75, 9%) who *Strongly Disagree*; nine (15.5%) *Disagreed*; three (5.2%) *Agreed* and further two (3.5%) *Strongly Agreed* that ordinary Community Members who are not part of the structures do not play their role in implementing *Batho Pele* principles in municipalities. Such statistics indicate that most of them, forty-four (75.9%) believe that ordinary Community Members, who are not part of structures play their role in implementing *Batho Pele* principles in the municipalities.

Table 6.29: Role of municipalities in providing platforms for benefitting communities to participate in stakeholder engagements

Item	Frequency	Percentage
Strongly Agree	1	1.7%
Agree	1	1.7%
Not Sure	1	1.7%
Disagree	3	5.2%
Strongly Disagree	52	89.6%
Total Number	58	100%

Table 6.29 provides information on whether the municipalities create platforms for the community to benefit from participating in stakeholder engagement within the municipalities. Based on the information in the Table above, fifty-two (89.6%) and the majority *Strongly Disagree*, three (5.2%) *Disagree*; one (1.7%) *Strongly Agree*; one (1.7%) *Agree* and one (1.7%) was *Not Sure* that the municipalities provide platforms for the benefitting community to participate in stakeholder engagement within the municipalities.

The data indicate that the municipalities is not providing enough platforms for the benefitting communities to participate in stakeholder engagement within the municipalities. Fifty-two respondents, (79.3%), responded that the municipalities are not providing enough platforms for the benefitting communities to participate in stakeholder engagement within the municipalities. This suggests that the municipalities should create platforms for the community to benefit from participating in stakeholder engagement within the municipalities. It is during these stakeholder engagements that community members will present their views and at the end they will feel recognised and valued to form part of the processes in making decisions. In line with the spirit of inculcating participatory democracy, Ward Councillors, Community Development Workers and Ward Committee members can emulate what the Traditional leaders are doing by frequently convening community feedback meetings on

weekly and/or bi-weekly *xivijo xa le hobyeni* or *kgoro ya moshate*, to appraise their subjects who are both their customers and taxpayers on matters of importance.

Table 6.30: Strategies for implementation of *Batho Pele* principles in enhancing service delivery in municipalities

Item	Frequency	Percentage
Strongly Agree	2	3.5%
Agree	2	3.5%
Not Sure	1	1.7%
Disagree	6	10.3%
Strongly Disagree	47	81.0%
Total Number	58	100%

Table 6.30 presents on the roles that the municipalities play in enhancing strategies for implementing *Batho Pele* principles in free basic service delivery. There were forty-seven (81, 0%) *Strongly Disagree*; six (10.3%) *Disagreed*; two (3.5%) *Strongly Agreed*; two (3.5%) one (1.7%) was *Not Sure* about the roles that the municipalities play in enhancing strategies for implementing *Batho Pele* principles in free basic service delivery.

Such statistics indicate that most of them at forty-seven (81.0%) are of the view that the municipalities do not play a role in enhancing strategies for implementing *Batho Pele* principles in free basic service delivery. It can be deduced that there is no proper and reliable mechanism to appraise the community members on matters of importance. The municipalities should develop proper and reliable reporting mechanisms to alleviate unauthorized and unreliable reporting by faceless people and organisations. Collective and coherent employment of ward-based intergovernmental relations forum can go a long way in enhancing local-based development as no one will be in the dark in as far as development is concerned.

Table 6.31: Assessment of institutional capacity and political willingness to implement BPSSF (LG)

Item	Frequency	Percentage
Strongly Agree	20	34.5%
Agree	15	25.9%
Not Sure	0	0%
Disagree	11	18.9%
Strongly Disagree	12	20.7%
Total Number	58	100%

Table 6.31 provides information on the municipalities' assessment on its institutional capacity and political willingness to implement *BPSSF (LG)* key focus areas prior to developing the systems. There were twenty respondents (34.5%) who *Strongly Agree*; fifteen (25.9%) *Agreed*; twelve (20.7%) *Strongly Disagreed* and eleven (18.9%) *Disagreed* that the municipalities' assessment on its institutional capacity and political willingness to implement *BPSSF (LG)* key focus areas prior to developing the systems.

Such statistics indicate that most of them at twenty (34.5%) are of the view that the municipalities did assessment on its institutional capacity and political willingness to implement *BPSSF (LG)* key focus areas, prior to developing the systems. This suggests that municipalities should strive to assess its institutional capacity and political willingness to implement *BPSSF (LG)* as these are key focus areas to be looked at prior to developing the systems.

Table 6.32: Agreements and way-forward are reached between stakeholders on outcomes and demands during protest marches, picketing and other mechanisms of industrial actions

Item	Frequency	Percentage
Strongly Agree	02	3.5%
Agree	01	1.7%
Not Sure	01	1.7%
Disagree	06	10.3%
Strongly Disagree	48	82.8%
Total Number	58	100%

Table 6.32 presents information on agreements and way-forward that are reached between stakeholders on the outcomes of the demands that they raised during protest marches, picketing and other mechanisms of industrial actions in enhancing service delivery, in the municipalities, are implemented. There were forty-eight respondents (82, 8%) who *Strongly Disagree*; six (10.3%) *Disagreed*; two (3.5%) *Strongly Agreed*; one (3.5%) *Agreed*; while one (1.7%) was *Not Sure* that the agreements and way-forward reached between stakeholders on outcomes of the demands raised during protest marches, picketing and other mechanisms of industrial actions in enhancing service delivery in the municipalities, are implemented.

These statistics indicate that most of them, forty-eight (81.0%), are of the view that the agreements and way-forward reached between stakeholders on outcomes of the demands raised during protest marches, picketing and other mechanisms of industrial actions in service delivery in the municipalities are not implemented. This suggests that the municipalities should follow through agreements and way-forward reached between stakeholders on outcomes of the demands raised during protest marches, picketing and other mechanisms of industrial actions on service delivery in the municipalities; when these agreements and forward are not implemented due to other contextual factors, the municipalities have a duty to inform the stakeholders of the reasons that led to such failure.

Table 6.33: Municipalities ensure reporting on *BPSSF* (LG)

Item	Frequency	Percentage
Strongly Agree	02	3.5%
Agree	0	0%
Not Sure	0	0%
Disagree	05	8.6%
Strongly Disagree	51	87.9%
Total Number	58	100%

Table 6.33 presents information on the role of the municipalities in ensuring that reporting on the *BPSSF* (LG) is free from misrepresentation and/or under-representation of information. There were fifty-one (87, 9%) who *Strongly Disagree*; five (8.6%) *Disagreed*; two (3.5%) *Strongly Agreed* that municipalities do play their role in ensuring that reporting on the *BPSSF* (LG), hence, is free from misrepresentation and/or under-representation of information.

Such statistics indicate that most of them, fifty-one (87.9%), are of the view that municipalities should play their role in ensuring that reporting on the *BPSSF* (LG) is free from misrepresentation and/or under-representation of information. This suggests that municipalities should consistently ensure that their reporting on the *Batho Pele* Service Standards Framework for Local Government is free from misrepresentation and/or under-representation of information.

Table 6.34: Role of municipalities in contributing resources to improve effectiveness of implementation of *BPSSF* (LG)

Item	Frequency	Percentage
Strongly Agree	02	3.5%
Agree	03	5.2%
Not Sure	0	0%
Disagree	09	15.5%
Strongly Disagree	44	75.9%
Total Number	58	100%

Table 6.34 provides information on the role of the municipalities towards contributing resources to improve their effectiveness in the implementation of the *BPSSF* (LG). There were forty-four (75, 9%) who *Strongly Disagree*; nine (15.5%) *Disagreed*; three (5.2%) *Agreed*; and two (3.5%) *Strongly Agreed* that the role of the municipalities in contributing resources to improve the effectiveness of the implementation of the *Batho Pele* Service Standards Framework for Local Government, is done. These statistics indicate that most of them, at forty-four (75.9%) are of the view that the role of the municipalities in channelling resources to improve the effectiveness of the implementation of the *BPSSF* (LG) is done. This suggests that municipalities should budget resources that would be used to advance the effectiveness of the implementation of the *BPSSF* (LG).

Table 6.35: Role of municipalities in ensuring that minimum resources are used maximally to improve service delivery backlog

Item	Frequency	Percentage
Strongly Agree	2	3.5%
Agree	2	3.5%
Not Sure	1	1.7%
Disagree	6	10.3%
Strongly Disagree	47	81.0%
Total Number	58	100%

Table 6.35 presents information on the role of the municipalities in ensuring that the minimum resources that are available are used maximally to improve service delivery backlogs. There were forty-seven (81, 0%) who *Strongly Disagree*; six (10.3%) who *Disagreed*; two (3.5%) *Strongly Agreed*; two (3.5%) *Agreed* and (1.7%) was *Not Sure* that the minimum resources that are available are used maximally to improve service delivery backlogs. Such statistics indicate that most of them, forty-seven (81.0%) are of the view that the role of the municipalities in ensuring that the minimum resources that are available are used maximally to improve service delivery backlogs, is not done. This suggests that the municipalities should strive to lead in ensuring that available minimum resources are used maximally to improve service delivery backlogs at all times.

Table 6.36: Role of municipalities in ensuring that evaluation is done on *BPSSF* (LG)

Item	Frequency	Percentage
Strongly Agree	3	5.2%
Agree	3	5.2%
Not Sure	1	1.7%
Disagree	9	15.5%
Strongly Disagree	42	72.4%
Total Number	58	100%

Table 6.36 provides information on the role of municipalities in ensuring that evaluation is done on *BPSSF* (LG). There were forty-two (72, 4%) who *Strongly Disagree*; nine (5.5%) *Disagreed*; three (5.2%) *Strongly Agreed*; and three (5.2%) *Agreed* that the role of municipalities in ensuring that evaluation is done on *BPSSF* (LG). These statistics indicate that most of them at forty-two (72.4%) are of the view that not all municipalities ensured that evaluation is done in implementing *BPSSF* (LG). This suggests that not all the municipalities are ensuring that evaluation is done in implementing of *BPSSF* (LG).

Table 6.37: Role of municipalities to ensure ongoing evaluation is done on *BPSSF (LG)*

Item	Frequency	Percentage
Strongly Agree	3	5.2%
Agree	3	5.2%
Not Sure	0	0%
Disagree	9	15.5%
Strongly Disagree	43	74.1%
Total Number	58	100%

Table 6.37 presents information on the role of municipalities in ensuring that ongoing evaluation is done on *BPSSF (LG)*. There were forty-three (74, 1%) who *Strongly Disagree*; nine (15.5%) *Disagreed*; three (5.2%) *Strongly Agreed*; three (5.2%) *Agreed* that the role of municipalities in ensuring that ongoing evaluation is done on *BPSSF (LG)*. Such statistics indicate that most of respondents at forty-three (74.1%) are of the view that not all municipalities ensure that ongoing evaluation is done in implementing of *BPSSF (LG)*. This suggests that all the municipalities that are not ensuring that ongoing evaluation is done in implementing of *BPSSF (LG)* should do so, promptly.

