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Trust, leadership and service delivery in the City of Tshwane

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TRUST, LEADERSHIP AND SERVICE DELIVERY IN THE CITY OF TSHWANE

By

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A dissertation submitted in partial fulfilment of the requirements for the degree of
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ABSTRACT

Trust, Leadership and Service Delivery in the City of Tshwane is an academic study undertaken to investigate the levels of public trust in elected public leaders of the City of Tshwane. This study also examines the levels of citizen satisfaction with services provided by the City as well as the relationship between service satisfaction and the levels of public trust in Tshwane. It further compares the levels of trust in elected leaders with the levels of trust in leaders in the business and non-government sectors.

The delivery of basic services such as water, sanitation, roads, waste removal, and electricity are primarily the focus of local government. These services are vital as they are seen to be the principal enablers for economic activity (Bureau of Market Research (UNISA), 2013). Low and Tan (2008) state that among the most commonly acknowledged factors affecting citizens' trust in government, is its ability to deliver public service effectively and efficiently. At the same time public trust is considered critical for a democratic government to be able to survive and thrive towards the delivery of these services (Holmberg, 1999). An improved relationship between citizens and leaders can thus improve service delivery, but this can only be achieved with the strengthening of public trust levels.

This research drew on a non-probability, convenience sample of 217 City of Tshwane citizens, sourced from online social media platforms run by the city. These platforms are used by the city to regularly engage the citizens on service delivery issues. The study employed the cross sectional research design (Survey design), which is most appropriate for studies with quantitative objectives (Bryman, 2012). The literature review in this study traces the evolution of leadership theories and how the topic of trust has become more and more central to the practice of leadership.

The Servant leadership theory by Robert Greenleaf provides the conceptual framework for this study. The selection of this theory as the conceptual framework

was based on its similarity with the Batho Pele (People first) principles of the government of South Africa that emphasise service and people. Servant leadership stresses the importance of personal integrity and serving others, including employees, customers and community. Servant leaders set aside self-interest for the betterment of their followers (Chinomona, 2013).

According to the research findings, the Executive Mayor of the City of Tshwane was the most trusted elected public leader, and ward based leaders were the least trusted of the elected leaders. NGO leaders were found to be more trusted than elected leaders and business leaders, confirming a trend that has been observed globally in the past decade. This research also found that most of the respondents were familiar with the Executive Mayor of Tshwane, but less than half were familiar with their ward councillor and ward committee members. Furthermore, the study found that more people had participated in activities that involved the Executive Mayor than any other elected leader in the past two years.

On the relationship between service delivery and trust levels: the study found that there were very high levels of satisfaction with the delivery of services in the City of Tshwane, however that did not necessary translate to similarly high levels of trust in leaders. The findings indicate that special attention needs to be paid to citizens at the lower income levels as they demonstrate the least amount of satisfaction with services. These citizens by and large reside in the same areas are known for being prone to service delivery protests.

The study also demonstrated that in the City of Tshwane, service delivery, trust, and leadership have positive, symbiotic relationship. When governments are seen to deliver in their promises, the more likely they will be trusted by the owners of power. The key recommendations of the study include: increased engagement of communities by local leaders, skill-based selection of leaders and a stronger focus on communities requiring heightened attention.

DECLARATION

I Mandlenkosi Emmanuel Ndlovu, student number: 716898 hereby declare that TRUST, LEADERSHIP AND SERVICE DELIVERY IN THE CITY OF TSHWANE is my own unaided work. I have followed the required conventions in referencing the thoughts and ideas of others. This dissertation has never been submitted to any other university for the awarding of a similar any other degree.

_____

MANDLENKOSI E. NDLOVU

January 2015

DEDICATION

To my dear wife Londiwe for being my number one supporter and my pillar of strength. This is for you Ndlovukazi.

To Sihle and Apple, for allowing me to be absent in many of your important milestones so I could complete this project, I love you.

ACKNOWLEDGEMENTS

I would like to express my gratitude to the following people for their role in this research project. The Wits School of Governance team starting with Simone Wilson whose behind-the-scenes work was instrumental in making our lives easier at the School, the academic team, in particular Salim Latib, Prof Thomas Mogale, Dr Lynn Hewlett, Prof Anthoni Van Nieuwkerk, Dikgang Motsepe, and Ms Merle Werbeloff. Your classes were incredibly engaging and stimulating, and your guidance has contributed immensely to my academic growth.

I wish to thank my syndicate teammates: Mafusi, Candy, Futhi, Ephraim, and Tebello for your great support over the two academic years. To my informal advisors, Mogale and Darryl, thank you for always being there as sounding boards for my ideas.

Lastly, I would like to acknowledge the role of my supervisor, Dr J. Matshabaphala both in class and over the gruelling research process.

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CHAPTER ONE

INTRODUCTION TO THE STUDY

1.1 INTRODUCTION

A wide range of scholars and practitioners pronouncing on the subject of Leadership agree that trust is a fundamental element in any leader-follower relationship. This report delivers findings from an academic study undertaken to investigate the levels of public trust in elected public leaders in the City of Tshwane.

The City of Tshwane reports high levels of service delivery (City of Tshwane, 2012). Yet despite these reported successes in delivering services, the city still experiences protests attributed to service delivery dissatisfaction. This apparent contradiction makes the city a prime candidate for an investigation into the levels of trust in its elected local leaders.

This research comprises an investigation into the levels of trust in elected local leaders of the City of Tshwane, an examination of the levels of satisfaction with municipal services, and an examination of the levels of trust in direct relation to the resident satisfaction with service delivery. Finally, there is an examination of other factors that may influence levels of trust such as the familiarity of citizens with elected leaders, age of respondents and income group of respondents.

The report consists of six chapters. The first chapter provides an overview of the study and will explore the subject of leader trust in the international context as well as in the South African context. The chapter also provides the objectives, purpose, and significance of the study. In conclusion, the chapter lists the research questions the study seeks to answer, and provides the hypotheses posited by the researcher.

1.2 BACKGROUND TO THE STUDY

> *"Voting is... when we decide on the basis of trust who we are going to give our collective power to and entrust with control over our limited resources* (Madonsela, 2014).

The question of trust in government representatives and institutions has become increasingly prominent as the delivery demands on the international public service increase. According to Cheema and Popovski (2010), a number of surveys undertaken by international agencies and organisations such as the World Economic Forum, the Eurobarometer, the Asia Barometer, and the Latinobarometro have found that there has been a consistent decline in trust in a range of political institutions.

Public trust is considered critical for a democratic government to survive and thrive. At the same time, scholars point out that a certain amount of scepticism can be healthy for democracy when that scepticism is based on realism as opposed to cynicism (Holmberg 1999). Similarly, the Edelman Trust Barometer, an annual survey that gauges levels of trust in Non-Government Organisations (NGOs), business institutions, the media and governments shows that trust in governments is on the decline worldwide (Edelman Berland, 2014).

Horsager and Reid (2014) argues that there are two main reasons for the strengthening or abating of public trust in leaders: the first is the ability to deliver efficiently on the public mandate and the second is the socio-economic position of the affected communities. However, it needs to be considered that even in strong economically powerful democracies, citizens may have trust in government and political systems but still distrust the leaders that operate them.

This is illustrated by the 2014 Edelman results that indicate that public trust in government has contracted consistently, and reduced significantly in the United States, France and Hong Kong (Edelman Berland, 2014). These findings are not

unexpected since studies dating back to the 1960s indicated a decline in public trust in government and political institutions in all of the advanced industrialized democracies (Cheema & Popovski, 2010).

While the literature suggests that the ability to deliver public services efficiently and effectively is a strong determinant of public trust in government, this is not a universal case. A study in New Zealand found that though government performance had improved based on indicators such as economic growth, quality of life, level of security, citizens' trust in the government still declined (Low & Tan, 2008).

While investigating the topic of interpersonal trust in West Africa, Kuenzi (2008) found that there are generally low levels of trust in government institutions and representatives. From his quantitative study of public trust in Nigeria and Ghana, findings suggest that the macro political and economic environments are the key reasons why the levels of interpersonal trust and public trust are low in those countries (Kuenzi, 2008). This study also found that the most important determinant of interpersonal trust in these two countries is trust in political institutions.

1.3 INTERNATIONAL BEST PRACTICE

The Organisation for Economic Cooperation and Development (OECD) "Government at a Glance Report" states that 77 per cent of the citizens of Switzerland trust their government. This was the highest level of trust in the OECD countries (OECD, 2013). Furthermore, trust in the Swedish government rose to 63 per cent in 2012. Though having declined by 2 percentage points, public trust in Norway was still high at 66 per cent. Academics and experts were found to be the most trusted sources of information (67%), followed closely by technical experts (66%) as opposed to government's trust levels, which were found to be well below 50 per cent.

1.4 RESEARCH CONTEXT

Local government is a key component of the governance system in South Africa, and this is mainly because of the nature of its responsibilities and its close proximity to citizens.

Chapter 7, section 152 of the South African constitution states that the objectives of this tier of government are:

(a) To provide democratic and accountable government for local communities;
(b) To ensure the provision of services to communities in a sustainable manner;
(c) To promote social and economic development;
(d) To promote a safe and healthy environment; and
(e) To encourage the involvement of communities and community organisations in the matters of local government (Republic of South Africa, 1996).

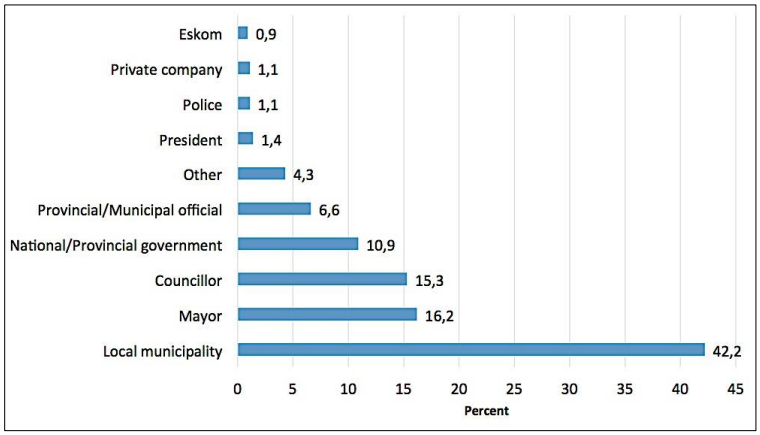
Both citizens and other stakeholders see the delivery of basic and other services at local government level as a crucial measure of government success or failure.

South Africa's development indicators of 2011/12 present a positive picture on government success in its goal to ensure that all South Africans have access to essential services such as water supply, sanitation services and energy supply at a cost which is affordable both to the household and to the country as a whole (National Planning Commission (RSA), 2012). The City of Tshwane's report on customer satisfaction indicates increasing levels of satisfaction with the city's services over time. At the same time, local governments across South Africa are increasingly experiencing more protests, referred to as "service delivery protests" as they are deemed to be directly related to service delivery dissatisfaction.

The increase in these protests could be interpreted as a vote of no confidence in the performance of government. This phenomenon also suggests a disjuncture between the expectations and views of citizens on service delivery and the views of government on its performance.

Alexander, Runciman and Ngwane (2014) suggests that these rising levels of protests are a growing international trend. Their study found that in South Africa, 42 per cent of service delivery protests were directed at local municipality, over 16 percent at a Mayor and over 15 per cent at a Councillor. This points to over 70 per cent of service delivery protests being directed at an elected local leader (Alexander, Runciman, & Ngwane, 2014).

Figure 1: Targets of community protests



Source: Alexander, Runciman & Ngwane, 2014

The Municipal Systems Act No. 32 of 2000 provides the legal framework that governs the operation of local government and articulates the rights and duties of members of the local community in contributing to the decision-making processes of a municipality. A breakdown in trust between leaders in this sphere of government and the community does not bode well for this process for either party.