Table 6.38: Role of municipalities in ensuring that regular quarterly *Batho Pele* Committee meetings are held

Item	Frequency	Percentage
Strongly Agree	20	34.5%
Agree	15	25.9%
Not Sure	0	0%
Disagree	11	18.9%
Strongly Disagree	12	20.7%
Total Number	58	100%

Table 6.38 provides information on the role of the municipalities in ensuring that regular quarterly *Batho Pele* Committee meetings are held. There were twenty (34.5%) who *Strongly Agree*; fifteen (25.9%) *Agreed*; twelve (20.7%) *Strongly Disagreed*; eleven (18.9%) *Disagreed* that the municipalities do play their role in ensuring that regular quarterly *Batho Pele* Committee meetings are held. These statistics indicate that most of them, twenty (34.5%), are of the view that the municipalities do play their role in ensuring that there are regular quarterly *Batho Pele* Committee meetings, as expected of them. This means that municipalities should strive to ensure that all municipalities convene regular quarterly *Batho Pele* Committee meetings.

Table 6.39: Role of municipalities in ensuring that regular monthly Ward Committee meetings are held

Item	Frequency	Percentage
Strongly Agree	10	17.2%
Agree	8	13.8%
Not Sure	0	0%
Disagree	12	20.7%
Strongly Disagree	28	48.3%
Total Number	58	100%

Table 6.39 reveals the role of the municipalities in ensuring that regular monthly Ward Committee meetings are held. There were twenty-eight (48.3%) who *Strongly Disagree*; twelve (20.7%) who *Disagreed*; ten (20.7%) *Strongly Agreed*; eight (13.8%) *Agreed* that the municipalities do play their role in ensuring that regular monthly Ward Committee meetings as expected of them. These figures indicate that most municipalities at twenty-eight (48.3%) are of the view that the municipalities do not play their role in ensuring that regular monthly Ward Committee meetings as expected of them. This argues that all municipalities should convene regular monthly Ward Committee meetings.

Table 6.40: A number of municipalities had encountered peaceful protest marches in the last 12 months

Item	Frequency	Percentage
Strongly Agree	20	34.5%
Agree	15	25.9%
Not Sure	0	0%
Disagree	11	18.9%
Strongly Disagree	12	20.7%
Total Number	58	100%

Table 6.40 provides information on the number of municipalities that had encountered peaceful protest marches in the last 12 months. There were twenty (34.5%) who *Strongly Agree*; fifteen (25.9%) *Agreed*; twelve (20.7%) *Strongly Disagreed*; and eleven (18.9%) *Disagreed* that there are municipalities that had encountered peaceful protest marches in the last 12 months. These statistics indicate that most respondents, twenty (34.5%), are of the view that municipalities had encountered peaceful protest marches in the last 12 months. This suggests that municipalities should utilise all structures and agencies to detect early warnings of all forms of protests and avert such activities before they occur.

Table 6.41: Number of municipalities encountered violent protest marches in last 12 months

Item	Frequency	Percentage
Strongly Agree	21	36.2%
Agree	14	24.1%
Not Sure	0	0%
Disagree	11	18.9%
Strongly Disagree	12	20.7%
Total Number	58	100%

Table 6.41 presents information on the number of municipalities that had encountered violent protest marches in the last 12 months. There were twenty-one (36.2%) who *Strongly Agree*; fourteen (24.1%) *Agreed*; twelve (20.7%) *Strongly Disagreed*; and eleven (18.9%) *Disagreed* that there are municipalities that had encountered violent protest marches in the last 12 months. These statistics indicate that most of them, twenty-one (36.2%) believe that municipalities had encountered violent protest marches in the last 12 months. This suggests that municipalities that should utilise all structures and agencies to detect early warnings of all forms of violent protests and avert such activities before they occur as their aftermath are loss of lives, destruction of infrastructures both public and private.

Figure 6.1: Violent service delivery protests



(Source: Unknown, 2016).

Based on the above Figure (6.1), it can be deduced that lack and/or absence of implementing *Batho Pele* principle of consultation has resulted in communities embarking on service delivery protests where lives were lost.

Table 6.42: Municipalities forcefully close municipal offices, for a day, due to protest marches

Item	Frequency	Percentage
Strongly Agree	23	39.7%
Agree	14	24.1%
Not Sure	0	0%
Disagree	10	17.2%
Strongly Disagree	11	19.0%
Total Number	58	100%

From the above Table (6.42) information on municipalities that forcefully closed their offices due to protest marches for a day, is provided. There were twenty-three (39.7%) *who Strongly Agree*; fourteen (24.1%) *Agreed*; eleven (19.0%) *Strongly Disagreed*; ten (17.2%) *Disagreed* that there are number of municipalities that forcefully close their offices, for a day, due to protest marches. Such statistics indicate that most respondents, at twenty-three (39.7%) are of the view that a number of municipalities forcefully close municipal offices, for a day, due to protest marches. This suggests that municipalities should avert forceful closure and /or any form of closure due to lack of service delivery or miscommunication as this infringes on the rights of other citizens who happen to be the municipalities' customers.

Table 6.43: Municipality forcefully closed municipal offices, for more than one day, due to protest marches

Item	Frequency	Percentage
Strongly Agree	25	43.1%
Agree	12	20.7%
Not Sure	0	0%
Disagree	10	17.2%
Strongly Disagree	11	19.0%
Total Number	58	100%

From the above Table (6.43) information on the number of municipalities that forcefully closed their offices due to protest marches for more than one day is provided. There were twenty-five (43.1%) respondents who *Strongly Agree*; twelve (20.7%) *Agreed*; eleven (19.0%) *Strongly Disagreed*; ten (17.2%) *Disagreed* that there are a number of municipalities that forcefully closed their offices due to protest marches for more than one day. Such statistics indicate that most respondents, twenty-five (43.1%) believe that a number of municipalities forcefully close their offices if there are protest marches for more than one day. This suggests that municipalities should avert forceful closure and /or any form of closure due to lack of

service delivery or miscommunication as this infringes on the rights of other citizens who happen to be the municipalities' customers.

This further suggests that a lack of and /or absence of community forum, forces a municipality to close for a day or two because of concerned community members. This is also highlighting lack of consultation and information when using scarce financial resources when doing their errands. If the Ward Councillors and Ward Committees were up to their tasks, this would have been averted and such reports would be given during the prescribed and legislated monthly feedback meetings. This has already been highlighted in the previous thematic statement on the importance of benefitting community stakeholders being involved in implementing *Batho Pele* principles in Mopani District and its local municipalities.

Since it was mentioned in the beginning of the chapter that there will be two data collection methods - questionnaires and interviews - the ensuing sub-section will report on the data collected from the semi-structured interviews held.

6.3.2 Analysis of data collected through Face-to-Face Interviews

According to Leedy and Ormrod (2001:148) interviews could produce a plethora of useful information. The researcher could probe questions related to some of the following:

- Factual biographical information as an example;
- People's beliefs and perspectives;
- Emotional state;
- Reasons;
- Current and prior behaviour;
- Behavioural standards (what people think should be done in certain situations) and
- Actions and feelings that are conscious-reasoning aligned (reasoning of people who engaging in a behaviour that is desirable or undesirable).

The study was guided by a group of predetermined questions for each of the face-to-face interviews (Galletta, 2013). A semi-structured interview schedule was adopted to guide the participants, meaning that the process was less formal and structured with the main focus on questions that are more open-ended, giving an opportunity for the participants to speak freely in the interviews (Galletta, 2013). One of the advantages of making use of semi-structured interviews, is solely that they provide for the researcher to carefully formulate questions and

ask those questions strategically during the interview so that the participants are neither misled nor confused during the interview (Galletta, 2013). This data collection strategy allowed the researcher to probe for answers to have an insight of how the participants experienced free basic services delivered by Mopani District and its local municipalities within their communities. The study avoided asking leading questions or imposing any meaning on the participants. Secondly, the study endeavoured to conduct the interviews in a relaxed conversational manner which allowed each participant to gain the maximum value of each face-to-face interview.

The findings presented in this study are from data collected during the. All interviews were conducted in Mopani District in 2019, the results were analysed, interpreted and presented in this thesis were shaped by the views of the respondents in this study. An administration of semi-structured qualitative questionnaire was to assemble data from respondents. The process was recorded through note-taking and the collected data was stored in a secured password-protected computer in a safe and secure place. The names of the participants were withheld in order to avoid breaching confidentiality; however, codes were used instead.

The current study is based on primary data, analysed and presented by means of a qualitative approach involving content analysis and descriptive statistics. According to Patton (2014) the qualitative analysis helps to transform the data into findings; by doing so, data analysis is able to yield accurate findings. Data analysis therefore assists with the ordering and structuring of data to answer the research questions and expedites the process of finding solutions and proposing recommendations. Qualitative data analysis is further defined as amalgamating the analysis and interpretation as well as the collected data (Ritchie *et al.*, 2013).

Patton (2014) further argues that processes, analyses, and reports on the analytical process should be observed by qualitative analysts. Throughout this study, the researcher reflected on the research processes. This was done, firstly, by adhering to the ethical considerations and research conventions informing research of this nature. Secondly, it was done by reflecting on the data collected, analysed, and interpreted in the context of the main aims and objectives of the study. The study summed up each interview after it was completed, thus eliminating the possibility of data and information piling up and overwhelming the researcher. The coded data was also organised and evaluated in order to simplify the analysis and interpretation of the data processes. Secondary data sources were also employed, and this

included annual reports, academic journals, print media and other related academic publications.

The phenomenological method utilised relied on the participants' perspectives to provide insight into their motivations (Ritchie *et al.*, 2013). The sample size for such a method is usually between 20 and 60 participants. The case study approach involved an in-depth understanding of an event by making use of interviews and other related documents and information to understand the phenomenon better (Ritchie *et al.*, 2013). The qualitative research design allowed the researcher to explore the problem and to comprehend whether certain processes enhanced the effectiveness and efficiency of service delivery.

All respondents completed the necessary consent forms which were handed out by the interviewer. The face-to-face interviews with the Senior Traditional Leaders were both structured and open-ended. The researcher's probing of the respondents for more information enhanced the answers as to why the respondents gave those specific answers to certain questions. The questions were posed in a discussion kind of manner, as tradition does not permit one to pose a question which were more strategic and technical in nature to the Senior Traditional leaders. For example, the researcher enquired if there were any kind of strategies or plans that were employed to inculcate awareness about the *Batho Pele* principles in Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities. The interview focused on all principles - consultation, setting service standards, increasing access, ensuring courtesy, providing information, openness and transparency, redress, and value for money. The ensuing paragraph will focus on the thematic questions which were posed to the participants during the interviews:

6.3.2.1 Question 1: What are the challenges facing Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities in the implementation of *Batho Pele* principles?