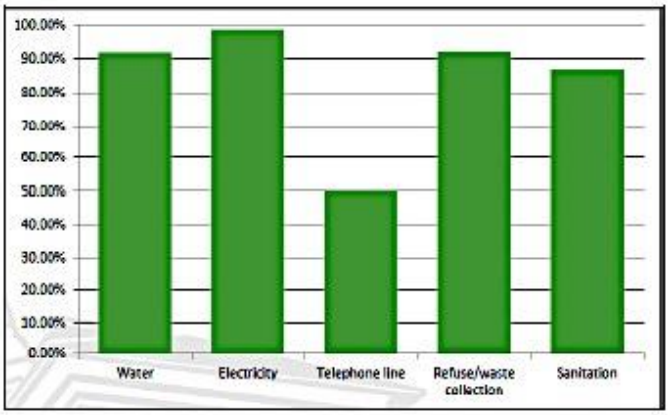
1.5 CITY OF TSHWANE

The City of Tshwane situated in the Gauteng Province is a Category A municipality, otherwise referred to as a Metropolitan municipality. It is the administrative capital city of South Africa. The metropolitan municipalities are generally in a better financial position than the rest of local government. This is due to their ability to generate their own revenues, to borrow on the capital markets, and to attract and retain staff with the appropriate financial management skills (National Planning Commission, 2012).

In 2011 the City of Tshwane became the largest metro by land area in South Africa and third largest in the world, with the integration of the Metsweding District, Nokeng Tsa Taemane local municipality, Kungwini local municipality and the City of Tshwane Municipalities to form a new single metropolitan municipality comprising seven regions, 105 wards and 210 councillors (issuu.com, 2014). According to the 2011 Census data, the city has a population of 2.1 million. The general unemployment rate is 24.2 per cent with youth unemployment at 32.6 per cent in 2011.

According to the City of Tshwane, half of the metropolitan councillors are elected as party representatives and the other half are ward councillors. Ward committees chaired by the ward councillor are normally elected by the community and consist of ten members (City of Tshwane, 2012). The Local Government Municipal Structures Act No 117 of 1998 affords the metropolitan municipalities, exclusive executive and legislative authority to govern their areas. With this legislative authority the city reports high levels of access to basic services with electricity close to 100 per cent, and refuse collection and water provision both above 90 per cent.

Figure 2: Access to basic services in the City of Tshwane



Source: City of Tshwane, 2012

1.6 PROBLEM STATEMENT

The local government sphere has faced a number of service related protests over the past decade. This is often interpreted as a result of dissatisfaction with the delivery of municipal services. Though a large majority of these are street-based protests which at times turn violent, some communities employ different protest tactics that include the withholding of municipal rates payments and refusal to participate in electoral processes.

According to the City of Tshwane's resident satisfaction survey of 2013, access to basic services in the city was high. Over 90 per cent of households had access to electricity, water and refuse removal services (City of Tshwane, 2012). In spite of these successes, 20 per cent of service delivery protests took place in the City of Tshwane in the period where Gauteng yielded the highest protest activity from 2007-2011.

Alexander, Runciman and Ngwane (2014) in their research on service delivery protests in South Africa found that communities identified the poor performance of local leaders as their main source of discontent. In the City of Tshwane this dissatisfaction has led to drastic civil action which at times has resulted in the

destruction of public property associated with government, including municipal offices, clinics, and police stations. A few examples of how service delivery has manifested in the City of Tshwane in the same year as the study include:

- In January 2014, residents in Zithobeni in the Eastern part of the City of Tshwane torched the local municipal offices and a police station in a service delivery protest (SAPA, 2014).
- On the 4th February 2014, protestors in Bronkhorspruit burned down a clinic, a community hall and a library during a service delivery protest (SAPA, 2014).

For communities to reach such a low point that they resolve to take desperate protest action in whatever form suggests a severe breakdown in leader-community relationships and most tellingly, a breakdown in leader-community trust.

A number of studies have established that trust is a key factor in leader-follower relationships and leader performance has a bearing on leader-follower trust. While a number of research studies have been undertaken in South Africa to attempt to understand the source of service delivery dissatisfaction, there is still a knowledge gap in the understanding of the levels of relational trust between leaders and communities, and how these are influenced by service delivery perceptions.

1.7 AIMS AND OBJECTIVES OF THE STUDY

The main aim of this study is to investigate the levels of trust in elected leaders and the relationship between trust and service satisfaction in the City of Tshwane. This aim will be examined through the following objectives:

- To establish the current levels of trust in local leaders responsible for service delivery;

- To establish the difference in the levels of trust in elected leaders, business leaders and leaders in the NGO sector;
- To establish the levels of satisfaction in services provided by the City of Tshwane; and
- To examine the relationship between the satisfaction levels in service delivery and the levels of trust in leaders.

At the broader societal level this study seeks to contribute to an in-depth, evidence-based understanding of the relationship between service delivery and trust in elected leaders. The study will further explore other elements that may have influence on trust at local government level such as community engagement, age and income level.

1.8 PURPOSE STATEMENT

Trust in local government institutions is the strongest predictor of trust in political institutions such as the national government and/or the Presidency (Blind, 2007). The purpose of this research study is to establish levels of trust in the elected leaders of the City of Tshwane, as well as the relationship between trust and service satisfaction in order to contribute evidence-based insight into the value of service delivery on trust in local leadership.

The outcomes of this study will contribute to the understanding of the role trust can play in enhancing leadership at local level, thereby reducing service delivery protests within communities.

1.9 SIGNIFICANCE OF THE STUDY

Low and Tan (2008) state that among the most commonly acknowledged factors affecting citizen trust in government is its ability to deliver public service effectively and efficiently. In support of that view, Cheema and Popovski (2010) state that public trust refers to the citizens' evaluation of the performance of the overall

political system and the regime. These are just two examples of a large number of scholarly views that link government service delivery to public trust. It can be inferred that a study on trust has the potential to make useful findings in the pursuit of solutions to reduce the extent of service delivery protests in the city and the province.

This study examines the relationship between trust and service delivery at local government level, an area that has not received thorough research attention previously. This research project was motivated by the desire to understand beyond the superficial layers the challenges of leadership in the service delivery function of the City of Tshwane. It thus not only seeks to establish the levels of public trust in local elected leaders but also the relationship between levels of public trust and service delivery satisfaction in the City of Tshwane. Lessons from this research will provide a foundation for understanding the apparent disjuncture between actual service delivery and service delivery perceptions in the City of Tshwane.

1.10 RESEARCH QUESTIONS

According to Creswell (2003), researchers use research questions and hypotheses to shape and focus the purpose of the study. The research question becomes the interrogative statement that the researcher seeks to answer. The research questions in this study were based mainly on some of the principles derived from the selected conceptual framework of this study: Servant Leadership. These include the ability of leaders to listen, awareness of follower needs, ability to build consensus and a commitment to the growth of people/followers (Spears & Lawrence, 2004).

For this research study, the research questions were as follows:

- How familiar are the citizens of Tshwane with their elected leaders?
- What are levels of citizen participation in leader activities?

- To what extent are residents of Tshwane satisfied with municipal services provided by the city?
- To what extent do the citizens of the city trust elected public leaders of the City of Tshwane and how do those trust levels compare with leaders in other sectors?
- What is the relationship between the levels of trust in elected public leaders and the satisfaction levels on delivery of services?

1.11 RESEARCH HYPOTHESES

The conception of the research hypotheses for this study was based on current global trends on citizen trust in institutions. The Edelman survey conducted annually to survey trust levels in national governments has consistently indicated that trust in the institution of government is lower than trust in other sectors. Although the Edelman study does not specifically focus on leader trust levels, as it is more concentrated on trust in institutions, it nonetheless provides an important foundation for this study.

In 2014, South Africa was included for the first time in the Edelman Trust Barometer. Trust in government was found to be a very low 17 per cent in South Africa. At the same time, as pointed out by Schuitema (2014), the African National Congress, the governing party in South Africa since 1994, was returned to government with a 62 per cent majority. If it is accepted that elections are on a basis of trust as stated by Madonsela (2014), it can be deduced that trust in the governing party by the broader community is still high. Trust in businesses in South Africa was measured at around 63 per cent. The Edelman survey suggests that trust in business leaders will be higher in comparison with elected leaders.

Hypotheses:

H_1

The citizens of Tshwane have higher levels of trust in the skills and expertise of business leaders than those of elected leaders in Tshwane.

H_2

The citizens of Tshwane have higher levels of trust in the skills and expertise of NGO leaders than those of elected leaders in Tshwane.

H_3

The citizens of Tshwane have higher levels of trust in the sincerity of communication by business leaders than that of the elected leaders in Tshwane.

H_4

The citizens of Tshwane have higher levels of trust in the sincerity of communication by NGO leaders than that of the elected leaders in Tshwane.

H_5

The citizens of Tshwane have higher levels of trust in the decision-making of business leaders than that of elected leaders in Tshwane.

H_6

The citizens of Tshwane have higher levels of trust in the decision-making of NGO leaders than that of elected leaders in Tshwane.

H_7

The citizens of Tshwane generally have higher levels of trust in business leaders than in elected leaders in Tshwane.

H_8

The citizens of Tshwane generally have higher levels of trust in NGO leaders than in elected leaders in Tshwane.

1.12 DELIMITATION AND SCOPE OF THE STUDY

The geographic scope of the study was limited to the City of Tshwane. It sought to study trust levels and service delivery matters related to elected leaders and services of the City of Tshwane.

The elected leaders referred to in this study are limited to the Executive Mayor of the City of Tshwane, Councillor Kgosientsho Ramokgopa (hereafter referred to as the Mayor), and members of the Mayoral Committee in Tshwane, ward councillors and members of ward committees in the areas of residence of the respondents. Business and NGO leaders referred to in this study are based only in the City of Tshwane.

Only responses from respondents who reported residing in the City of Tshwane were considered for analysis. The City of Tshwane estimates the population of the city to be approximately 2.1 million with over 900 000 households (City of Tshwane, 2013). This study's sample was drawn only from the citizens who are active on the online engagement platforms of the City of Tshwane. The Facebook page of the city had over 15 000 followers and the Twitter account had approximately 11 000 followers at the time of the study. The researcher placed a target of 150 respondents as a sample for the study.

1.13 DEFINITION OF TERMS

The following terminology is employed in the study:

Business Leaders

This refers to leaders and business owners of business institutions of any size and in any sector in the City of Tshwane.

Local Public Services Leaders

Local, elected leaders in the context of this study refers to the Mayor of the City of Tshwane, members of the Mayoral Committee, ward councillors, and leaders of the Ward Committees.

Members of Mayoral Committee (MMCs)

The Mayoral Committee is a group of council members appointed by the city Mayor as the local government cabinet.

Non-Government Organisation (NGO) Leaders

This refers to leaders of civil society organisations, including civic organisations, faith-based organisations, and social development organisations functioning independently from government.

Ward committee

A ward-based committee formed to represent the interests of the ward community in the local government system. They act as a channel of communication between the community and municipality.

Ward councillor

A ward councillor is representative of constituents at ward level deployed by the political party that won the right to govern the ward in the local government election. They represent the interests of the constituents in the municipality.

1.14 DESCRIPTION OF CHAPTERS

This research report is structured into six chapters and organised as follows:

Chapter 1: Overview of the Study

This chapter provides the background, context, objectives, and research questions that form the basis of the study. It also provides the hypotheses advanced by this study.

Chapter 2: Literature Review

This chapter outlines the literature in leadership and trust that underpins the study into the levels of public trust in the elected leaders of the City of Tshwane.

Chapter 3: Research Methodology

This chapter describes the research methodology approaches applied in conducting research into the levels of trust in the elected leaders of the City of Tshwane. It describes in detail the research strategy, sampling strategy, data collection and analysis strategies applied in this study.

Chapter 4: Results and Findings

This chapter provides the results of the study, analyses the findings and provides results of the hypotheses tests.

Chapter 5: Interpretation and Analysis

The chapter provides an in-depth analysis and interpretation of the study findings with a focus on the key research questions. This includes an interpretation of the hypotheses test results.

Chapter 6: Conclusion and Recommendations

This chapter provides conclusions of the study as well as recommendations based on the findings from the study and applies the conceptual framework in its conclusion.

1.15 CONCLUSION

The study into the public trust levels in elected leaders has the potential to bring about an improved understanding of the intricacies and challenges of leadership in local government. The delivery of services such as water, sanitation, roads, waste removal and electricity are primarily the focus of service delivery and these

services form the principal enablers for economic activity (Bureau of Market Research-UNISA, 2013).

Local government in South Africa has experienced serious challenges over the past decade relating to dissatisfaction with services. The City of Tshwane has not been an exception despite its reported service delivery successes. An improved relationship between citizens and leaders can only be achieved with the strengthening of trust levels, thus understanding the levels of trust is the first important step towards participative leadership.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter outlines the conceptual framework that underpins the study into trust, service delivery and leadership in the City of Tshwane. The concept of leadership is thoroughly examined, followed by the exploration of the relationship between trust and leadership. The chapter traces the evolution of leadership theories and the growing essence of trust in leadership. The chapter proposes a conceptual framework most suitable in addressing trust and leadership at local government level with the focus on the City of Tshwane.

2.2 PURPOSE OF THE LITERATURE REVIEW

The purpose of this literature review is to survey classic and modern literature on leadership and follower trust. The literature review will serve as the foundation and framework for the study into the levels of public trust in elected leaders in the City of Tshwane Municipality in Gauteng, South Africa. The research study will also investigate the relationship between the levels of satisfaction with services and the levels of trust in the leaders tasked with leading the delivery of these services.

This literature review analyses existing current research into the relationship between trust and leadership, and comprehensively explores the evolution of some of the most significant leadership theories and models. To this end, it assesses the applicability of the trait theories of leadership, the situation theories of leadership, the behavioural leadership theories of leadership as well as the servant leadership theories.

This literature review attempts to establish whether and how these theories and models explore and apply leader-follower trust as a key feature for effective

leadership. It also seeks to explore whether the theories in question are applicable to leadership and trust in the City of Tshwane. It further proposes, from the surveyed theories, a conceptual framework most appropriate for addressing challenges of trust and leadership in the Metro. Lastly, the review will attempt to identify literature gaps in the studies of leadership, and propose further areas of inquiry.

2.3 SIGNIFICANCE OF THE LITERATURE REVIEW

Reviewing literature is a fundamental feature of academic research as it provides an outlook on existing knowledge and views gathered from previous studies in the chosen research area. It also helps in identifying research gaps in the chosen research area. Furthermore, the review of literature provides a framework for establishing the importance of a study and it serves a benchmark for comparing results with other findings in a research area (Creswell, 2003).

Boote and Beile (2005) describes literature review as a process that goes beyond the mere search for information but also includes the identification and articulation of relationships between the literature and the field of research selected by the researcher. In fulfilling that purpose, the literature review helps justify the research, establish where the research fits into the body of knowledge, allows the researcher to learn from previous theory on the subject and illustrates how the subject has been studied previously.

2.4 DEFINITION OF LEADERSHIP

Leadership is a living concept with a number of facets; therefore, it is continually evolving with the development of groups, their environments, and their needs. Peretomode (2012) describes leadership as a dynamic, fluid and complex concept, and submits this as a reason why, in spite of the popularity of the subject, there is yet to emerge a universally accepted definition.

Over the past century, many scholars have studied leadership and defined it in a number of different ways. While the various definitions all have specific areas of emphasis, the most common threads in defining leadership are influence, power, vision, and the relationship between those who lead and those who follow.

Bass (2000) expands the definition of leadership to encompass context and situations as well as the role of other stakeholders in leadership. Bass (2000) defines leadership as collaboration between two or more members of a group that involves a structuring or restructuring of the situation and the perceptions and expectations of members. He argues that leadership occurs when one group member modifies the motivation or competencies of others in the group. According to Bass, any member of a group can exhibit some degree of leadership (Bass, 2000). Bass's definition acknowledges some important aspects in the application of leadership, particularly in relation to modern democracies, mainly the issue of follower perceptions and expectations as well the role of context in leadership.

Winston and Patterson (2006) describes a leader as one or more people who selects, influences one or more follower(s) who have diverse abilities, and skills and focuses the follower(s) to the organization's mission and objectives causing the follower(s) to willingly and enthusiastically expend spiritual, emotional, and physical energy in a concerted coordinated effort to achieve the organizational mission and objectives. Though this definition is constructed from an organisational point of view, it can be also be applied in public leadership as a process where the leaders influences followers with diverse needs and expectations and goals towards the achievement of those by harnessing the skills and abilities of those tasked with the delivery of those requirements.

Further definitions of leadership seek not only to provide for the importance of traits and context in leadership, but also to elevate the role of followers in leadership and the recognition of the importance of capability. According to Kouzes and Posner (2002), the leadership challenge is about the practices that leaders use to convert values into

actions, visions into realities, obstacles into innovations, separateness into solidarity and risks into rewards (Kouzes & Posner, 2002). In the latter, explorations of the meaning of leadership and the concept of vision has also strongly featured. Leadership is about vision, direction and movement. Effective leaders provide followers with destinations to which they aspire and they work with their followers to reach them (Patterson, 2014).

The latter definitions seek to position the concept of leadership as less of a power relationship over followers by leaders, and more of a co-operative relationship towards a common goal. Leaders inspire followers to work toward desirable destinations. They emphasise the co-operation between leaders and followers towards common goals. These positions on leadership introduce the concept of dynamism in leadership, positioning it as a developing process rather than a static exercise.

Helmsa (2014) suggests succinctly that leadership needs purpose, and that the activity of rallying others is not a goal of leadership in itself. In the context of elected political leadership explored by this study, the most fitting definition of leadership is one advanced by Yukl (2006), who describes leadership as the process that requires the establishment of consensus on an identified objective. He explains it as a process that requires the influencing of others towards understanding and agreement about what needs to be done and how it needs to be done, and the process of facilitating individual and collective efforts to achieve shared objectives.

This definition of leadership is the one adopted by this research as it recognises the responsibility of both leaders and followers in working as a collective towards a shared vision. This view acknowledges the power of followers, who for the purposes of this paper are the public. In this case, they are not simply powerless followers but are shareholders in the political system. They hold the power to determine their vision and to direct leadership towards that vision. A functional and effective relationship between leaders and followers, capable of achieving mutual

goals, requires trust.

2.5 RELATIONSHIP BETWEEN LEADERSHIP AND TRUST

Trust is a cornerstone of leadership from the onset when one is bestowed with the role of leading, where it is established that he or she is trusted to a sufficient degree to represent the aspirations of the followers or the owners of power. Nooteboom (2007) describes trust as both a result and a precursor of interactions and relationships. According to Nooteboom, trust is formed on a basis of relational experience and accordingly generates much required social capital necessary for effective leadership. Trust may be based on institutions but it may also be built from relationships (Nooteboom, 2007).

Rubin, Bommer and Bachrach (2010) identifies two forms of trust: cognitive and affective. They explain that in the development of cognitive trust, perceptions of competence and responsibility are central elements (Rubin, Bommer, & Bachrach, 2010). This form of trust is thus relevant in the delivery of public goods as it is important for citizens to believe and trust that the chosen leader is capable of delivering on his or her mandate.

This is important in the context of delivering public goods within limited resources, as competence is an invaluable requirement. Furthermore, Dirks and Ferrin (2002) assert that there are strong links between trust and satisfaction with leaders and belief in information provided by the leaders.

However, trust is not permanent, and studies commonly suggest that perceived failure to deliver on a leadership mandate erodes trust. Hakkinen (2012) found that maintaining follower trust in a leader not only requires integrity, ability and competence but is also strengthened by the organization’s success and the leader’s ability to deliver results (Hakkinen, 2012). Hakkinen cites Dirks & Ferrin (2002) who explain that trust is a process with a progressive dimension over a period of time; it consists of a person’s trustworthy behaviour toward another, and

during the time-frame, based on experience, it can either grow and strengthen or lessen and weaken.

Cheema and Popovski (2010) cites Clark (2008) who states that the provision and delivery of services such as water, sanitation, healthcare, and education are essential to inspire confidence and trust in government because these services affect citizens directly and in most cases immediately.

Cheema and Popovski (2010) states that citizens have goodwill trust when leaders and organizations demonstrate responsiveness to their needs. Citizens have competency trust when leaders demonstrate capabilities of fulfilling their mandates and responsibilities. This is linked with performance trust, which is cultivated by confidence in the overall productivity, output, and outcomes of the leader or institution (Cheema & Popovski, 2010).

These studies link public trust directly to the success or lack of success of the government leaders and/or institutions in delivering according to the expectations of the public.

Cheema and Popovski (2010) expands public trust to incorporate a number of components and defines it as:

> The basic consensus among members of a society on collective values, priorities, and differences and on the implicit acceptance of the society in which they live. It also refers to citizens' expectations of the type of government that they should have, how government should operate and interact with other social and economic institutions and citizenry, and the behaviour of political leaders, civil servants, and citizens (Cheema & Popovski, 2010, p. 4).

The loss of trust in leaders is not ideal for either the leaders or the owners of power or followers. The key driver of the erosion of trust between leaders and those being led is perceived failure in the leadership mandate.

This suggests potential for a vicious cycle of poor leadership performance, leading

to loss of trust and that resultant loss of trust inhibiting leadership performance. Another key factor in the erosion of trust is lack of transparency (Horsager & Reid, Trust Trends, 2014); leaders perceived to be non-transparent may also lose the confidence and trust of followers.

The delivery on the leadership mandate is paramount to the cultivation of trust Hakkinen (2012) states that trust is very vital to the leadership process and that in the process of trust; the roots of individuals' experiences with disappointments and positive feelings cannot be underestimated.

The close connection between leadership and trust cannot be disputed. For leaders to earn the privilege of leading they must be trusted, and for them to maintain trust they must continually deliver on their leadership mandate. Leaders, in particular those at grassroots level, have to establish political capital of which trust is a major ingredient.

From the above, it can be deduced that leader performance is of vital importance in the development of public trust and that public trust is an important currency in the quest to deliver effective leadership in political office. Public trust is earned over time and consolidated by the performance of the leader. Failure to perform to the expectations of the constituents of the leader erodes trust, while the erosion of trust curbs the ability of the leaders to achieve more.

For modern democratic local governments to succeed, a close bond between leaders and followers is required. This is mainly due to the proximity of this level of government to the community. This bond can only be strong if there is the requisite trust as in all types of relationship. Kjaer (2013) underscores this point by stating that local political leadership is the art of circulating political facilitative leadership, forming partnerships with other actors and making them stronger in the process by tilting the balance between the use of 'power over' and 'power to' capital. Trust is thus an important feature in leadership and more so in local government leadership.

2.6 APPLICATION OF LEADERSHIP THEORIES TO MODERN PUBLIC LEADERSHIP

2.6.1 Trait Theories of Leadership

The theories of leadership have evolved significantly over many centuries. The foremost modern theories of leadership evolved from the “Great Man” theories pioneered by Thomas Carlyle in 1849, whose theoretical basis was the view that leaders are exceptional people, born with innate qualities to lead and destined to lead (Bolden, Gosling, Marturano, & Dennison, 2003). According to Colbert, Judge, & Choi, (2012), reviews of the trait theory and the search for the traits of effective leaders dominated leadership research during the first half of the twentieth century. The results of these studies were often inconsistent.