One 01 **participant (A)** who represents **10%** of the total participants of four was interviewed, indicated that municipalities make use of strategies and additional programmes to raise awareness of all eight *Batho Pele* principles within Mopani District Municipality and its Locals. Three **participants B, C and D** who represent **75%** of the total participants who were interviewed indicated that the launch of the *Batho Pele* principles were not cascaded enough to the local government sphere, hence, *Batho Pele* principles

could not be found on all the Mopani District and its Local Municipalities' websites for all recipients of services of the Mopani District and its Local Municipalities' customers and officials to access. These programmes would benefit the municipalities through creating awareness. A primary example of such a programme is the *BPSSF (LG)* and Transformation Programme to create awareness on how to seek to improve service delivery to its clients. This makes use of big posters that are pinned on the municipalities' notice boards, thus creating awareness through methods that target its officials more directly. The municipal officials can partake in these programmes by signing up during office hours and are free to join and take place once a month, with the aim of informing the officials on customer care on the priority issues that the municipalities are addressing. The programme on *Batho Pele* Service Standards Framework for Local Government could benefit from having these awareness programmes as it would allow for both the management and leadership within these municipalities to be informed. This can be done by identifying how the managers and leaders at middle and senior level could work together to improve the problem areas so that service delivery could be made more effective and efficient. By having the information available on awareness programmes, it would also support the officials to achieve a common goal by adhering to the *Batho Pele* principles and to make sure that the needs of the customers are placed first.

All four 04 **participants (A, B, C and D)** who represent **100%** of the total participants indicated that failure to implement *Batho Pele* Service Standards Framework has a negative impact in streamlining sustainable local government trajectory, especially, in the rolling out of the District-Based Development Model. Redress on all complaints that are reported to the municipalities, Department of Co-operative Governance, Human Settlements and Traditional Affairs, Offices of the Premier and President respectively should be urgently resolved.

6.3.2.2 Question 2: What is the current state of implementing of *Batho Pele* principles in Mopani District Municipality?

Two 02 **participants (A and B)** who represent **50%** of the total participants observed that the current state of implementing *Batho Pele* principles in Mopani District and its local municipalities is worrisome due to the approach that was employed in the inception stage. Municipal officials perceived implementing *Batho Pele* principles to be an imperative of provincial and national governments, hence, they were not taking into considerations in the

implementing of the *Batho Pele* principles. The state of local governance has deteriorated and if not speedily addressed through reconsideration, rededication and review of implementing *Batho Pele* principles in Mopani District and its Local Municipalities, there would be no development in all respect of the communities. This is because, through aging and premeditated destruction, existing infrastructure will remain insufficient, as long as such municipalities continue to be led by short-sighted leaders and managers who are those currently in authority. These principles should be handled as the means to oil the government machinery in order to enhance quality, ethical, descent, reliable and sustainable basic service delivery such as water, electricity, sanitation infrastructure, land and housing to all citizenry in Mopani District, and not as add-on programmes.

Such state of lack of implementing *Batho Pele* principles in Mopani District Municipality fueled dissatisfaction in delivery of free basic services that led to violent protests and loss of lives. The Figures that follow are a depiction of the volatility of how the free basic service delivery protests were. They are not displayed in any order of preference, nor chronologically.

Figure 6.2: Service delivery protests unleashed in Mopani District



(Source: Mboweni, 2018).

Based on the above Figure (6.2), there is a deduction that absence of implementing *Batho Pele* principle of consultation triggered the communities into embarking on service delivery protests where lives and properties were lost.

Figure 6.3: Violent service delivery protestors burnt SAPS armoured vehicle



(Source: Unknown, 2016).

The above Figure (6.3) depicts a burnt armoured vehicle of the South African Police Services. The vehicle was burnt down during the protest by the protestors who demanded delivery of free basic services to their communities.

Figure 6.4: National road blockage in demand for delivery of free basic services



(Source: Mboweni, 2019).

Figure (6.4) above displays obstacles that protestors use for blocking roads to intensify their demands for free basic services along the Giyani-Malamulele road. Inasmuch as it is the right of the protestors to protest, however, a trail of destruction to public and private infrastructure is evident. The government has to use resources to rehabilitate and/or reconstruct these infrastructures that were initially there. This in itself is wasteful expenditure of the little resources that are available.

One **participant, D** who represents **10%** of the participants reiterated that the recascading of *Batho Pele* principles will save local government from failure. Given the number of municipalities which are about and/or have been put under section 139 (1) of the Constitution of the Republic of South Africa of 1996 which articulates that once a municipality fails to fulfil its executive obligation in terms of the legislation, the relevant provincial executive should intervene by taking any applicable steps to guarantee the fulfilment of that obligation. This means that the Limpopo Provincial Executive Council is gradually getting closer to the unleashing of Section 139(1) (b) by empowering the Departments of Co-operative Governance, Human Settlements and Traditional Affairs and Provincial Treasury to incubate these municipalities until they are stabilised, re-aligned and operational.

Figure 6.5: Incomplete water pipeline next to Zinja Lodge



(Source: Mboweni, 2017).

Figure 6.5 displays an open pit that constructors had left with the incomplete pipeline infrastructure for years, near Zinja Lodge in 2017.

Figure 6.6: New water pipelines delivered next to Zinja Lodge



(Source: Mboweni, 2018).

Figure 6.6 shows new water pipelines that the constructor had delivered at a part of the construction site near Zinja Lodge in 2018. This construction was initiated in 2014, and several constructors were appointed but they could not complete the project.

Figure 6.7: Trenches of water pipelines left unattended



(Source: Mboweni, 2017).

The Figure 6.7 above displays an open trench that has been left unattended by the constructor since 2017. It is worrisome to note that the constructor was paid in full for rendering an incomplete service. This means that another constructor will have to be appointed to fill up the trench at a market-related cost. Both the public representatives and officials alike have demonstrated lack of accountability as there were no inspections of the site that were done.

Figure 6.8: Incorrect water pipeline installed



(Source: Mboweni, July 2013).

Figure 6.8 shows an incorrect water pipeline that was installed by a constructor along the Giyani-Malamulele road in 2018. There have been more than four constructors appointed to dig up and re-install these water pipelines, since 2014.

Figure 6.9: Incorrect water pipelines exhumed, and trench left bare



(Source: Mboweni, July 2014).

The Figure above (6.9) displays a three-meter-deep trench that has been left bare after an incorrect water pipeline was dug up in 2014. Since these trenches are just a few feet away from a national road, they could pose a risk as no signage was put to alert pedestrians and restrict stray animals from danger.

Figure 6.10: Water pipeline project near Mphambo Village



(Source: Mboweni, July 2016).

Figure 6.9 shows an incomplete water pipeline project near Mphambo Village that was initiated in 2016 and the same situation still stands today.

6.3.2.3. Question 3: What is the importance of continuous community stakeholder engagement session in implementing *Batho Pele* principles in the Municipality?

All four of the **participants (A, B, C and D)** who represent 100% acknowledged that continuous community stakeholder engagement sessions are pivotal as the community need updates on the programmes that are unfolding and/or will not unfold in their communities; an indication of participatory democratic processes through consultation, is all that they are yearning for. Whether the promised bridge will be built in 2020 or 2099, will always be acceptable to the communities as long as the information is proactively communicated to them. The fact that whether Ward Councillors convene monthly community feedback meetings or not, they remain Ward Councillors, receive their monthly remuneration until the party and/or community that voted for him/her into office feel that s/he has failed to carry out

the mandate, his/her term of office is guaranteed. It can be reported that out of the total of five hundred sixty-six wards, two hundred sixty of them managed to convene community feedback meetings in Limpopo Province. There are one hundred twenty-nine (100%) Ward Councillors, of these, sixty-six (51%) have had ward-based community feedback meetings but for sixty-three (49%) community feedback meetings have not been convened in Mopani District. The Table below depicts the above assertion as of September 2019.

Table 6.44: Mopani status quo on functionality of Ward Committees

Municipality	Number of Wards	Number of Wards Established	Ward Councillors convened community feedback meetings	Ward Councillors failed to convene community feedback meetings	Attendance by Community Members	Submission of Report to Council
Greater Giyani	31	All	14	17	789	31
Greater Letaba	30	All	11	19	1146	19
Greater Tzaneen	35	All	18	17	1887	35
Ba-Phalaborwa	19	All	14	05	740	19
Maruleng	14	All	09	05	906	14
Total	129	123	66	63	4562	56

(CoGHSTA Quarter Three Report, 2019).

This literally means that there are three hundred and six Ward Councillors who did not convene community feedback meetings in their various wards in Limpopo Province; who knows, maybe these Ward Councillors may have never convened a single community feedback meeting since they were inaugurated in 2016. This was confirmed, that there has been no community feedback meeting/s convened in those wards. The democratic right to

participate in the decision-making of the developmental state of local government has been denied these communities in the 25-year-old democratic state. Democracy, therefore, was compromised, denied and trampled upon by the same leaders who will go back to the same communities in 2021 to lobby and lure the electorates who are both the voters and taxpayers. While CoGHSTA through municipalities have a policy in place for the Ward Committee members to be afforded a monthly stipend upon their submission of the monthly reports, it remains to be seen whether these reports are submitted and if submitted are they simply a regurgitation of the previous ones or not. The respondents cited lack of oversight role in not calling for these community feedback meetings. The Figure below depicts a picture of national road that was barricaded by boulders and logs in protest on the lack of provision of free basic services. Continuous absence and/or lack of implementation of *Batho Pele* principles, forces community members into actions, like road blockages and other unlawful activities. The picture below bears evidence to that.

Figure 6.11: Debris of road barricades in demand for delivery of free basic services



(Source: Mboweni, 2019).

The above Figure (6.11) displays obstacles along the Giyani-Malamulele road that protestors used to indicate their unhappiness in not receiving free basic services. Inasmuch as it is the right of the protestors to protest, however, a trail of destruction to public and private infrastructure is evident. The government has to use resources to rehabilitate and/or

reconstruct these infrastructures that was initially there. This is wasteful expenditure of the little resources that are there.

All four **participants (A, B, C and D)** who represent **100%** agreed that all *Batho Pele* principles namely, consultation, service standards, access, courtesy, information, openness and transformation, redress and value for money, should equally and always be taken into account during daily functions, duties and responsibilities of these municipalities and the Department. Furthermore, one of the Senior Traditional Leader respondent reiterated during the interview, that, all *Batho Pele* principles should have a positive bearing on the culture of these municipalities and the way municipal officials interact with their customers who are taxpayers. The official said the *Batho Pele* opened his eyes to see how a customer has to be treated (Respondent four, 2019). All respondents who are Senior Traditional Leaders echoed that they cannot do without all the *Batho Pele* principles in their daily duties, therefore they always consult with their customers who are their subjects and taxpayers as well. Consultation transpires in the form of *xivijo xa le hobyeni* or *kgoro ya moshate* (connotatively meaning community meetings convened in a building and/or under big tree) at the traditional leadership homestead every weekend or second week end of the month. The consultation between the Traditional Leadership and community who are their customers materialize on a regular basis due to the customers submitting and/or reporting cases on a regular basis. This forms the basis for forward-thinking leaders to partner with the Traditional Leadership in fusing their monthly community feedback meetings with this one in an intergovernmental relationship, as in this one (*xivijo xa le hobyeni*) is assured of high attendance by the community members. This to me as a researcher, designates that the Traditional Leadership values the consultation processes and sees it as an effective way of communicating with its customers who are taxpayers.

All four 04 **participants (A, B, C and D)** who represent **100%** who are from the Senior Traditional Leadership, South African National Civic Organisation, South African Municipal Workers' Union, and officials from CoGHSTA who are attached to the *Batho Pele*, and the Community Development Programme Units approved that all *Batho Pele* principles should be considered during the daily functions, duties and responsibilities to the communities. The service standards on quality of service that is expected to be delivered to its customers are communicated to the customers during the consultative meetings.