Bolden *et al* (2003) state that the use of the term “man” was intentional since until the latter part of the twentieth century leadership was thought of as a concept which is primarily male, military and Western Carlyle held a view that extraordinary leadership had shaped history and that these historical leaders had been born to lead. This theoretical base was developed further by Sir Francis Galton who said that leadership traits were unique to extraordinary individuals and could not be developed (Simpson, 2012). The trait approach attempts to identify the desired characteristics of leaders. Hollander traces this approach to the 1869 book “Hereditary Genius” by Sir Francis Galton. There was further work on the trait approach done by Ralph Stogdill, who analysed more than 124 trait studies conducted between 1904 and 1947 (Northouse, 2007). Stogdill’s survey identified a group of important leadership traits that were related to how individuals in various groups became leaders. His results showed that the average individual in the leadership role is different from an average group member with regard to the following eight traits: intelligence, alertness, insight, responsibility, initiative, persistence, self-confidence, and sociability (Northouse, 2007). Stogdill further argued that the traits that leaders possess must be relevant to situations in which the leader is functioning and that leaders in one situation may not necessarily be

leaders in another situation (Northouse, 2007). This was an important reflection and forms the bridge between trait theories and situational theories of leadership discussed later in this review.

Despite the age and wide criticism of the trait theories, they cannot be summarily dismissed. In democracies where followers elect leaders, follower perceptions on traits have a robust impact on voting decisions. Nichols and Cottrell (2014) states that individuals want leaders whom they perceive to be trustworthy and intelligent. More importantly, they further state that followers have different trait requirements depending on the leader role, desiring interpersonal traits more in low-level leaders than in high-level leaders and dominant traits more in high-level leaders than in low-level leaders (Nichols & Cottrell, 2014).

In the case of public service leadership, there is little doubt that positive leadership traits identified by Stogdill are of high importance and are highly desirable. Self-confidence and sociability could be an important factor in getting officials elected into public office. Initiative and persistence result in these leaders being noticed and standing above their peers. A recent genetics study by De Neve, Slava, Dawes, Christakis, & Fowler, (2013) on the possibility of partially innate predisposition to occupy a leadership role, they found that leadership role occupancy is associated with a genotype called rs4950, a single nucleotide polymorphism residing on a neuronal acetylcholine receptor gene (CHRNB3). According to the researchers, their results suggest that a combination of genetic and environmental factors may determine whether an individual can occupy positions of leadership, meaning that some people may indeed be born to lead.

However, the identified leadership traits can form part of a foundation of a leader but do not necessarily define an effective leader. It is the way these traits are used by the leader that matters. Traits can also be a negative factor in leadership. (Kant, Skogstad, Torbjorn, & Eirnarsen (2013) investigated trait anger and trait anxiety as antecedents of petty tyranny in leadership. Their findings determined that leader trait anger may push leader behaviour over the line of reason thereby

resulting in unjustified behaviour and that trait anger contributes to petty tyranny and aggressive and unwarranted dominant behaviour.

Another significant weakness of the trait theories is failure to take into account the environmental factors that influence choice of leadership, application of leadership and performance of leadership. Although some traits may be useful and desired across several leadership positions, the specific context surrounding a leadership role often dictates what traits are necessary for success in a particular role (Nichols & Cottrell, 2014).

The environment in which a leader functions, the nature of the problem requiring leadership as well the nature of the followers are as important as the leadership traits themselves. Beyond these, leadership behaviour is also as important as the leader's innate ability to lead. It cannot be argued that the world's most detested leaders such as Adolf Hitler were devoid of intelligence, initiative and persistence among other qualities but it can be argued that it is their behaviour that brought them notoriety. As suggested by Goodwin, Whittington, Murray & Nichols (2011), leadership development should have more than one dimension, and while many organisational leaders spend significant time and money learning how to enhance their leadership styles, those efforts must be coupled with behaviours that create high levels of trust with their followers to ensure the most positive results.

The trait theories bring important elements to the discussion of leadership at local government level; however they are one-dimensional and exclude the role of the followers, and as a result they overlook the important aspects of leader-follower relationship and consequently trust. There can be no leadership without followership (Helmsa, 2014). Therefore the importance of the power held by followers can never be underestimated. As stated by Oc and Bashshur (2013), leaders are a key group of actors in organisational or societal systems, but followers have an influence on the way leaders lead them and they can affect leader behaviours through influence tactics drawing on their different sources of

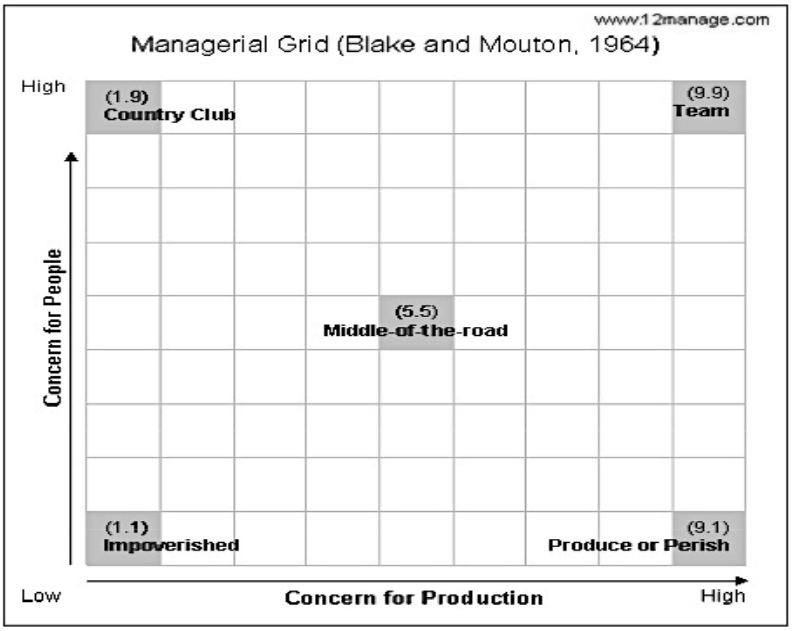
power. This theory is thus inadequate in addressing trust and leadership in the City of Tshwane.

2.6.2 The Behaviourist Theories of Leadership

The behaviourist theories of the 1940s and 1950s focused their attention on how leaders behave in leadership situations instead of only the qualities they innately possess (Bolden *et al*., 2003). The behaviourist approach suggests that requisite leadership competency could be developed through learning. This is a sharp deviation from the trait theories. Further development of the behavioural theories saw an emergence of leadership models analysing the most effective leadership behaviours. Prominent among these is the Robert Blake and Jane Mouton Management Grid Model developed in 1964. The Blake and Mouton theory is based on a two-dimensional grid comprised of concern for people and concern for task (Thrash, 2012).

The model submits that a leader either has a strong concern for production or alternatively a strong concern for people. The levels of concern are rated from lowest (1) to highest (9). This leadership model identifies five kinds of leadership behaviours based on their levels of concern for the two dimensions (Simpson, 2012).

Figure 3: The Blake and Mouton Managerial Grid



Source: 12Manage.com, 2015

The leadership grid firstly posits the Country Club Management style (1.9), a leadership style where leaders show low concern for production (1) and high concern for people and their needs (9) (Simpson, 2012). Hunter *et al.,* (2013) suggests that organisations that emphasise this style of management might consider selecting individuals for managerial positions based on their level of care and concern for others (Hunter , Neubert, Perry, Witt, Penney, & Weinberger, 2013).

The second leadership style in the grid is Authority Obedience (9.1), where leaders focus mainly on production (9) and have very little concern for people (1). The authoritarian manager concentrates on increasing production through control and domination of his or her subordinates (Thrash, 2012). This assumes that the result would be an increase in production; however, a low concern for people is bound to result in unhappy followers. Hunter *et al.* (2013) underlines this point when exploring leadership and follower perceptions and argues that when leaders express negative emotions, followers are more likely to question the sincerity

behind the leaders' intentions and may consider them to be harbouring ulterior motives (Hunter , Neubert, Perry, Witt, Penney, & Weinberger, 2013). A situation of this nature would not augur well for the leader-follower relationship, production and consequently trust.

In the Impoverished management style of leadership (1.1), managers show little concern for production (1) and for people (1). This is posited as the least desirable of the management or leadership styles (Simpson, 2012). It can also be construed that this position leads to poor productivity leading to the erosion of trust from the followers and the owners of the bestowed power. Middle of the road leadership (5.5) focuses on leaders who try to balance the needs of people and the production requirements; this style of leadership and management is seen as a producer of unsatisfactory results on both sides of the scale.

The fourth position in the grid is Team management (9.9), described as most desirable; leaders have high focus on people, relationships and production (Simpson, 2012). Grid theory asserts that the most effective leaders adopt a 9.9 style of leadership, showing both a high concern for people and a high concern for results (Nikezic, Stojkovic, Djurovic, & Djordjevic, 2013).

According to Killian (2007), research supports the Grid theory's assertion that 9-9 leadership is always effective; however, this impact is not always high and there are some specific instances where other leadership styles are more effective.

This model is an advancement on the trait theories as it brings both the leader behavioural dimension as well as purpose (productivity) to the fore. In doing so, it confirms the assertion by Helmsa (2014) that leadership requires purpose. The theory's strength is in its recognition of the importance of the delivery of a mandate (production), an especially important element in the public service. The model does not, however, suitably address other challenges in the modern public service and seems to assume that leaders can easily be fixed into five categories. In doing so, the model does not make room for flexibility based on context,

resources, type of mandate or even the type of follower.
Nikezic *et al*. (2013) observes that Hersey, Blanchard and Johnson (2001) criticised approaches of leadership and management that are not based on practice, pointing out that leadership studies that focus on two theoretical concepts, task and interpersonal relationship, were difficult to apply in practice (Nikezic, Stojkovic, Djurovic, & Djordjevic, 2013).

This is the case with the model under discussion. Its leadership view only focuses on leading workers, portrayed generally as non-independent thinkers and fully dependent on being led. The followers are treated as the passive recipients of leader influence and leadership outcomes (Oc & Bashshur, 2013). The model is set in a production setting and thus focuses on supervisory roles rather than broad leadership. It can be argued that occupying a supervisory position in a workplace does not make a person a leader (Redeker, de Vries, Rouckhout, Vermeren, & de Fruyt, 2014) and therefore supervising is merely a task and not leadership.

The model's leader-centric narrow setting assumes that leadership is only about delivering production results from followers and ignores the fact that many leaders are tasked with delivering results for or on behalf of their followers, as is the case with the public service. It disregards the fact that leadership can also be about leading those who own the leadership power bestowed on the leaders, such as a corporate board and citizens.

There is a growing body of research that presents a continuum from passive to proactive followership (Oc & Bashshur, 2013). It suggests that there is an increase in proactive followers, who actively become a part of decision-making and challenge leader decisions or behaviours. These followers thus have more influence on leaders than passive or active followers (Oc & Bashshur, 2013). It also assumes that leader and follower behaviours remain fixed in all types of situations, a notion that cannot hold true for the modern public service or even the private sector. It is well documented that followers who feel poorly treated can revolt and bring production to a halt. Though this model brought immense value in

analysing behaviours and productivity in the leadership discourse, it cannot appropriately address the issues of leadership and trust in the public service, as it is merely a limited take on supervision styles in a workplace or production setting.

2.6.3 The Situation Theories of Leadership

Contingency-situational theories were developed in support of the view that the style to be used in leadership is contingent upon factors such as the prevailing situation, the people, the task, the organisation, and other environmental variables. The theories put forth a principle that suggests that a leader must be the right leader for the particular situation. The situational theories also support Stogdill's view stated earlier that leaders in one situation may not necessarily be leaders in other situations (Northouse, 2007).

The situational leadership theories brought a facet that incorporates context and situation-based decision-making by bringing to prominence the principle that behaviour is determined and influenced by the peculiar characteristics of each situation and leadership is no different. Situational leadership theories highlight the importance of context in deciding the right leadership approach in any given situation.

Unlike the Blake and Mouton model, these theories propose flexibility in leadership decision-making and flexibility in choice of leadership based on each peculiar situation. This view is supported by Bolden, who states that most researchers today conclude that no one leadership style is right for every leader under all circumstances (Bolden, 2004).

When exploring local leadership in Nigeria, Lamidi and Adeyeye (2013) describes leadership as situational, based on the Stodgill notion that persons who are leaders in one situation may not necessarily be leaders in other situations, and argue that a leader of a group is the category of person which the particular group in that current predicament requires.

However, situational leadership can also be about the same leader providing leadership in different situations. Leaders can make decisions that are suitable for a particular situation instead of attaching leadership labels such as “authoritarian” or “laissez faire”. Leaders study the situation and make appropriate decisions based on the objectives, mandate, and context of that particular time.

In his autobiography, “Long Walk to Freedom”, Nelson Mandela gives accounts of two sharply contrasting decisions that he had to make, based on the then situational factors. In June 1961 he argued for the formation of the African National Congress (ANC) armed wing of *Umkhonto weSizwe*, against the views of many other senior leaders. He said:

> If the government’s reaction is to crush by naked force our non-violent struggle, we will have to reconsider our tactics, in my mind we are closing the chapter on the question of this non-violent policy (of the ANC) (Mandela, 1994, p. 164).

In April 1993, South Africa was thought to be on the brink of a civil war after the assassination of Chris Hani, Secretary General of the South African Communist Party. Mandela, not yet President of the Republic, addressed the nation:

> Tonight I am reaching out to every South African, black and white, from the very depths of my being. A white man full of prejudice and hate came to our country and committed a deed so foul that our country now teeters on the brink of disaster. A white woman of Afrikaner origin risked her life, so we may know and bring to justice this assassin. Now is the time for all South Africans to stand together against those from any quarter, who wish to destroy what Chris Hani gave his life for - the freedom for all of us (Mandela, 1994, p. 375).

These two situations and the very different leadership actions by Mandela

demonstrate that leaders can assess the merits of a situation before deciding on a pathway. This also demonstrates that leaders cannot necessarily be categorised into particular categories based on a type of decision they make at a particular point in time as suggested by other theories and models, such as the Blake and Mouton's grid.

2.6.4 Fielder's Contingency Theory

One of the most cited situational theories is Contingency Theory put forward by Fred Fielder, which states that the relationship between leadership style and leader effectiveness was based on whether or not the leader's style matched the leadership context (Oc & Bashshur, 2013). He further isolated the leader–member relations, which is the extent to which followers trust, respect, and have confidence in their leaders as a key foundation for leadership success (Oc & Bashshur, 2013)

Fielder identified two types of leadership styles namely task–oriented and relationship-oriented (Peretomode, 2012). Fielder stated that the two styles are relatively inflexible and no one style is appropriate for every situation but that both types of leaders can be effective, each given the right situation (Peretomode, 2012). Fielder proposed that in order for organizations to achieve their goals, it is easier to change the leaders than have the leaders change their style (Thrash, 2012).

This theory suggests that leaders should consider contextual factors before deciding on the best people-task mix for any situation (Killian, 2007), and that leaders should be matched to specific situations that suit their most dominant style. Using the same philosophy, this theory suggests that in the public service, leaders should be deployed for assignments they are most suited for.

Fielder also identified situational elements that include leader-member relationships, a factor not addressed comprehensively by previous theories

explored earlier in this literature. In the public sector, the election of leaders presupposes a generally good relationship between the leaders and the holders of power, the citizens. This theory also addressed the leader's own position of power, and argued that the more power the leader had, the more favourable the leadership situation (Killian, 2007). This can be the case in situations where power is required to fulfil a leadership mandate. However, it can also be argued that unbridled power can be a precursor to corruption, particularly in the public service.

This theory also identifies the types of leaders, whether task-oriented or relationship-oriented. This is a particularly important component of this theory since elected leaders in the public service require votes and the backing of the public; they are more likely to be relationship-oriented, which suggests, according to this theory, that they would likely have poor task fulfilment orientation. Task-oriented leaders who are much needed in the public service may not possess the requisite relationship skills that may lead them to succeed in acquiring votes to get them elected to public office.

This may also explain the dilemma of leadership and trust at the local leadership level. Northouse (2007) identifies three strengths of this theory, firstly that it has empirical support since many researchers have tested it and found to be valid; secondly, it has broadened the understanding of leadership from a focus on a single, best type of leadership to emphasising the importance of a leader's style and the demands of different situations; and thirdly, that is predictive as it provides relevant information regarding the type of leadership that is most likely to be effective in particular contexts (Northouse, 2007).

This theory is robust in addressing situational decision-making and can be broadly applied to local government. Local government poses many situational challenges for leaders. The City of Tshwane, like many other areas in South Africa, is home to citizens with diverse needs. A number of areas would still require basic services such as water and sanitation; others would be more concerned with the quality of roads, libraries, and other needs. These communities may also have different

ways of engaging leaders and influencing the type of relationship they share and by consequence, trust. The follower needs would require the same leader to deliver on different mandates. That means leaders would be required to shift their leadership between differing situations in order to deliver on their mandates. As posited by this theory, the same leader may not be adequate for two very different situations. This could explain the service delivery challenges in local government.

As its strength, this theory is detailed in addressing relationships between followers and leaders. It comes close to providing a plausible answer to the question of poor performance of elected leaders when it posits the task versus relationship-leadership orientation. It cannot, however, be blindly accepted that leaders with high task orientation will always perform poorly socially, and neither is the reverse absolute. The theory's limitation is in its focus on what can be termed "a defining moment" where leaders have to make major course-altering decisions.

The practical reality, however, is that a local leader's life is full of what can been described as mostly mundane tasks. Ensuring delivery of water, street lighting and sanitation are not necessarily "defining moments of global proportions" requiring big decisions such as those described by Nelson Mandela, However, these decisions also require the leader's absolute commitment, ability and competence. Achieving these tasks, despite their perceived low level of significance, builds trust between the leader and the followers. This theory is an excellent take on modern leadership but falls short of addressing challenges at local government level. This is mainly because of the fact that it does not adequately acknowledge follower power.

As with previous theories, it too suggests that it is just the leaders and only leaders are responsible for achieving mandates. In the public service, citizens are major stakeholders in the exercise of leadership as they own the power of leadership. They provide legitimacy in leadership. It can be described that they "lend" their power to the leaders. It is therefore important that the leadership theories should be strong and explicit on a shared vision between leaders and

followers. This one is not. This drawback makes the theory weak on the question of trust and thus unsuitable as a theoretical framework in this study.

2.7 CONCEPTUAL FRAMEWORK – SERVANT LEADERSHIP THEORY

Servant leadership stresses personal integrity and serving others, including employees, customers and communities. These leaders set aside self-interest for the betterment of their followers (Chinomona, 2013). Robert Kiefner Greenleaf first proposed the Servant Leadership theory in 1970. This theory is most applicable to the public service due to its focus on the ideal of service to people. Van Dierendonck, Daan, Boersma, de Windt, & Alkema, (2014) point out that organisations that emphasise need satisfaction (such as local government) may choose servant leadership as their preferred leadership style for managers.

Northouse (2007) defines servant leadership as an approach to leadership that has strong self-sacrificing and ethical overtones that asks of and requires leaders to be attentive to the needs of their followers and empathise with them. Northouse further explains that leaders should take care of followers by making sure they become healthier, wiser, freer and more autonomous, so that they too can become servant leaders.

Greenleaf (1996, p. 19) crisply explains his view on leadership:

> The servant leader is servant first… It begins with the natural feeling that one wants to serve, to serve first. Then a conscious choice brings one to aspire to lead. The difference manifests itself in the care taken by the servant - first to make sure that other people's priority needs are being served. The best test and the most difficult to administer, is: do those served grow as persons? Do they, while being served, become healthier, wiser, freer, more autonomous, more likely themselves to become servants?

Servant leadership recognizes the importance of the leader-follower relationship in the leadership context. This is particularly important in the context of the public service where the leadership relationship is dynamic and susceptible to many other environmental influences. Many relationships among the elements of public leadership are bilateral and simultaneous rather than unilateral and sequential (Vogel & Masal, 2014).

2.7.1 Applying Servant-Leadership Model/Theory in Local Government Leadership

Spears and Lawrence (2004) discerns the following characteristics of a servant leader from Greenleaf's writings. The effective political leader understands the importance of the supporters in the leadership equation (Kjaer, 2013). The ability to listen is important in servant leadership; the servant-leader must seek to identify the will of a group and help clarify it (Spears & Lawrence, 2004).

The most successful servant-leaders are those who have become skilled empathetic listeners (Spears & Lawrence, 2004). These qualities have a positive influence on leader-follower trust. Rubin, Bommer, & Bachrach, (2010) asserts that followers who perceive their leader to feel concern for their welfare and value relationships are likely to have stronger feelings of affective trust.

The servant-leader seeks to convince, rather than coerce compliance. According to Spears, this particular element offers one of the clearest distinctions between the traditional authoritarian model and that of servant-leadership (Spears & Lawrence, 2004). The servant-leader is effective at building consensus (Spears & Lawrence, 2004). This allows for better management of follower expectations, and minimizes risk of relationship breakdown.

The servant-leader has conceptualisation skills that look beyond day-to-day realities and can see the bigger picture (Spears & Lawrence, 2004). This view is supported by Cheema and Popovski (2010) who asserts that trust in government

is enhanced where leaders have a vision of the future and the ability to take action to bring about change through decisiveness, persuasion and coalition building.

A servant-leader must have foresight, a quality that can enable him or her to anticipate the future using the lessons from the past as well as the realities of the present (Spears & Lawrence, 2004). Commitment to the growth of people is a key quality of servant-leaders; they believe that people have an intrinsic value beyond their tangible contributions. As such, the servant-leader is deeply committed to the growth of each individual within his or her institution (Spears & Lawrence, 2004). Servant-leaders empower followers, helping them to grow and succeed by providing opportunities to improve their skills (Hunter , Neubert, Perry, Witt, Penney, & Weinberger, 2013). A commitment to the growth of people is a precursor to shared leadership. Shared leadership requires higher-level systems of group interaction and negotiation of shared understanding (O'Connell, 2014).

The delivery of public goods in resource-constrained municipalities requires shared leadership by those in positions of power as well as the beneficiary communities. Servant leadership facilitates an environment of shared leadership and responsibility. O'Connell (2014) emphasises the importance of collective leadership by stating that the direction, alignment and commitment to outcomes is an example of a culturally superior leadership process. This type of leadership focuses on collective goals, collective organisation of work, use of common knowledge, and sacrifice of self-interest and beliefs (O'Connell, 2014).

Servant-leaders are the most suitable for the public service as they are likely to be highly motivated by the prospect of improving the lives of their followers. This is particularly important in the context of local leadership where there is close proximity between the leaders and the followers. Supporting this view is Van Dierendonck *et al.* (2014) who argues that in terms of psychological or social distance, followers who are psychologically (or socially) more proximate to the leaders are more likely to build rapport and have a higher quality relationship with the leader (van Dierendonck, Daan, Boersma, de Windt, & Alkema, 2014).

Engaged followers can help share the responsibility for the improvement of their lives. The servant-leader is a community builder. According to Spears, the leader senses that much has been lost in recent human history because of the shift from local communities to large institutions as the primary shaper of human lives. This awareness causes the servant-leader to seek to identify some means for building community among those who work within a given institution (Spears & Lawrence, 2004).

In the context of South Africa, the servant-leader also needs to recognise the importance of rebuilding the communities with regard to the social, educational and service backlogs resulting from the apartheid policies of the past.

The servant leadership theory is the closest fit to the public service model and the principles of *Batho Pele* (People First) in South Africa's public service. In South Africa's difficult public goods delivery environment, servant-leadership is necessary as it encourages leaders to behave ethically, follow through on promises made to followers and to demonstrate conceptual skills, such as balancing daily work with future vision (Hunter , Neubert, Perry, Witt, Penney, & Weinberger, 2013).