6.3.2.4 Question 4: What are the strategies for enhancing provision of basic services through implementing *Batho Pele* principles in the Municipality?

The responses to this question sought to source recommendations and/or strategies for the enhancement in the provision of basic services in implementing *Batho Pele* principles in the Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities; these are dealt with extensively in Chapter seven.

6.4 DATA ANALYSIS

Data analysis refers to a process of systemically applying statistical and/or logical techniques to describe and illustrate, condense and recap, and evaluate data (Shamoo & Resnik, 2003).

Data analysis is a strategy by which researchers obtain meaning from the collected raw data from the field research. The data is extracted from the interviews and analysed using the qualitative process of thematic and content analysis, as this method is a more holistic and interpretive approach, whereas the data from the questionnaire was coded, and entered into an International Business Machines Statistical Programme for the Social Sciences (IBM SPSS) software database for analysis. This involved the use of screening data techniques, and appropriate tabular and graphical means, aimed at measuring relationships and comparing assigned groups (Strewing & Stead, 2001:172). Graphical tables which explain the frequencies and percentages were duly provided, followed by a discussion on the thematic question.

Since the study adopted a mixed method, largely based on in-depth interviews, literature review and a descriptive qualitative research methodology. The interviews were able to produce primary data that was analysed and contributed to the results and conclusions drawn. The data that was collected from the Traditional leaders and community members in Mopani District presented specific findings. A semi-structured qualitative questionnaire was administered to assemble data from respondents. The process was recorded through note-taking.

According to Patton (2014) a qualitative analysis helps to transform the data into findings, hence, would be able to produce the necessary findings. Data analysis therefore assists with the ordering and structuring of data that provides responses to the posed research questions and facilitates the process of finding solutions and/or proposing recommendations.

Qualitative data analysis is further defined as merging the analysis and interpretation as well as merging the collected data (Ritchie *et al.*, 2013). Patton adds that qualitative data analysts should observe processes, and throughout this study, the researcher has been reflecting on the research processes. This was done, firstly, by adhering to the ethical considerations and research conventions informing research of this nature. Secondly, it was done by reflecting on the data collected, analysing and interpreting with regard to the central aims and objectives of the study. A summary of each interview after its conclusion is made in order to eliminate a possibility of data and information piling up and overwhelming the researcher. The coded data was also organised and evaluated so that it would be simpler for the process of analysis and interpretation. Data collection strategies associated with mixed methods approach were employed in the preceding paragraphs and chapters where the role of these complementary to the primary quantitative methods were discussed.

The quantitative component adopted descriptive and inferential statistical analyses and the results/findings presented as frequencies and tests, while for the qualitative component, the main focus was on the identification of themes from a thematic analysis. A primary intent of this thesis was to establish how the harnessing and implementing of *Batho Pele* principles can enhance provision of free basic service delivery and avert service delivery protests and violation of the enshrined Bill of Rights in the Supreme Law.

6.5 LIMITATION TO THE STUDY

Limitation refers to potential weaknesses that are usually out of the researcher's control, and are closely associated with the chosen research design, statistical model constraints, funding constraints or other factors (Dimitrios & Antigoni, 2019). The challenges encountered during this study were experienced in various ways ranging from the lack of the required co-operation and time management from both public office bearers, community leaders and municipal officials in the Mopani District. The researcher struggled to have selected respondents and participants to attend some of the several scheduled interviews and this resulted in several postponed and/or adjourned meetings. This was due to, amongst others contextual factors and reasons - protocol for meeting the majority of the Senior Traditional leaders, unresponsive union representatives and parallel civic structures purporting to represent the community at the sub-regional and regional level in Mopani District. As this study was privately funded, employing a limited budget, therefore, a bigger sample pool, in

addition to the already extended research schedule time frames could not be accommodated in the research.

It can further be deduced that the cascading of the training was not monitored, evaluated and reviewed when rolling out the *Batho Pele* principles in that local government sphere was not given the impetus that it deserved. Communities view that sphere of government as responsible for providing of all basic services. Needless to say, that contributed towards lacklustre attitude towards the constitutional values and principles and *Batho Pele* principles by both administrative and political leaders alike.

6.6 CONCLUSION

It can be encapsulated that this thesis has critically evaluated the implementing of the *Batho Pele* principles and that the cascading of the training was not monitored, evaluated and reviewed when rolling out the *Batho Pele* principles. In that local government sphere, this was not given the impetus that it deserved as communities had the view that the government provides for all basic services. This has contributed towards a lacklustre attitude towards the constitutional values and principles and of *Batho Pele* principles, by both administrative and political leaders alike.

Furthermore, the next chapter will provide some advice in this thesis on implementing *Batho Pele* principles from a local government perspective, through recommendations. This will be in terms of the route that implementing *Batho Pele* principles can take in providing basic services, poverty alleviation, fulfilling Constitutional Values and Principles, *Batho Pele* principles and Bill of Rights. Considering the above of the contents of Chapter 5, which continued into Chapter 6, Chapter 7 will provide recommendations which would lead readers and scholars to a logical conclusion of this study.

CHAPTER 7

RESEARCH FINDINGS, RECOMMENDATIONS AND CONCLUSION

7.1 INTRODUCTION

Scholars, commentators, analysts, and practitioners provide an impression that research at doctoral level should add value to scholarly knowledge and insight into the practice of public administration.

The first chapter of this thesis has highlighted that literature on the quality of the research, the value of its contribution, and the appropriateness of the research methodology used hinges on an ongoing discourse, therefore, this thesis has anticipated that a critic is necessary for researchers to make the desired contribution. This suggests that prospective researchers should be trained in the application of applicable research methods. It is pivotal to know the impact made in Public Administration in general. The purpose and scope of this thesis was to critically evaluate the implementation of *Batho Pele* principles in local government in Mopani District Municipality in Limpopo Province, South Africa.

The main research question of this study was to critic how these principles have influenced the interactions with relevant clients who are taxpayers and citizens of the Republic of South Africa to be disgruntled about the substandard provision of service delivery such as - housing, water, electricity, sanitation and refuse removal at local municipalities; this later resulted in service delivery protests that were characterised by violence and loss of lives. The researcher also endeavoured to achieve the research objectives, identifying the main aims, using methodologies of qualitative research in answering the research question and sub-questions during the fieldwork phase while also identifying some of the methodological challenges that were experienced. Secondly, the central findings within the context of the theoretical framework in public administration reforms and in postmodernistic 5th Local Government dispensation. Thirdly, recommendations are presented based on the problem areas identified and finally, recommendations, conclusions and areas for future research are later on identified and discussed.

7.2 GUIDING OBJECTIVES AND RESEARCH QUESTIONS

The ensuing paragraphs relate to both the research objectives and questions that were highlighted in Chapters one, two, four, five and six.

7.2.1 Research objectives

Research objectives refers to specific statements indicating the key issues to be focused on in a research project. Usually, a research project will have several specific research objectives (Thomas & Hodges, 2010). The study was guided by the following objectives:

- To determine the extent of the implementation of the founding democratic basic values and principles of public administration in local government.
- To establish the extent of the implementation of *Batho Pele* principles in Mopani District Municipality.

7.2.2 Research questions

Research questions refers to operationalisation of the research objectives, where the key issues to be focused on in a research project are stated in the form of questions (Thomas & Hodges, 2010). Pursuant to the above, the critical evaluation undertaken was steered by the following research questions:

- To what extent is there implementation of the founding democratic basic values and principles of public administration in local government?
- To what extent is there implementation of *Batho Pele* in Mopani District Municipality?
- Is the current model for the implementation of *Batho Pele* principles in local government able to enhance service delivery in Mopani District?

7.2.3 Re-emphasizing the objectives of study

The main objective of this study was to employ the following thematic statements derived from the research objectives:

7.2.3.1 Determine the extent of the implementation of the founding democratic basic values and principles of public administration in local government

As enunciated in the National Development Plan 2030, solidarity is exhibited through service provision so as to reap the same quality of services irrespective of the geographic location, colour, class, and favour (Presidency, 2015: 14). Given the fact that Mopani District and all its Local Municipalities are viewed as agents of change in the local government sphere, it is expected to be a proponent in the rolling out of the same quality of basic services, however, it has failed to realise its purpose for existence. All democratic values and principles, such as:

high standard of professional ethics should be promoted and maintained, efficient, economic and effective use of resources must be promoted, public administration must be development-oriented, services must be provided impartially, fairly, equitably and without bias, people's needs must be responded to, and the public must be encouraged to participate in policy-making, public administration must be accountable, transparency must be fostered by providing the public with timely, accessible and accurate information, good human-resource management and career-development practices, to maximize human potential, must be cultivated, public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation as enshrined in Section 195 of the Constitution of the Republic of 1996, the Batho Pele principles on consultation, service standards, access, information, value for money, customer impact, openness and transparency.

The National Development Plan (NDP) 2030 asserts that this demands a well-run and effectively coordinated state institutions with skilled and ethical grounded public servants who are committed to the core for public good and capable of delivering consistently high-quality services, while prioritizing the nation's developmental objectives.

As the *Batho Pele* principles were cascaded into other spheres of local government, like Mopani District Municipality, they were not afforded the necessary impetus it deserved, therefore, that acted as the sole reason for this study to be conducted.

7.2.3.2 Establish the extent of implementing *Batho Pele* principles in Mopani District Municipality

It was established through the responses in the questionnaires that were distributed to political representatives and public officials that the extent of implementing *Batho Pele* principles was not intensive enough. The non-cascading of the *Batho Pele* principles to Mopani District, Greater Tzaneen, Greater Letaba, BaPhalaborwa, Greater Giyani and Maruleng Local Municipalities, has led to the non-implementing of service standards which includes, replying to the plethora of the protestors' memoranda of demands, customers' emails within a 48-hour window; secondly, the enhancement of all available communication channels with all customers and stakeholders through consultation and adopting an open door policy should be done. These service standards serve as the benchmark of service level and quality that the customers would receive. If services are not delivered according to these standards, the customers can submit a complaint to Mopani District and all local municipalities' officials will be held accountable for not adhering to the set standards of service delivery.

7.3 RESEARCH FINDINGS OF THE STUDY

Even though there are a diverse piece of legislation that inculcate the ethos for just service delivery, the capacity for service delivery to fulfil this principle is deteriorating. In most sector departments and municipalities, the capacity to implement and adhere to *Batho Pele* principles is not yet fully developed beyond merely displaying them on walls; Mopani District and its local municipalities find themselves belonging to that category. The study revealed the following findings that emanated from the questionnaire:

- both provincial and local government spheres employed less number of women;
- the majority of public officials and representatives are either literate or aliterate (unwilling to read further, although able to do so);
- absence or non-regular training for personnel staff within the municipalities;
- no provision for the training on *Batho Pele* principles for appointed personnel;
- no clear reporting lines in the municipalities;

- no *Batho Pele* surveys that are conducted in the municipalities and CoGHSTA;
- not enough and/or no personnel at all to monitor and respond to the *Batho Pele* surveys;
- no budget for the *BPSSF* (LG) in the municipalities;
- no schedules of data collection, analysis and reporting on implementing of *Batho Pele* principles in the municipalities;
- no Standard Reporting Tools on *BPSSF* (LG);
- no timelines are set for reporting after data collection in the municipalities;
- no available data that is supposed to be used regularly to inform programme-management decisions in the municipalities;
- minimal timeous reporting to stakeholders are done but not in all municipalities;
- no decisions made based on reports that have been made by the stakeholders;
- no planning and reviewing of *BPSSF* (LG) in all municipalities;
- no preparation for *BPSSF* (LG) in all the municipalities;
- no routines for data collection done frequently during implementation of *BPSSF* (LG) in the municipalities;
- no data collection has been checked against the agreed indicators in the municipalities;
- no reports on the findings from the various stakeholders on *BPSSF* (LG) in the municipalities;
- no benefits for the community stakeholders when implementing the *Batho Pele* principles in municipalities;

- no role for Ward Councillors in implementing *Batho Pele* principles in municipalities through the data that has been collected, noted, and checked against the agreed indicators in the municipalities can be seen;
- all Traditional Leaders champion their expected role in implementing *Batho Pele* principles in the municipalities;
- civic structures are implementing *Batho Pele* principles as a collective;
- the majority of the Community Development Workers play their role in implementing *Batho Pele* principles in the municipalities;
- ordinary community members are not elected into structures to play their roles in implementing *Batho Pele* principles in the municipalities;
- not enough provision of platforms to benefit communities to participate in stakeholder engagement within the municipalities;
- municipalities play no role in enhancing strategies for implementing *Batho Pele* principles in service delivery in municipalities;
- municipalities are not striving to assess their institutional capacity and political willingness to implement *BPSSF* (LG);
- agreements and way-forward that are reached between stakeholders on outcomes of the demands that were raised during protest marches, picketing and other mechanisms of industrial actions in enhancing service delivery in the municipalities, are not implemented;
- municipalities play their role in ensuring that reporting on *BPSSF* (LG) is free from misrepresentation and/or under-representation of information;
- municipalities should contribute resources to improve the effectiveness of the implementation of *BPSSF* (LG);
- the role of the municipalities in ensuring that the minimum resources that are available are used maximally to improve service delivery backlogs, is minimal;

- not all municipalities ensure that evaluation is done in implementing *BPSSF* (LG);
- not all municipalities ensure that ongoing evaluation is done in implementing *BPSSF* (LG);
- not all municipalities play their role in ensuring that regular quarterly *Batho Pele* Committee meetings are convened;
- not all municipalities ensure that regular monthly Ward Committee meetings are convened;
- municipalities have encountered peaceful protest marches in last 12 months;
- a number of municipalities were forced to close municipal offices due to protest marches for a day; and
- sizable number of municipalities forcefully closed municipal offices due to protest marches for more than one day.

Based on the responses of the questions that were posed during interview, the following findings were made:

- launch of the *Batho Pele* principles was not extended to local government sphere;
- municipalities do not implement the *Batho Pele* Services Standards Framework for Local Government;
- there are minimal responses to complaints that require redress, are sent to municipalities
- municipal officials and public representatives perceive the implementing *Batho Pele* principles as a provincial and national government imperative;
- a growing number of municipalities are regressing into being put under Section 139 (1) of the Constitution of the Republic of South Africa of 1996;
- failure by some Ward Councillors and municipalities to convene community-stakeholder engagement sessions in their respective wards;

- failure by Ward Councillors, Ward Committee members and municipalities to provide feedback and progress reports in their areas of jurisdiction on monthly and quarterly basis;
- some Councillors and municipal officials do not play their oversight role on projects that are implemented in their area of jurisdiction, and
- failure and/or lack of implementation of *Batho Pele* principles is a growing concern.

7.4 RECOMMENDATIONS OF THE STUDY

This paragraph deals with the recommendations as established in line with the problem statement and the objectives of the study that were discussed in Chapter one. Arising out of the findings as discussed above, the following recommendations are drawn out of the questionnaire, that:

- more women should be employed in both provincial and local government spheres;
- public representatives and officials as lifelong learners should be encouraged to further their studies in areas relevant to their current duties;
- municipalities should ensure that training for staff within the municipalities is done;
- municipalities should provide training to appointed personnel on *Batho Pele* principles;
- municipalities should outline clear reporting lines;
- municipalities and CoGHSTA should conduct *Batho Pele* surveys;
- municipalities and CoGHSTA should appoint enough personnel to monitor and respond to the *Batho Pele* surveys;
- municipalities should include a budget for *BPSSF* (LG);
- municipalities should ensure that there are schedules for data collection, analysis and reporting on implementing *Batho Pele* principles;

- municipalities should ensure that the Standard Reporting Tools on *BPSSF* (LG) is available;
- municipalities should ensure that timelines are set for data reporting after collection;
- municipalities should ensure that data that is used regularly to inform programme-management decisions is available;
- municipalities should ensure that timeous reporting systems to stakeholders are available;
- municipalities should ensure that all decisions made, based on reports that have been made by the stakeholders, are implemented;
- municipalities should plan and review *BPSSF* (LG);
- municipalities should thoroughly prepare for the implementation of *BPSSF* (LG);
- routines for data collection should be done frequently during implementation of *BPSSF* (LG) in the municipalities;
- data collection should be noted and checked against the agreed indicators in the municipalities;
- reports on the findings from the various stakeholders on *BPSSF* (LG) in the municipalities should be done;
- community stakeholders should realise the benefits of implementing the *Batho Pele* principles in municipalities;
- the role of Ward Councillors in implementing *Batho Pele* principles through the data that has been collected, noted, and checked against the agreed indicators in the municipalities, should be evident;
- Traditional Leaders should be applauded for their role in implementing *Batho Pele* principles in the municipalities;
- all civic structures should be included when implementing the *Batho Pele* principles;

- Community Development Workers, as public servants, should play their role in implementing *Batho Pele* principles in the municipalities;
- ordinary community members who are not elected into structures should be encouraged to participate in implementing *Batho Pele* principles in the municipalities;
- enough platforms for the benefiting communities to participate in stakeholder engagement within the municipalities, should be inculcated;
- municipalities should enhance strategies for implementing *Batho Pele* principles in ensuring that service delivery takes place in the municipalities;
- municipalities should strive to assess its institutional capacity and political willingness to implement *BPSSF* (LG);
- municipalities should honour all agreements and way-forward that are reached between stakeholders on outcomes of the demands that are raised during protest marches, picketing and other mechanisms of industrial actions;
- municipalities should play their role in ensuring that reporting on *BPSSF* (LG) is free from misrepresentation and/or under-representation of information;
- municipalities should contribute resources to improve effectiveness of implementing *BPSSF* (LG);
- municipalities should ensure that the minimum resources that are available are used maximally to improve service delivery backlogs;
- municipalities should ensure that evaluation on how implementing *BPSSF* (LG) is done;
- municipalities should ensure that regular quarterly *Batho Pele* Committee meetings are convened;
- municipalities who were not ensuring that regular monthly Ward Committee meetings are convened, should do so;

- municipalities which had encountered peaceful protest marches in last 12 months, should work with state agencies that will assist them in activating early warning signs to curb such protests in advance from happening;
- municipalities which had encountered violent protest marches in last 12 months, should work with state agencies that will assist them in activating early warning signs to curb such protests in advance from happening;
- municipalities which were forced to close municipal offices due to protest marches for a day, should work with state agencies that will assist them in activating early warning signs to curb such protests in advance from happening
- municipalities which had to forcefully closed municipal offices due to protest marches for more than one day, should work with state agencies that will assist them in activating early warning signs to curb such protests, in advance, from happening.
- more women should be appointed and elected as public representatives and/or officials in an effort to empower more women in leadership and management positions, in the provincial and local spheres of government;
- municipalities and CoGHSTA should increase the awarding of bursaries and provision of incentives for women who would like to further their studies and incentives when they complete their studies within a record time;
- municipalities and CoGHSTA should consider offering in-house training for staff and public representatives, on implementing *Batho Pele* principles;
- municipalities and CoGHSTA should offer a compulsory training on *Batho Pele* principles to all appointed personnel and public representatives in order to improve service delivery in all the wards in the municipalities;
- clear reporting lines in the municipalities to facilitate flow of information, to enable both public representatives and officials to take relevant, reliable, ethical, and consistent decisions;
- all municipalities and CoGHSTA should consider conducting surveys with all the stakeholders. This will assist in understanding how these stakeholders respond to the survey questionnaires;

- municipalities and CoGHSTA should consider employing more personnel in the frontline desk to conduct surveys with stakeholders on regular basis;
- municipalities should consider including a budget for *BPSSF* (LG);
- municipalities should consider to have schedules for data collection, analysis and reporting on implementing *Batho Pele* principles so that a comparative study comparing data collected, analysed and reported in 2018, 2019, and 2020 can be done;
- all municipalities should ensure that the Standard Reporting Tools on *BPSSF* (LG) is available and implemented;
- municipalities should ensure that timelines are set for generating reports after data is collection so that feedback should be given to the stakeholders;
- municipalities should ensure that data that is supposed to be used regularly to inform programme-management decisions in the municipalities is readily available;
- municipalities should ensure that reliable, consistent, and timeous report sessions, to the stakeholders in all wards in the municipalities, are done;
- sound decisions based on the reports that have been made by the stakeholders, are done;
- all municipalities should ensure that there are planning and reviewing sessions on *BPSSF* (LG) in all municipalities;
- municipalities should ensure that adequate and informed preparations on *BPSSF* (LG) are done;
- municipalities should consider routines to collect data on implementing *BPSSF* (LG) in the municipalities so that they will be to track certain activities that are likely to ignite protests during specific months and years and these could be circumvented;
- municipalities should ensure that the collected data is always checked and noted against the agreed indicators;

- municipalities should consider including findings that various stakeholders report on *BPSSF* (LG) in the municipalities;
- community stakeholders should always attest to the tangible benefits of free basic services when municipalities implement *Batho Pele* principles;
- municipalities and CoGHSTA should ensure that all Ward Councillors execute their role in convening and participating in all monthly and quarterly community feedback meetings; by so doing they will be implementing the *Batho Pele* principles;
- municipalities should request the Traditional Leaders to share their best practice when implementing the *Batho Pele* principles as they continuously and continually convene weekly and bi-weekly public meetings and hearings with their subjects. Traditional leaders should be able to share best practice with both public representatives and officials on how implementing *Batho Pele* principles should be done;
- municipalities should constitute a local and district Tihosi/Mayors Intergovernmental Relations Fora in order to receive reports and input that municipalities, sector departments and other agencies are implementing;
- municipalities should ensure that regular assemblies of all structures within the ward, local municipal jurisdiction are inculcated in order to enhance development of the communities;
- Tangible proof on the role that is played by the Community Development Workers in the implementing of *Batho Pele* principles in the municipalities, should be realised;
- municipalities should ensure that ordinary community members who are not elected into various structures are encouraged to play their role in the implementing the *Batho Pele* principles;
- municipalities and CoGHSTA should resuscitate both intra and intergovernmental relations fora as these will nurture stakeholder engagement;
- municipalities should inculcate a clear role to enhance strategies and tactics of implementing *Batho Pele* principles to improve service delivery;

- municipalities should consider assessing its institutional capacity and political willingness to implement *BPSSF* (LG);
- municipalities should consider implementing all agreements and way-forward that are reached between stakeholders on the outcomes of their demands that are raised during protest marches, picketing and other mechanisms of industrial actions in enhancing service delivery in the municipalities;
- municipalities should consider realistically and truthfully reporting on *BPSSF* (LG);
- municipalities should consider improving the effectiveness of implementing *BPSSF* (LG) by contributing resources;
- municipalities should consider utilising the available minimum resources, maximally, to improve service delivery backlogs;
- all municipalities should see to it that evaluations on implementing *BPSSF* (LG) are done;
- all municipalities should consider convening regular quarterly *Batho Pele* Committee meetings;
- all municipalities should consider convening regular monthly Ward Committee meetings;
- all municipalities should consider utilising all structures and agencies to detect early warning signs of all forms protests so as to avert such activities in advance;
- all municipalities should consider averting forceful closure and /or any form of closure at all cost due to lack of service delivery or miscommunication, as this infringes on the rights of other citizens and
- all municipalities should consider averting forceful closure of the municipal offices at all cost.