The workforce and elected leaders can apply it as a philosophy and belief in their service to the public. The limitation of the theory lies in its minimal focus on technical capability. Unlike Blake and Mouton, as well as Fielder, whose theories emphasise task and relationships, this theory seems to focus mostly on relationship building. In the modern public service, leaders are required to be much more than benevolent. They must be able to deliver on tasks as required by followers. However, in the public service this is countered by the fact that technical experts in areas of delivery are often in place and leaders mainly play a political oversight role. The theory does, however, have the strongest focus on service as well as trust. The determination to serve strengthens the prospects of service delivery and as an outcome also strengthens the prospects of trust between

leaders and followers, in this case the owners of leadership power, the citizens.

The Greenleaf Foundation advocates for the application of this theory in deepening the role of community leadership. The cumulative importance of servant-leadership on organizations' performance in South Africa cannot be over-emphasized (Chinomona, 2013). The application of the servant-leader philosophy in local government can help develop trust, reduce a focus on self and reinvent public service into genuine service through attitude and action. Leaders who devote themselves to delivering are most likely to be trusted by followers, and thereby most likely to be supported by followers. This type of leader is what local government desperately needs.

2.7.2 Criticism of Servant-Leadership Theory

The Servant-leadership theory is criticized for being too steeped in religion and philosophical theory, anti-feminist and lacking empirical substantiation (Smith, 2005). Smith (2005) quotes Lee and Zemke (1993, p. 3) who argues that the theory is unrealistic in that it "ignores accountability and the underlying fundamental aggression of people in the workplace," and fails to consider differing levels of competence among individuals. This researcher argues that the majority of leadership theories are supported or criticized primarily from a workplace dimension, whereby this theory may not be applicable. However, from the perspective of leading communities, this theory holds strong merits. The major critique of this theory from the community leadership perspective is its lack of focus on the technical ability of leaders. The theory is thus strong on intention and weak on ability.

2.8 CONCLUSION

Leadership at local level is of utmost importance in the sphere of governance and delivery of services. It is the delivery arm of government and has the closest relationship to the populace. Lamidi and Adeyeye (2013) describes the localness

of local government as a unique feature which no other tier of government has. This unique feature promotes citizens' accessibility to government and quick responsiveness of government to citizen needs.

This localness makes it vital for leaders to have a functional, trusting relationship with the public they serve. Combining this proximity with the principle of serving can improve the function of leadership in the City of Tshwane. The combination of the proximity to people and the fact that public service leaders are voted in to serve rather than to command, makes it even more important for them to deliver consistently on the needs of the followers. Literature strongly suggests that failure to deliver may erode trust and result in dissatisfaction among the followers.

The growing active participation of followers in the leadership process also means growth in the demand for performance-based leadership. The public is the primary arbiter on leadership performance and therefore needs to be party to the planning and execution of the leadership programme. This can strengthen trust and improve delivery of local services. Serving is the key construct of servant leadership (Rezaei, Salehi, Shafiei, & Sabet, 2012); therefore, this model may be an appropriate mechanism for delivering results in the City of Tshwane.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter discusses in detail the research methodology options available for use in modern research, and provides background into the foundations of the dominant research approaches. The choice of the research methodology applied in conducting research into the levels of trust in the elected leaders of the City of Tshwane is then outlined and justified. The chapter also discusses research design as applied in this study and explains the choices behind the research strategy. The chapter also explains the sampling methods employed in the study, the choice of sample and sample size. The methods of data collection, data analysis procedures, application of ethics as well as measures to ensure reliability and validity undertaken in the study are presented.

3.2 BACKGROUND INTO RESEARCH APPROACHES

The depth of consideration in the choice of a research approach is located much deeper than the superficial qualitative/quantitative distinctions often found in public and academic discourse (Bryman, 2012). The foundations of research approaches are a result of strong philosophical beliefs on how knowledge should be created or what constitutes knowledge claims, as well as what the most effective strategies of enquiry might be (Creswell, 2003). In this section, the foundations of the dominant research approaches in modern research practices and their differences and similarities are discussed.

Quantitative and qualitative research are often positioned as polar opposites of each other in what many researchers refer to as a paradigm war (Sukamolson, 2007). Bryman (2012) states that though there is usefulness in contrasting

quantitative and qualitative research methods, it is necessary to be careful not to hammer a wedge between them.

According to Creswell (2003), while quantitative research has been available to the social and human scientist for many years, qualitative research has emerged primarily during the last four decades, and the mixed method approach has only grown in prominence over the past two decades.

The role of theory in research is one area of dissimilarity in research approaches, and one point of view suggests that research has to be influenced and informed by theory, widely referred to as a deductive approach. This approach, according to Bryman (2012), represents the most common view in the field of research. In this approach the researcher, based on what is known about the research subject, deduces a hypothesis that must be then subjected to empirical scrutiny (Bryman, 2012).

An alternative view is that theory should be a result of research, a view referred to as the inductive approach (Bryman, 2012). These approaches themselves are as a result of varying epistemological and ontological orientations that guide research practices.

Epistemological orientations concern the question of what is regarded as acceptable knowledge in a particular discipline (Bryman, 2012, p. 27). The following three questions are basic to epistemology: What is knowing? What is the known? What is knowledge? (Given, 2008).

Bryman (2012) further identifies the question of whether the social world should be studied according to the same principles and procedures as in the natural sciences as central to the epistemological debate, and this is widely referred to as positivism. Positivist epistemology is largely associated with the application of natural science methods to social science research. An important principle in

positivist epistemology is the role of the researcher, seen as objective and free of judgement (Scott, 2008).

Interpretivism epistemology is influenced by symbolic interactionism (Scott, 2008), and it advances a view that people who are the subject matter of social research should be studied from their subjective reality and that researchers need to see the world from their perspective (Scott, 2008; Bryman, 2012).

Ontological considerations are concerned with the nature of social entities (Bryman, 2012). Bryman (2012) examines ontology as a question of whether social entities can be considered as objective entities that have a reality external to social actors or, alternatively, whether they are created from the actions and perceptions of social actors (Bryman, 2012, p. 32). Most common in the area of ontological debate are constructionism and objectivism orientations.

Constructionism advances a view that social phenomena and their meanings are constructed by social actors. The view also suggests that researchers' interpretations of events are also constructions with many alternative interpretations (Scott, 2008).

The objectivism orientation in the ontological debate suggests that social phenomena confronts subjects as external factors and that individuals are born into a world pre-existing with social forces and rules that exert pressure on resident actors to conform (Scott, 2008).

3.3 RESEARCH STRATEGIES

Research strategy refers broadly to the data collection approach a researcher selects for their research study. Bryman (2012) describes research strategy as a general orientation towards the conduct of social research. As discussed, among the strategy choices are qualitative, quantitative and mixed approaches. Scott

(2008) states that these strategies differ in terms of their general orientation to social research, their epistemological foundations, and their ontological basis.

The research approaches all hold varying strengths and weaknesses, and are formed from different paradigm assumptions. It is widely advised that researchers should select the research strategy based on the objectives of their research. Bryman (2012) advises that researchers should not neglect the importance and significance of practical considerations in research strategy, design and method decisions. He isolates the importance of the specific research question that needs to be answered as a driver of the choice of strategy. In the next section, the different philosophical and practical considerations as applied in this research study are discussed.

3.4 QUANTITATIVE RESEARCH APPROACH

The quantitative research approach is mainly associated with research outcomes that require measurement and quantification of the phenomenon under study. Creswell (2003) describes the approach as reductionist in nature as it seeks to reduce the ideas into a small, discrete set of ideas to test, such as the variables that constitute hypotheses and research questions.

The term quantitative research also broadly refers to approaches to empirical inquiry that collect, analyse, and display data in numerical rather than narrative form (Given, 2008, p. 713). Nested in positivist epistemology, the quantitative approach is associated with deductive theory testing in its measurement of social variables and holds an objectivist view of reality as external to social actors (Scott, 2008).

According to Creswell (2003), the quantitative approach uses post-positivist claims for developing knowledge. This approach, sometimes referred to as the scientific method of doing research, employs strategies of inquiry such as experiments and

surveys, and collects data on predetermined instruments that yield statistical data (Creswell, 2003).

According to Sukamolson (2007), there are several types of quantitative research, including survey research, which comprises cross-sectional and longitudinal studies using questionnaires or structured interviews for data collection (Creswell, 2003). Experimental research includes true experiments, with the random assignment of subjects to treatment conditions, as well as quasi-experiments that use non-randomized designs (Creswell, 2003).

This approach emphasises quantification in the collection and analysis of data (Bryman, 2012). Another key element in quantitative research is that it applies empirical evaluations (Sukamolson, 2007). Empirical evaluations are defined as a form that seeks to determine the degree to which a specific programme or policy empirically fulfils or does not fulfil a particular standard (Sukamolson, 2007).

Harwell (2011) describes the quantitative approach as a method of research that attempts to maximize objectivity, replicability, and generalizability of findings. Harwell (2011) further asserts that quantitative methods are frequently described as deductive in nature, in the sense that inferences from statistical tests of the posited hypotheses lead to general inferences about characteristics of a population (Harwell, 2011).

According to Creswell (2012), in quantitative research the investigator identifies a research problem based on trends in the field or on the need to explain why something occurs. Another important factor in this approach is the expectation that the researcher must be completely neutral in the process, and set aside his or her experiences, perceptions and biases to ensure objectivity in the entire process of the research (Harwell, 2011). Creswell (2012) similarly identifies a number of key characteristics of quantitative research, among which are identification of trends as a research problem basis, quantification of responses and neutrality of the researcher.

3.4.1 Quantitative Research Characteristics

The quantitative approach often positions a research problem as a description of trends or a need to explain a relationship among variables (Creswell, 2012). The approach provides a major role for literature in its structure as the literature acts as a basis for research questions and justifying the research problem and hypotheses (Creswell, 2012). Since quantitative research is mainly based on the collection of numeric data from a number of people using instruments with pre-set questions and possible responses (Creswell, 2012), the approach allows for the analysis of trends, comparing groups, or relating variables using statistical analysis, and interpreting results by comparing them with prior predictions and past research (Creswell, 2012). Creswell identifies research report writing as a major characteristic of quantitative research. The approach uses standard fixed structures and evaluation criteria, and takes an objective, unbiased approach (Creswell, 2012).

Quantitative research is advantageous when conducting studies that require quantification of opinions, attitudes and behaviours (SAGE, 2013). This approach is also competent in tracing and explaining some phenomena and for testing hypotheses (SAGE, 2013).

3.5 QUALITATIVE RESEARCH

According to Bryman (2012), this approach to research is regarded as interpretivist in its epistemological orientation. It seeks to understand the subjective meanings held by actors (Scott, 2008). The approach is also described as constructionist in its ontological basis (Bryman, 2012). The value of the qualitative approach is explained as being rooted in the discovery of new knowledge.

This is captured succinctly by Flick (2009: p. 12), who notes that, “Rapid social change and the resulting diversification of life worlds are increasingly confronting social researchers with new social contexts and perspectives. These are so new for them that their traditional deductive methodologies deriving research questions and hypotheses from theoretical models and testing them against empirical evidence are failing due to the differentiation of objects”.

Harwell (2011) cites Hiatt (1986) in describing the qualitative research method as focusing on the discovery and understanding of the experiences, perspectives and thoughts of participants. Qualitative research is a situated activity that locates the researcher in the world of the participant or individual under study (Harwell, 2011). The approach is also described as a methodology designed to explore the human elements of a given topic, typically used to explore new phenomena and to capture individuals’ thoughts, feelings or interpretations of meaning and process, used effectively to examine how individuals see and experience the world (Given, 2008).

According to Creswell (2012), qualitative research is best suited to address research problems where there is little known about the variables and further exploration is required. Existing literature might yield little information about the phenomenon of study, and a researcher may be seeking to learn more from participants through exploration (Creswell, 2012). Qualitative research methods are further described as inductive in nature, allowing the researcher an opportunity to construct theories or hypotheses, explanations and conceptualizations from details provided by research participants (Harwell, 2011). According to Thomas (2003), the primary purpose of the inductive approach is to allow research findings to emerge from the frequent, dominant or significant themes inherent in raw data, without the restraints imposed by structured methodologies (Thomas, 2003).

A direct contrast to quantitative methods is the role of the researcher; whilst quantitative research positions a researcher as neutral and with no effect on the results, findings and results of the research, qualitative researchers cannot set

aside their experiences, perceptions and biases, and thus cannot pretend to be objective bystanders to the research (Harwell, 2011).

Creswell (2003) identifies a number of qualitative research types including ethnographies, in which the researcher studies an intact cultural group in a natural setting over a prolonged period of time by collecting, primarily, observational data.

Grounded theory is where the researcher attempts to derive a general, abstract theory of a process, action or interaction grounded in the views of participants in a study (Creswell, 2003: p. 15).

Case studies are where the researcher explores in depth a programme, an event, an activity, a process, or one or more individuals (Cresswell, 2003: p. 15).

In phenomenological research the researcher identifies the “essence” of human experiences concerning a phenomenon as described by participants in a study (Creswell, 2003: p. 15).

Narrative research is a form of inquiry in which the researcher studies the lives of individuals and asks one or more individuals to provide stories about their lives (Creswell, 2003: p. 15).

3.5.1 Qualitative Research Characteristics

Creswell (2012) lists the following as the key characteristics of qualitative research: (1) Exploring a problem and developing a detailed understanding of a central phenomenon; (2) having the literature review play a minor role but justify the problem; (3) stating the purpose and research questions in a general and broad way so as to understand the participants’ experiences; (4) collecting data based on information from a small number of individuals so that the participants’ views are obtained; (5) analysing the data for description and themes using text analysis and interpreting the larger meaning of the findings; and (6) writing the

report using flexible, emerging structures and evaluative criteria, and including the researchers' subjective reflexivity and bias.

3.6 MIXED METHODS

The mixed method approach is defined as research in which the inquirer or investigator collects and analyses data, integrates the findings, and draws inferences using both qualitative and quantitative methods in a single study or a programme of study (Given, 2008, p. 526).

This approach combines elements, and most importantly, the advantages of both the quantitative and qualitative approaches. One of the main reasons put forward by researchers for the use of mixed methods research is that the usage of both qualitative and quantitative approaches in a single study provides a more complete understanding of the research problem than either approach alone (Given, 2008, p. 526). Recognizing that all methods have limitations, researchers felt that biases inherent in any single method could neutralize or cancel the biases of other methods (Creswell, 2003, p. 15). It entails use of multiple forms of data, drawing on all possibilities and undertaking statistical and text analysis.

Interpretation derived for the use of mixed methods has potential to provide both quantitative information about magnitude and frequency as well as qualitative information from individual perspectives from participants and the context in which they were commenting on the research problem (Given, 2008). The approach employs pragmatic assumptions and uses strategies of inquiry that involve collecting data either simultaneously or sequentially to best understand the research problem (Creswell, 2003). This approach emerged from recognition that qualitative and quantitative methods both have shortcomings (Creswell, 2003).

Flick (2009) identifies a number of ways posited by Bryman (1992) of integrating quantitative and qualitative research: (1) Data triangulation can be undertaken by combining both qualitative and quantitative methods, thereby strengthening the

reliability of the research; and (2) quantifiable data can be analysed using quantitative methods and experiences with qualitative approaches.

3.7 CHOICE OF RESEARCH STRATEGY

Research strategy refers broadly to the data collection approach the researcher chooses for the research. Bryman (2012) explains research strategy as a general orientation towards the conduct of social research. As explained in the previous section, among the strategy choices is qualitative research, which is associated with generation of theory. In this approach the inquirer makes knowledge claims based on constructivist perspectives (Creswell, 2003).

The strength of the approach lies in its ability to interrogate participants' experiences and uses narratives, ethnographies and phenomenologies in its enquiry. This approach was comprehensively considered for this research study. Its particular advantage is its potential ability to establish the primary drivers of trust at local government level. The main weakness of this approach is its inability to quantify and compare objectively the opinions and experiences of the units of analysis.

The second alternative considered for this research was the quantitative approach. This approach primarily uses post-positivist claims for developing knowledge (Creswell, 2003), and emphasises quantification in the collection and analysis of data (Bryman, 2012). This approach was found to have to advantages in its ability to provide quantifiable and comparable data. The weakness of the approach is its superficial nature in the collection of data as opposed to the depth of data in the qualitative approach.

The third option considered for this research was the use of mixed methods. This approach combines elements of the quantitative and qualitative approaches. It employs strategies of inquiry that involve collecting data either simultaneously or sequentially to best understand the research problem (Creswell, 2013). Though

this approach was favoured by the researcher as the best possible method for this research, it was disadvantaged by its requirement for more resources and time as compared to the other alternatives.

The choice of a research strategy brings with it a number of compromises. Denscombe (2007) states that in practice, good social research is a matter of “horses for courses”, and where approaches are selected based on their appropriateness for specific types of investigation. In spite of the perceived paradigm war between quantitative approach versus qualitative approach proponents, many researchers take a pragmatic approach to research and use quantitative methods when they want to test a hypothesis or to fulfil quantitative objectives (breadth), and they use qualitative methods when looking for depth and meaning (Sukamolson, 2007).

The qualitative research strategy brings many advantages when the researcher seeks to establish underlying causes or features of a problem. In the case of this study, this strategy would have provided worthwhile insights into the underlying drivers of trust in local leaders, described by Sukamolson (2007) as depth. However, the focus of the study was of a quantitative nature and sought to determine and quantify the levels of trust and the levels of service satisfaction in the City of Tshwane, and as a result, the quantitative research strategy was preferred.

The choice of the research strategy for this study was influenced by both philosophical and practical considerations, as explained below.
On philosophical considerations, the researcher sought to utilise a method whose epistemological orientation emphasised the natural science model (positivist). The researcher also sought to ensure that his views and experiences did not influence in any way the process and outcomes of the research study. Quantitative research methods attempt to maximize objectivity, replicability and generalizability of findings, and are typically interested in prediction. Integral to this approach is the expectation that a researcher will set aside his or her experiences, perceptions

and biases to ensure objectivity in the conduct of the study and the conclusions that are drawn (Harwell, 2011, p. 152)

On practical considerations, the following factors were of utmost importance:

- The primary research objectives and research questions.
- The study into the levels of trust in the elected leaders of Tshwane required a research strategy with a strong element of measurement.
- Beyond measuring trust, the study sought to measure the levels of the citizens of Tshwane on service delivery.
- The study also required a capability to objectively compare scores of trust between different leader types, as well as scores of satisfaction between the different services provided by the City of Tshwane, thus strongly necessitating the use of quantitative methods of research.
- The researcher also sought to ensure that own perceptions and opinions did not influence the research process and results.

The use of the qualitative strategy and/or a mixed method approach can be a consideration for further research that would further examine the drivers of trust at local government level.

3.8 RESEARCH DESIGN

Given (2008) broadly defines research design as a way in which a research idea encompasses decisions about how the research itself is conceptualized, the subsequent conduct of a specific research project, and ultimately the type of contribution the research is intended to make to the development of knowledge in a particular area.

Research literature advises researchers to select the best research design possible to address their research questions (Pallant, 2010). Bryman (2012) explains the value of research design as being the establishment of a framework

for the collection and analysis of data or alternatively as a structure which guides the execution of a research method and the analysis of the subsequent data. It is advised that researchers need to select research methods appropriate to the topic at hand (Chadwick, Bahr, & Albrecht, 1984). This research study sought to measure levels of public trust, and it also sought to measure levels of satisfaction with services and to compare quantitative findings.

A number of research design options were available for consideration in this study. Bryman (2012) discusses five research design options as explained below.

Experimental design: Bryman (2012) states that this method tends to hold very strong internal validity because it engenders considerable confidence in the robustness and trustworthiness of causal findings. He further states that this design is unusual in social research but is sometimes used. Its strength lies in its ability to compare control groups against experimental groups. This design would be most relevant in a causal study.

Longitudinal design: Bryman (2012) describes longitudinal designs as being able to allow researchers into the time order of variables and therefore may allow some causal inferences to be made as the sample is surveyed and re-surveyed on at least one further occasion. This study did not have a requirement for re-surveying of the sample and thus this design had no real relevance and was therefore not considered.

Case Study: A case study is a research design in which one or a few instances of a phenomenon are studied in depth. Case studies focus on one or a few instances, phenomena, or units of analysis, but they are not restricted to one observation (Given, 2008, p. 68). According to Bryman (2012), this design is mostly associated with the qualitative research approach. This research methodology was not deemed to be relevant to this research study as its areas of emphasis were not requirements for this study.

Comparative study: Bryman (2012) describes this design as used when studying two contrasting cases using more or less identical methods and embodies the logic of comparison. This design option was strongly considered as this research study sought to compare levels of trust in elected leaders. However, the method was not suited to the other important questions raised in this research study on levels of satisfaction in the municipal services provided by the City of Tshwane.

To achieve the objectives of this study, the selected research design needed to be able to capture the opinions, attitudes and actions of the researched population at one specific point in time. It was also necessary that the selected design would have the ability to produce data comparable to a number of current studies on the subject of trust.

Cross-sectional research design (survey design) was employed to achieve those objectives, as this was considered the most appropriate in achieving the quantitative objectives of this research due to its ability to collect data with variability in respect of people and organisations or situations (Bryman, 2012). In this study, the researcher was interested in a number of variations including service delivery satisfaction levels; trust levels in different leader types and familiarity with leaders. The design's strength lies in its ability to provide a standardised and systematic way of gauging variation (Bryman, 2012).

Creswell (2012) defines survey research designs as procedures in quantitative research in which investigators administer a survey to a sample or to the entire population of people to describe the attitudes, opinions, behaviours or characteristics of the population. In this procedure, survey researchers collect quantitative numbered data using questionnaires and statistically analyse the data to describe trends about responses to questions and to test research questions or hypotheses (Cresswell, 2012: p. 377).

Cross-sectional research design entails the collection of quantitative or quantifiable data with two or more variables. This design studies more than one

case, at a single point in time, establishes variations between cases through quantifiable data, and establishes patterns of association (Bryman, 2012). Bryman (2012) also explains that this design is useful in research projects that require a consistent benchmark. This would allow a similar study to be undertaken at another point in time.

3.9 DATA COLLECTION

Bryman (2012) defines data collection as the gathering of data from the sample in order to provide answers to the research questions. According to Creswell (2012), the first step in the process of collecting quantitative data is to identify the people and places a researcher plans to study. These decisions require the researcher to decide on a unit of analysis, the group and individuals to be studied, the procedure for selecting these individuals, and assessing the numbers of people needed for data analysis (Creswell, 2012).

Drawing on the Creswell definition of data collection, the researcher in this study applied the following:

- For this research, the unit of analysis was the citizenry of the City of Tshwane.
- In order to get the best available data, in the most economical fashion, the researcher selected a sample from the residents of Tshwane who already have regular interaction with the city on the matter of services.
- The selected people have an online presence on the city's social media pages used by the city to communicate service delivery matters.
- Based on the size of the social media pages and the resources available for the study, the researcher decided on a sample of 150.

3.9.1 Online Data Collection

There are a number of different ways of collecting data depending on the nature and objectives of the research study (Pallant, 2010). This research study utilised an online survey as a data collection strategy. (Bryman, 2012) explains some of the advantages of online data collection as being economical in terms of time and money; able to reach large numbers of people; devoid of distance disadvantages; and allowing for easier collecting and collating of data. The disadvantages of the

method lie in limited access to the Internet particularly at lower living standard measurement (LSM) populations and forfeiture of personal touch and interviewer–interviewee rapport (Bryman, 2012).