Based on the responses of the questions that were posed during interview, the following recommendations are pronounced, that:

- all spheres should consider implementing *Batho Pele* principles. Such was reiterated by the Minister of Public Service and Administration during the launch of Public Service Month held at The Ranch Hotel in Limpopo Province on 28 August 2019;
- municipalities should consider implementing *BPSSF* (LG);
- municipalities should consider responding to all complaints raised by the communities and other stakeholders;
- municipal officials and public representatives should formally be reminded that *Batho Pele* principles should be implemented at provincial and national government;
- all municipal officials and public representatives be reminded that the Constitution of the Republic of South Africa of 1996, *Batho Pele* principles and other legislations should all be equally implemented;
- Ward Councillors and municipalities should convene community stakeholder engagement sessions in their respective wards and municipalities;
- Ward Councillors, Ward Committee members and municipalities should consider convening monthly and quarterly feedback meetings in their areas of jurisdiction;
- Councillors and municipalities should consider playing their rightful oversight role on all projects implemented in their area of jurisdiction;
- municipalities should consider inculcating a culture of implementing the *Batho Pele* principles; and
- Senior Traditional Leaders should consider sharing best practice of their success of implementing *Batho Pele* principles through convening weekly and/or bi-weekly *xivijo* with their communities and updating them of the latest developments as well as to address concerns and challenges;

Emanating from this study, the following suggestions are provided for further research:

Good governance: All stakeholder engagement sessions in the ward, local and district Integrated Development Plan should be extended beyond its compilation to include its implementation, monitoring, and reviewing. The role of councillors, sector departments, businesspeople, non-governmental organisations and quasi non-governmental organisations in this regard, should, therefore, be investigated;

Twining and Inter-municipal co-operation: An alignment between the priorities and activities of the ward, local, district and international municipalities and the impact of this alignment on visible, ethical, realistic and sustainable service delivery, should be examined.

Human capital: The development of an innovative, skilled, selfless, energetic and productive public representatives and officials should be investigated to ensure that delivery, of free basic services to the communities, is met.

7.5 CONCLUSION

The study primarily evaluated the implementation of the *Batho Pele* principles in local government in Mopani District Municipality in Limpopo Province in South Africa. A number of these findings and recommendations are specific to the unique circumstances of the Mopani District Municipality, however, a number of them can be adopted to the conditions prevailing in other municipalities. In this regard, the following conclusions are drawn from the findings of this research.

It became clear during the study that the trust of the communities have degenerated in the engagement process with their elected government and that public participation, as legislated, was working below anticipated optimal levels. In this regard, the citizens have now decided to elect their own way of talking to the government, which they believe to be more effective even though it is violent, destructive and at times deadly. The way they choose is through sudden protests that are destructive, violent and causing loss of lives. Even though, the Constitution of the Republic of South Africa of 1996, prohibits any form of violence in protests action, the majority of service delivery protests have been characterised by weapon-carrying crowds, resorting to burning tyres and blocking roads, traffic and municipal offices in their neighbourhood. It has also been noticed that most of the protests have come from the villages and informal settlements situated adjacent to the townships and they are businesspeople and youth who are not benefiting from municipal tenders. This immediately points to issues around provision of free basic services and unemployment, especially amongst the youth in those neighbourhoods.

To this end, the literature review, as well as the results of the empirical study, has revealed the main causes of the ongoing failure and lack of implementation of *Batho Pele* principles that have resulted into violent and destructive service delivery protests, to be dissatisfaction at grassroots level with the pace and quality of delivery of free basic services. The other major triggering factor is the failure, inadequacy and lack of implementing *Batho Pele* principles which have resulted in the demise of public participation, incremental corruption and opportunistic political elements who are disgruntled by the way their fortunes have turned.

This has instigated certain factions in the community to conduct politically-motivated protest action in the guise of service delivery concerns.

Furthermore, the research has established enough evidence that non-implementing of *Batho Pele* principles have resulted in service delivery protests. Certain causes of non-implementing of *Batho Pele* principles have been identified in this study, however, it is important to mention that there are underpinning or underlying factors that give rise to communities' protest actions. They include intergovernmental relations and frameworks which are also not working well. There are few municipalities and sector departments that attend the Head of Department/Municipal Managers' and Member of the Executive Council/Mayors' District Intergovernmental Relations Fora.

Lastly, this thesis should be regarded as a starting point for studies on the topic of innovative implementing of *Batho Pele* principles in enhancing delivery of free basic services that can be adopted by South African municipalities and sector departments. By implementing the suggested cascading of the *Batho Pele* principles model, the Mopani District Municipality would place itself at the leading edge of addressing the causes of basic services-related protests in South Africa and pioneering a developmental local government approach that could benefit other affected municipalities and sector departments, both in South Africa itself and globally.

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ANNEXURES

A. RESEARCH APPROVAL LETTER FROM UNIVERSITY HIGHER DEGREES COMMITTEE

UNIVERSITY OF VENDA

OFFICE OF THE DEPUTY VICE-CHANCELLOR: ACADEMIC

TO : MR/MS P. MBOWENI
SCHOOL OF MANAGEMENT SCIENCES

FROM: PROF. J.E CRAFFORD
DEPUTY VICE-CHANCELLOR: ACADEMIC

DATE : 22 JULY 2019

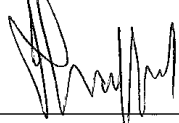
DECISIONS TAKEN BY UHDC OF 22nd JULY 2019

Application for approval of Thesis Proposal Report in Management Sciences:
P. Mboweni (17023811)

Topic: "Implementation of the Batho Pele Principles in Local Government, the case of Mopani Municipality, South Africa."

Promoter	UNIVEN	Prof. N. Nkuna
Co-promoter	UNIVEN	Dr. E. Mahole

UHDC approved the Thesis proposal



**PROF. J.E CRAFFORD
DEPUTY VICE-CHANCELLOR: ACADEMIC**

B. UNIVERSITY RESEARCH ETHICS CERTIFICATE

RESEARCH AND INNOVATION
OFFICE OF THE DIRECTOR

NAME OF RESEARCHER/INVESTIGATOR:

Mr PC Mboweni

Student No:

17023811

PROJECT TITLE: **Implementation of the Batho Pele principles in Local Government, the case of Mopani Municipality, South Africa.**

PROJECT NO: **SMS/19/PDN/03/1909**

SUPERVISORS/ CO-RESEARCHERS/ CO-INVESTIGATORS

NAME	INSTITUTION & DEPARTMENT	ROLE
Prof N Nkuna	University of Venda	Promoter
Dr E Mahole	University of Venda	Co - Promoter
Mr PC Mboweni	University of Venda	Investigator - Student

ISSUED BY:

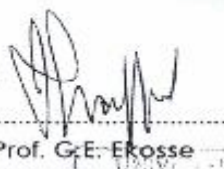
UNIVERSITY OF VENDA, RESEARCH ETHICS COMMITTEE

Date Considered: October 2019

Decision by Ethical Clearance Committee Granted

Signature of Chairperson of the Committee:

Name of the Chairperson of the Committee: Senior Prof. G.E. Ekosse




University of Venda

PRIVATE BAG X5050, THOHOYANDOU, 9550 LIMPOPO PROVINCE, SOUTH AFRICA
TELEPHONE: (015) 962 8504/3313 FAX: (015) 962 9060

"A quality driven financially sustainable, rural-based Comprehensive University"

C. REQUEST LETTER TO COLLECT DATA

I. MUNICIPALITIES: APPLICATION LETTER TO CONDUCT RESEARCH

Enquiries : Mboweni PC P.O. Box 305
Cellular No : 082 973 533 2 Fauna Park
Reference No : 170 238 11 0787
10 October 2018

The Municipal Manager
Mopani District Municipality
Private Bag X 9687
Giyani, 0826

Dear Municipal Manager, Mr Monakedi SR

PERMISSION TO CONDUCT RESEARCH IN MOPANI DISTRICT MUNICIPALITY PURPOSE

To seek permission to conduct research study in Mopani District Municipality for purposes of Doctoral Degree of Philosophy in Public Administration.

BACKGROUND

I, Mboweni Phaniel Cyril, of student number 170 238 11 registered for the Doctoral Degree of Philosophy in Public Administration at the University of Venda in the academic year 2017 to date.

DISCUSSIONS

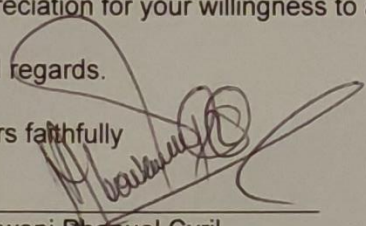
Sequel to the requirements for this degree, I am expected to conduct a research study on the title 'Implementation of Batho Pele principles in local government the case of Mopani District Municipality in Limpopo Province, South Africa' in order to complete the degree. The following ethical guidelines will be considered in this research: informed consent, confidentiality and anonymity, harm to respondents and privacy.

FINANCIAL AND PERSONNEL IMPLICATIONS

No financial costs will be incurred by neither the municipality nor the sampled organisation/s for this exercise. I assure you that the information I will get from you will be confidential and will be used for educational purposes only. In anticipation, please accept my sincere appreciation for your willingness to assist me in realising the apex of my academic journey,

Kind regards.

Yours faithfully



Mboweni Phaniel Cyril
Student Number: 170 238 11

D. PERMISSION LETTER TO CONDUCT RESEARCH FROM DEPARTMENT OF

CoGHSTA RESEARCH ETHICS COMMITTEE

CONFIDENTIAL



LIMPOPO
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

DEPARTMENT OF
CO-OPERATIVE GOVERNANCE,
HUMAN SETTLEMENTS & TRADITIONAL AFFAIRS

Ref : CH 1/4/1/P
Enquiries : Mr. Mulaudzi N.D
Ext no : 015 284 1811/13

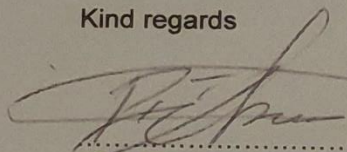
Mr PC Mboweni

Dear Sir

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

1. The above matter refers.
2. Your letter dated 27 January 2020 is acknowledged.
3. Kindly be informed that your request for permission to conduct research has been approved.
4. We wish you a pleasant moment when interacting with respondents from the department in your endeavour to accomplish your studies.

Kind regards



.....
Chairperson Research Committee
CoGHSTA

31/01/2020
.....
Date

20 Raba Street, POLOKWANE, 0700, Private Bag X9485, POLOKWANE, 0700
Tel: (015) 284 5000, Fax (015) 293 1520, Website: www.coghsta.limpopo.gov.za

The heartland of Southern Africa – development is about people!

E. CLEARANCE CERTIFICATE TO CONDUCT RESEARCH FROM LIMPOPO

PROVINCIAL ETHICS COMMITTEE

CONFIDENTIAL



LIMPOPO
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

OFFICE OF THE PREMIER

Office of the Premier

Research and Development Directorate

Private Bag X9483, Polokwane, 0700, South Africa

Tel: (015) 287 6564, Email: mokobij@premier.limpopo.gov.za

LIMPOPO PROVINCIAL RESEARCH ETHICS COMMITTEE CLEARANCE CERTIFICATE

Meeting: 2nd December 2019

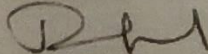
Project Number: LPREC/17/2019: PG

Implementation of the Batho Pele principles in Local government the case of Mopani

District Municipality, South Africa

Researcher: Mboweni P.C

Dr Tumiso Matlaji



Acting Chairperson: Limpopo Provincial Research Ethics Committee

The Limpopo Provincial Research Ethics Committee (LPREC) is registered with National Health Research Council (NHREC) Registration Number REC-111513-038.

Note:

- i. This study is categorized as a Low Risk Level in accordance with risk level descriptors as enshrined in LPREC Standard Operating Procedures (SOPs)
- ii. Should there be any amendment to the approved research proposal; the researcher(s) must re-submit the proposal to the ethics committee for review prior data collection.
- iii. The researcher(s) must provide annual reporting to the committee as well as the relevant department.
- iv. The ethical clearance certificate is valid for 12 months. Should the need to extend the period for data collection arise then the researcher should renew the certificate through LPREC secretariat. PLEASE QUOTE THE PROJECT NUMBER IN ALL ENQUIRIES

F. PERMISSION LETTER TO CONDUCT RESEARCH FROM LIMPOPO PROVINCIAL

ETHICS COMMITTEE

CONFIDENTIAL



LIMPOPO
PROVINCIAL GOVERNMENT
REPUBLIC OF SOUTH AFRICA

OFFICE OF THE PREMIER

TO: MR M.P TJEBANE

FROM: DR T MALATJI

DEPUTY CHAIRPERSON: LIMPOPO PROVINCIAL RESEARCH COMMITTEE (LPRC)

DATE: 2ND DECEMBER 2019

SUBJECT: IMPLEMENTATION OF THE BATHO PELE PRINCIPLES IN LOCAL GOVERNMENT THE CASE OF MOPANI DISTRICT MUNICIPALITY, SOUTH AFRICA

RESEARCHER: MBOWENI PC

Dear Colleague

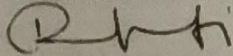
The research proposal served at the Limpopo Provincial Research Committee (LPRC) meeting on the 2nd December 2019.

The committee has noted that the researcher has displayed the understanding and application of scientific methodology and therefore the research proposal is methodologically sound. The committee is satisfied with the research proposal.

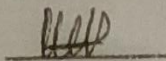
Decision: The research proposal is granted full approval.

Regards

Deputy Chairperson: Dr T Malatji



Secretariat: Ms MJ Mokgokong



Date: 21/01/2020

G. PERMISSION LETTER FROM THE DISTRICT AND LOCAL MUNICIPALITIES TO COLLECT DATA

a) Mopani District Municipality



Office of the Municipal
Manager

MOPANI DISTRICT MUNICIPALITY

Private Bag X0687
Giyani
0826

Tel: +27 15 812-6300
Fax: +27 15 812-4301
E-mail: bsa@mopani.gov.za

Ref: 7/1
Frq: Mathetula B

13 April 2021

Att: Mboweni PC

Approval to collect data

1. Your email dated 06 April 2021 was well received.
2. We have reviewed your request to collect data on the research title: implementation of Batho Pele Principles in local government, the case of Mopani District Municipality in Limpopo Province, South Africa.
3. We therefore grant you permission to collect the data.
4. Hope you find the above in order.

Regards,



KGATLA Q (Mr)
MUNICIPAL MANAGER

b) Greater Tzaneen Local Municipality



**GREATER TZANEEN MUNICIPALITY
GROTER TZANEEN MUNISIPALITEIT
MASIPALA WA TZANEEN
MASEPALA WA TZANEEN**



P.O. BOX 24
TZANEEN
0850

TEL: 015 307 8000
FAX: 015 307 8049

www.tzaneen.gov.za

11 November 2019

Ref.: 4/4/R
TG Hlangwane

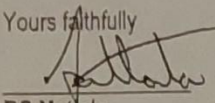
University of Venda
Private Bag X5050
Thohoyandou
0950

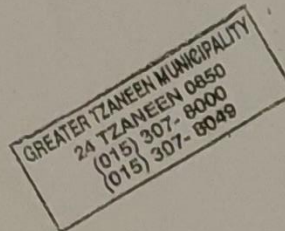
PERMISSION TO CONDUCT RESEARCH: MR. MBOWENI PHANUEL CYRIL -17023811

3. Your letter dated 09 August 2019 has reference.
4. Kindly note that permission has been granted to conduct research at the Greater Tzaneen Municipality on the topic "The implementation of Batho Pele Principles in Local Government"
5. The student is welcome to conduct a research according to a structured questionnaire/ and or conduct face to face interview. However the student must undertake the responsibility to provide this Municipality with a copy of the final report.
6. The student is welcome to liaise for further assistance with the Training Officer, MS. Glacia Hlangwane on tel.no. (015) 307 8378 or by e-mail: glacia@tzaneen.gov.za

It is trusted that you will find this matter in order

Yours faithfully


BS Matlala
Municipal Manager



A Green, Prosperous and United Municipality that Provides Quality Services to All

c) BaPhalaborwa Local Municipality



BA-PHALABORWA MUNICIPALITY

PRIVATE BAG X01020
PHALABORWA 1390
TELEPHONE
(015) 780 6300
FAXMILE
(015) 781 0726
E-MAIL: phalamun@lantic.net

Ref: 5/4/1
MALATJIMP
Enquiries:
Your ref:

ALL CORRESPONDENCE TO BE ADDRESSED
TO THE MUNICIPAL MANAGER

22 APRIL 2021

MBOWENI PC
P.O. Box 305
Savannah Mall
0787

Sir/madam

**RE: PERMISSION TO COLLECT DATA FOR RESEARCH STUDY IN BA-PHALABORWA
MUNICIPALITY**

Kindly take note that a permission to collect data within Ba-Phalaborwa Municipality is granted. Furthermore, all ethical conduct as prescribed during the collection of data must be adhered to without compromises.

Wishing you well during your study



MOAKAMELA MI
MUNICIPAL MANAGER

d) Greater Letaba Local Municipality



GREATER LETABA MUNICIPALITY

P.O Box 36, Modjadjiskloof, 0835, Tel (015) 309 9246/7/8,
Fax (015) 309 9419, Email:greaterletaba@glm.gov.za

Enq: Mr Malola MP
Date: 09 September 2019

Mr Mboweni P.C (Student No. 17023811)

P O BOX 305

Fauna Park

0787

**SUBJECT: APPROVAL FOR THE APPLICATION TO CONDUCT ACADEMIC
RESEARCH: YOURSELF**

1. The above matter bears reference.
2. It is with delightfulness to inform you that Greater Letaba Municipality has approved your application to conduct PhD research study within its jurisdiction.
3. You are requested to ensure that participants partaking in the research are protected and information collected is treated with confidentiality.
4. You are further requested to ensure that during the process of collecting data you do not interfere with normal operations of the institution.
5. Trusting that you will find the research rewarding

Kind regards,



**Dr SIROVHA K I
MUNICIPAL MANAGER**

*44 Botha Street, Civic Centre Modjadjiskloof, Limpopo Province, Republic of South Africa
"To be the leading municipality in the delivery of quality services for the promotion of so-
cio-economic development"*

e) Maruleng Local Municipality



MARULENG MUNICIPALITY

P.O BOX 627
HOEDSPRUIT
1380

TEL : 015 793 2409
TEL: 015 793 2237
FAX: 015 793 2341

MOPANI DISTRICT

MUNICIPAL MANAGER

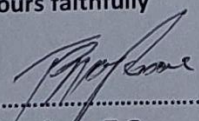
19 APRIL 2021
REF: 7/7/R

University of Venda
Private Bag x5050
Thohoyandou
0950

PERMISSION TO CONDUCT RESEARCH: MR. MBOWENI PHANUEL CYRIL-17023811

1. Your letter dated 06 April 2021 has reference,
2. Kindly note that permission has been granted to conduct research at Maruleng Local Municipality on the research top “ **The implementation of *Batho Pele* principles in local government , the case of Mopani District Municipality in Limpopo Province, South Africa**”
3. The student is welcome to conduct a research according to a structured questionnaire and or conduct face –to- face interview. However, the student must undertake the responsibility to provide this Municipality with copy of the final report.
4. It is trusted that you will find the matter in order.

Yours faithfully



.....
Magabane T.G
Municipal Manager

H. INFORMED CONSENT FORM

INTRODUCTION AND INFORMED CONSENT

Study Title: Implementation of *Batho Pele* principles in Local Government: the case of Mopani District Municipality in Limpopo Province, South Africa.

Before agreeing to participate in this research, I strongly encourage you to read the following explanation of this study. This statement describes the purpose and procedures of the study. Also explained is your right to withdraw from the study at any time. This study has been approved by the Research Ethics Board of the University of Venda.

Explanation of Procedures

This study is designed to evaluate the implementation of *Batho Pele* principles in local government, the case of Mopani District Municipality in Limpopo Province, South Africa. I am conducting this study to learn more about this issue since it has not been studied in the past in Mopani District. Participation in this study is by completion of questionnaire and face-to-face interview which will last between 30 minutes to an hour. The interview will be conducted by myself, video-recorded and later transcribed for the purpose of data analysis.

Risks and Discomforts

There is no risk or discomfort that is anticipated from your participation in the study. Potential risk or discomfort includes possible emotional feelings of sadness when asked questions during the interview.

Benefits

The anticipated benefit of participating in the study is the opportunity to discuss feelings, perceptions, and concerns related to the experience of implementing *Batho Pele* Principles, and to contribute to an understanding of decision-making during implementation of *Batho Pele* principles in local government.

Confidentiality

The information that is gathered during this study will remain confidential and would be stored in secured premises during this project. Only the researcher will have access to the study data and information. There will not be any identifying names on the surveys or interview transcripts; they will be coded. Your names and any other identifying details will never be revealed in any publication of the results of this study. The tapes will be destroyed at the completion of this study. The results of the research will be published in the form of a research paper and may be published in a professional journal or presented at professional meetings. It may also be published in book form. The knowledge obtained from this study will be of great value in guiding Limpopo Provincial Government, Department

of Co-operative Governance, Human Settlements and Traditional Affairs, Mopani District Municipality, Greater Tzaneen, Greater Giyani, Greater Letaba, BaPhalaborwa and Maruleng Local Municipalities to invigorate the implementation of the *Batho Pele* Principles.

Withdrawal without Prejudice

Participation in this study is voluntary and refusal to participate will incur no penalty. You are free to withdraw consent and discontinue participation in this project at any time without prejudice or penalty. You are also free to refuse to answer any question I might ask you as well.

Further Questions and Follow-ups

You are welcome to ask the researcher any question that occurs to you during the survey or interview. If you have further questions once the interview is completed, you are encouraged to contact the researcher using the contact information given below.

For further information, questions or concerns about the study please contact me at 082 973 5332 or via e-mail at pcmboweni@webmail.co.za or MboweniPC@coghsta.limpopo.gov.za.

I, _____ (name, please print clearly),
have read the above information. I freely agree to participate in this study. I understand that I am free to refuse to answer any question and to withdraw from the study at any time. I understand that my responses will be kept anonymous.

Participant's signature

Date

Kindly click the box that will apply to you:

I would prefer a copy of interview transcript

I would prefer information about study result

I would prefer to be contacted in the future for a possible follow-up interview

Please also provide an email or mail address by legibly writing it in the space provided below.

Mail Address : _____

Email Address: _____

Researcher Contact Information: Mboweni Phaniel Cyril,

Student Number: 170 238 11

Cellular Number: 082 973 5332

E-mail Address: pcmboweni@webmail.co.za or MboweniPC@coghsta.limpopo.gov.za

I. LETTER TO RESPONDENTS

APPLICATION LETTER TO CONDUCT RESEARCH

I. MUNICIPALITIES: APPLICATION LETTER TO CONDUCT RESEARCH

Enquiries : Mboweni PC P.O. Box 305
Cellular No : 082 973 533 2 Fauna Park
Reference No : 170 238 11 0787
10 October 2018

The Municipal Manager
Mopani District Municipality
Private Bag X 9687
Giyani, 0826

Dear Municipal Manager, Mr Monakedi SR

PERMISSION TO CONDUCT RESEARCH IN MOPANI DISTRICT MUNICIPALITY PURPOSE

To seek permission to conduct research study in Mopani District Municipality for purposes of Doctoral Degree of Philosophy in Public Administration.

BACKGROUND

I, Mboweni Phanel Cyril, of student number 170 238 11 registered for the Doctoral Degree of Philosophy in Public Administration at the University of Venda in the academic year 2017 to date.

DISCUSSIONS

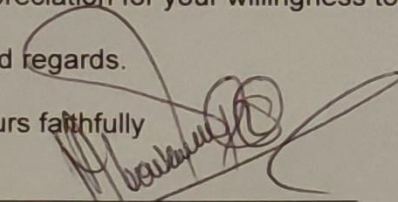
Sequel to the requirements for this degree, I am expected to conduct a research study on the title 'Implementation of Batho Pele principles in local government the case of Mopani District Municipality in Limpopo Province, South Africa' in order to complete the degree. The following ethical guidelines will be considered in this research: informed consent, confidentiality and anonymity, harm to respondents and privacy.

FINANCIAL AND PERSONNEL IMPLICATIONS

No financial costs will be incurred by neither the municipality nor the sampled organisation/s for this exercise. I assure you that the information I will get from you will be confidential and will be used for educational purposes only. In anticipation, please accept my sincere appreciation for your willingness to assist me in realising the apex of my academic journey,

Kind regards.

Yours faithfully


Mboweni Phanel Cyril
Student Number: 170 238 11

J. RESEARCH QUESTIONNAIRE

IMPLEMENTATION OF *BATHO PELE* PRINCIPLES IN LOCAL GOVERNMENT: THE CASE OF MOPANI DISTRICT MUNICIPALITY IN LIMPOPO PROVINCE, SOUTH AFRICA.

The purpose of this questionnaire is to assess your reactions to a series of statements on the implementation of *Batho Pele* principles. There is no correct or incorrect answer; what is required of you is to indicate how you see issues from your position. These questions will provide insights into how *Batho Pele* principles are viewed, understood, implemented and their effectiveness, in terms of enhancing the quality and sustainability in the provision of basic services in Mopani District. You need not to write your name. Please complete all the questions by putting a cross (X) in the appropriate box provided at the end of the each sentence.

SECTION A: BIOGRAPHICAL DETAILS OF RESPONDENTS

1. Gender of Respondent

Male	
Female	

2. Age of Respondent

Less than 20 Years	
21 to 30 Years	
31 to 40 Years	
41 to 50 Years	
51 Years and Above	

3. Position of Respondent

CoGHSTA <i>Batho Pele</i> Unit Officials responsible for Mopani District	
Ward Committee Members	
Ward Councillors	
Municipal Executive Council Members of Mopani District and all Local Municipalities	
Community Development Workers (CDWs)	

Senior Traditional Leaders	
South African Municipal Workers Union Local Executive Members	
South African National Civic Organisation Sub Regional Executive Members	
South African National Civic Organisation Mopani Regional Executive Members	
Heads of Department responsible for Community Services	
Manager in the Executive Mayor's Office	
Managers in the Local Mayors' Office	
Senior Managers responsible for Community Services in Mopani District and all Local Municipalities	
Municipal Manager of Mopani District Municipality	
Municipal Managers of all Mopani District Local Municipalities	
Executive Mayor of Mopani District and Mayors of all Mopani District Local Municipalities	

4. Educational Qualification(s) of Respondent

Grade 10 and Below	
Grade 12 equivalent	
03 – 06 Months Certificate	
Diploma / B-Degree	
Honours / B-Tech	
Masters / M-Tech	
PhD / D-Tech	

SECTION B: IMPLEMENTATION OF *BATHO PELE* PRINCIPLES IN LOCAL GOVERNMENT: THE CASE OF MOPANI DISTRICT MUNICIPALITY IN LIMPOPO PROVINCE, SOUTH AFRICA.

Items	Challenges of implementing <i>Batho Pele</i> principles in Mopani District Municipality	Strongly Agree	Agree	Agree	Not Sure	Disagree	Strongly Disagree
1.	There is a regular in-house training on <i>Batho Pele</i> Principles for personnel in the Municipality						

2.	Appointed personnel within the municipality have the relevant knowledge on <i>Batho Pele</i> principles.					
3.	Reporting lines in the municipality are clear.					
4.	The municipality has <i>Batho Pele</i> survey programme.					
5.	The municipality has enough personnel for monitoring <i>Batho Pele</i> surveys and providing response thereof.					
6.	There is sufficient money budgeted for effectiveness of <i>Batho Pele</i> Service Standards Framework for Local Government.					

Items	State of implementation of <i>Batho Pele</i> principles in Mopani District Municipality	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
7.	There is a schedule of data collection, analysis and reporting in place.					
8.	The Municipality has standard reporting tools on <i>Batho Pele</i> Service Standards Framework for Local Government.					
9.	Data is reported as soon as possible after collection.					
10.	Data is available on regular basis to inform program management decisions.					
11.	Stakeholders reports timeously.					
12.	Stakeholders use reports to make decisions.					
13.	There is planning and review of <i>Batho Pele</i> Service Standards Framework for Local Government.					
14.	There is preparation for <i>Batho Pele</i> Service Standards Framework for Local Government.					
15.	Data is collected on routine basis during implementation.					
16.	Analysis is done by checking collected data with					

	agreed-upon indicators and to note differences.					
17.	The Municipality reports findings from <i>Batho Pele</i> Service Standards Framework for Local Government to various stakeholders.					
18.	The Municipality ensures that the findings from <i>Batho Pele</i> Service Standards Framework for Local Government are used for improvement and proactive planning against unforeseen circumstances.					

Items	Role of benefitting community stakeholders in implementing <i>Batho Pele</i> principles in Mopani District Municipality	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
19.	Ward Councillors have a role in implementing <i>Batho Pele</i> principles in Mopani District Municipality.					
20.	Traditional leaders have a role in implementing <i>Batho Pele</i> principles in Mopani District Municipality.					
21.	Civic Structures have a role in implementing <i>Batho Pele</i> principles in Mopani District Municipality.					
22.	Community Development Workers have a role in implementing <i>Batho Pele</i> principles in Mopani District Municipality.					
23.	Ordinary community members who are not in structures have a role in implementing <i>Batho Pele</i> principles in Mopani District Municipality.					
24.	The Municipality provides platforms for benefitting communities to participate in stakeholder engagement within the Municipality.					

Items	Strategies for implementation of <i>Batho Pele</i> principles in enhancing service delivery in Mopani District Municipality.	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
25.	The Municipality assesses the institutional capacity and political willingness to implement <i>Batho Pele</i> Service Standards Framework for Local Government key focus areas, prior to developing the system.					
26.	The Municipality obtains agreement between stakeholders on outcomes that have been reached at protest marches, picketing and other mechanisms of industrial actions.					
27.	The Municipality ensures that reporting on <i>Batho Pele</i> Service Standards Framework for Local Government is free from misrepresentation and/or under representation of information.					
28.	The Municipality contributes resources to improve the effectiveness of implementation of the <i>Batho Pele</i> Service Standards Framework for Local Government.					
29.	The Municipality ensures that the minimum resources that are there are used maximally to improve service delivery backlog.					
30.	The Municipality ensures that evaluation is done on Service Standards Framework for Local Government.					
31.	The Municipality ensures there is an ongoing evaluation on the implementation <i>Batho Pele</i> Service Standards Framework for Local Government, taking place.					
32.	The Municipality ensures that regular quarterly <i>Batho Pele</i> Committee meetings are held.					
33.	The Municipality ensures regular monthly Ward					

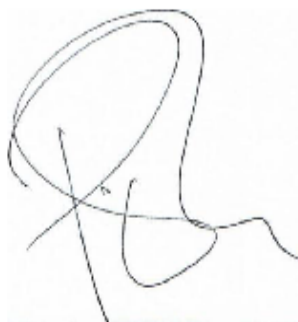
	Committee meetings are held.					
34.	The Municipality encountered peaceful protest marches in the last 12 months.					
35.	The Municipality encountered violent protest marches in the last 12 months					
36.	The Municipality was forced to close Municipal offices due to protest marches for a day.					
37.	The Municipality was forced to close Municipal offices due to protest marches for more than one day					

I thank you for your invaluable contributions. *Ha khensa! Rea lebowa! Baie dankie!*

L. LANGUAGE EDITORIAL LETTER

7 March, 2021

This is to certify that I, Dr P Kaburise, of the English Department, University of Venda, have proofread the research report, titled - **IMPLEMENTATION OF THE BATHO PELE PRINCIPLES IN LOCAL GOVERNMENT: THE CASE OF MOPANI DISTRICT MUNICIPALITY, LIMPOPO PROVINCE, SOUTH AFRICA** - by **MBOWENI PHANUEL CYRIL** (student number: 17023811). I have indicated some amendments which the student has undertaken to effect, before the final report is submitted.



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

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