3.10 RESEARCH INSTRUMENT

The research instrument for this study was designed to collect data in the six thematic areas. It comprised 17 questions, 12 of which were dichotomous. Seven questions were based on a 4-point Likert scale across all leader types and city services. The respondents were required to respond to all questions and by design; the questionnaire would not allow respondents to omit a question. The instrument could only be submitted once before the Internet protocol address of the respondent would be blocked from further submissions.

The initial questionnaire was piloted on 6 City of Tshwane citizens. The link to the pilot questionnaire was sent to the selected respondents by email, firstly to ensure that it was working on the three most common items used to access the Internet, the personal computer (PC), the mobile phone, and the tablet. The second purpose of the pilot process was to determine the quality of questions, the length of completion process, and the general understanding of the requirements of the questionnaire. The pilot phase resulted in the adjustment of nine questions in the initial questionnaire, mainly to improve understanding of the question, reduce question ambiguity, and strengthen research instrument consistency.

Table 1: Research Instrument Structure

Research Question/ Question Focus	Questions	Statistical Tests
Demographic questions	Do you live in the City of Tshwane? What is your age group?	

	What is your combined household income per month?	
Familiarity with elected leaders in the City of Tshwane	I know who the Mayor of the City of Tshwane is I know who my ward councillor is I know at least one member of the Mayoral committee I know at least one member of my ward committee	Cronbach's alpha
Participation in leader activities	In the past 2 years, I have participated in activities that have involved the Mayor of the City of Tshwane In the past two years, I have participated in activities that have involved at least one member of the Mayoral committee In the past two years, I have participated in activities that have involved my ward councillor In the past two years, I have participated in activities that have involved my ward committee	Cronbach's Alpha and Inter item correlation matrix
Service satisfaction	Please tell me about your levels of satisfaction with the delivery of the following services in the City of Tshwane: • Household water • Household sanitation • Household electricity • Residential roads • Public transport	Cronbach's Alpha

	• Affordable housing	
Trust in leaders	I trust that the following categories of leaders have the skills and expertise to improve my life in the City of Tshwane: • Mayor • Members of Mayoral Committee • Ward councillor • Ward Committee • Business Leaders • NGO Leaders I trust that the following categories of leaders are sincere in their communication: • Mayor • Members of Mayoral Committee • Ward councillor • Ward Committee • Business Leaders • NGO Leaders I trust that the following categories of leaders will always make the correct decisions when required to for the benefit of the people of the City of Tshwane: • Mayor • Members of Mayoral Committee • Ward councillor • Ward Committee • Business Leaders • NGO Leaders	Cronbach's Alpha

	Overall, I have trust in the following leaders to always make the right decisions for the benefit of the people of Tshwane: • Elected leaders • Business Leaders • NGO Leaders	
Service delivery protests	In the past 24 months, there has been some protest action related to service delivery in my ward. I did participate in the protest action in my ward	Cronbach's Alpha

3.10.1 Data Collection Process

The notion of survey implies that the research should have wide and inclusive coverage (Denscombe, 2007). The use of the Internet-based questionnaire was intended to increase the pool of respondents as widely as possible within the set parameters. The questionnaire was designed to (1) initially collect the relevant demographic data using ordinal scales; (2) participation, and familiarity with local elected leaders' data using dichotomous questions; and (3) thereafter use the Likert scale to measure trust levels and service satisfaction levels. The first question on the questionnaire sought to immediately establish if the respondents were indeed the citizens of Tshwane, this to either qualify or disqualify the respondent for further analysis.

The process was as follows:

- The research instrument in the form of an online questionnaire was designed on Google forms.
- The instrument was tested for Internet/link reliability, language and time. The instrument was strengthened with a number of changes in questions as directed by the test.

- The questionnaire was designed to accept only one submission per unique respondent (Internet Protocol address)
- The online questionnaire link was shared on the City of Tshwane Facebook page which at the time of data collection had over 15 000 likes and the city's Twitter paged which had approximately 11 000 likes. The accounts are used by the City of Tshwane to interact with the citizens on various matters relating to services.
- It was distributed through an online link on the City of Tshwane social media platforms.
- Completed questionnaires were submitted online using a link embedded on the questionnaire.
- The responses were stored on Google drive.
- In the analysis process, data was coded and then cleaned using Microsoft Excel and meticulously analysed using Statistical Package for Social Sciences (SPSS) software.

3.11 SECONDARY DATA

There was no secondary data utilised for the purposes of this study.

3.12 SAMPLING AND POPULATION

In research, the concept of population refers to the universe of units from which the sample is selected (Bryman, 2012). It is also defined by Neuman (2006) as the total of all the individuals who have certain characteristics of interest to the researcher. This research study investigated the levels of trust in the general population of the City of Tshwane. It is estimated that the population of the city is approximately 2.1 million with over 900 000 households (City of Tshwane, 2013). The city provides a number of different services to the general population in the city, directly and indirectly. The main characteristics of interest that inform the choice of population are residency in the City of Tshwane and regular interaction

with the services provided by the city. In the case of this research, the population in this study refers to the populace of the City of Tshwane.

3.12.1 Sampling Frame

A sampling frame is a list of all those within the study population that can be sampled (Neuman, 2006). This study used the Facebook page of the City of Tshwane and the Twitter account of the city as sampling frames. The Facebook sampling frame at the time of the study was approximately 15 000 likes (page members) and the Twitter account had approximately 11 000 followers. Denscombe (2007) states that since the sampling frame is unlikely to be perfect, its deficiencies are acknowledged. The chosen sampling frames had bias completely towards citizens with access to the Internet and who engaged with the city on its social media platforms, and thus excluded possible respondents outside these parameters. The other deficiency is the fact that not all members or followers of the city's social media platforms are regularly active on the sites.

3.12.2 Sampling Method

The study employed the non-probability sampling technique, specifically convenience sampling. Bryman (2012) describes a convenience sample as one that is available to the researcher by virtue of its accessibility. This method is most suited to this research because it consumes less time, and is relatively less expensive. The research targeted the City of Tshwane citizens who are already active online (City of Tshwane Facebook and Twitter pages). This method of sampling thus limited the study only to respondents who are active online, thereby excluding offline respondents. This method improved the chances of a high response rate within an environment of limited research resources and time

3.12.3 Sample

Bryman (2012) defines a sample as the segment or subset of the population that is selected for investigation. The total number of respondents to the questionnaire was 224. Though the questionnaire was specifically targeted at the citizens of the

City of Tshwane, seven respondents reported not being citizens of the City of Tshwane. Those questionnaires were removed from the final sample set aside for further analysis. The final sample size was 217. This sample size was considerably higher than the initial sample projections of between 100 and 150 respondents. The type of sampling method and the final size of the sample do not satisfy the requirements of a representative sample. The results from this survey are thus not generalizable to the entire population of the City of Tshwane.

3.13 DATA CODING

Data coding is defined as the process by which verbal data are transformed into numerical variables or categories of variables to make it possible for the data to be entered in a computer programme for analysis (Bourque, 2004). A coding schedule was developed for this study containing codes for all data entries. The design of the data collection instrument allowed for the allocation of the same codes for data collected on similar scales. (1: Completely do not trust/Completely unsatisfied; 2: Somewhat do not trust/Somewhat unsatisfied; 3: Somewhat trust/Somewhat satisfied; 4: Completely trust/Completely satisfied). Further coding was prepared for all categorical data using the codes 100 and 101 for Agree and Disagree responses respectively.

3.14 DATA ANALYSIS

Bryman (2012) describes data analysis in quantitative research as the application of statistical techniques to collected data. Data analysis includes data entry (creating an electronic data file) and performing the appropriate statistical analyses (descriptive or inferential) and interpreting the results (Antonius, 2003, p. 32). The level of measurement of the data determines what kind of statistical operations can be performed.

Data analysis was conducted using the Statistics Package for the Social Sciences (SPSS) for Windows. Cronbach's alpha was used to determine the internal

consistency of the data collection instrument. Scale reliability tests were conducted for scale-dependent and independent variables where that alpha showed low levels of internal consistency.

The paired T-Test for independent samples was used to test the hypotheses. Paired-sample T-Tests can be used when measuring the same person in terms of his or her response to two different questions (Pallant, 2010). This method was selected mainly because the hypotheses in the study directly compared elected leaders with leaders in the business and non-government sectors. Each hypothesis was structured to test responses relating to paired leaders (elected leaders and one other leader type).

3.15 DATA PRESENTATION

Data collected in this study are presented in quantitative format as per the research design. All descriptive statistics aimed at describing a situation by summarizing information in a way that highlights the important numerical features of the data (Antonius, 2003) are presented in SPSS-generated frequency tables. Inferential data aim at generalizing a measure taken on a small number of cases that have been observed, to a larger set of cases that have not been observed (Antonius, 2003). Inferential data in this study are presented in a combination of SPSS-generated tables and graphs generated on Microsoft Excel.

3.15.1 Confidence Interval

Confidence interval is defined as an “interval, with limits at either end, with a specified probability of including the parameter being estimated” (Howell, 2004, p. 283). The Confidence interval for this study was set at 95 per cent and computed on SPSS.

3.16 RELIABILITY AND VALIDITY

3.16.1 External Validity

External validity is a determination of whether the results of the study can be generalised beyond the set scope of the specific research context (Bryman, 2012). Due to the limitation of the study sample, this research can only be generalised to the portion of the population that uses the Internet to engage with the City of Tshwane. The sampling process was not robust enough to reach levels where the findings would be generalizable into other population strata that make up the full population of the City of Tshwane.

3.16.2 Internal Validity

Internal validity relates to the validity of inferences drawn about the cause and effect relationship between the independent and dependent variables (Creswell, 2012). This study sought to establish the relationship between service satisfaction and trust levels. It was thus important that the veracity of the scale and research instrument be of high quality. Piloting the research instrument ensured that the questionnaire measures intended items. To strengthen the validity of the study, the research instrument was shared with two other experienced researchers to provide face validity evaluation on the research instrument.

3.16.3 Ecological Validity

Ecological validity is concerned with the applicability of the research results to “the everyday, natural social setting of people” (Bryman, 2012,). This research study has a large degree of ecological validity as it addresses matters of everyday importance to the citizens of the city such as the delivery of basic services and trust in the leadership currently tasked with providing them. The results of this study have the potential to address key questions that can advance leader-citizen relationships. The results and recommendations have the potential to bridge the

gulf between leaders and citizens that results in the failure to appreciate the progress the city is making in service delivery (from the citizens' perspective) and the failure to understand the current needs of the citizens (from the leaders' perspective).

3.16.4 Reliability

According to Chadwick, Bahr, & Albrecht, (1984), reliability refers to the consistency and the stability of the measurement of a variable using a given operational definition. Creswell (2012) also describes reliability as the stability and consistency of scores. Scores should be nearly the same when researchers administer the instrument multiple times at different times. Scores also need to be consistent. When an individual answers certain questions one way, the individual should consistently answer closely related questions in the same way (Creswell, 2012: p. 159).

Bryman (2012) explains reliability as a measure of whether the results of the study are repeatable or the consistency of a measure of a concept. Bryman identified three main facets of reliability:

Stability takes into account the levels of constancy of a measure over time. This study focused on services that the respondents have interacted with over considerable but varying periods. It also focused on leadership relations established over time. This suggests that the respondents gave responses based on their experiences over a period of time, and that they are likely to remain with those opinions over time until current circumstances change. This therefore strengthens the stability component of the reliability analysis of this study.

Internal reliability is a measure of whether the items that make up the scale are consistent. The study utilised Cronbach's alpha to test the internal consistency of the scale. Even though the scale was tested in thematic areas, thereby reducing the number of questions tested for internal consistency at a time, the levels

remained consistently above .7, the accepted levels of consistency scores on the alpha. One theme/set of questions was found to be marginally below .7. This set of questions was retested for internal consistency using the inter-item correlation matrix. It was found to be above the accepted levels of .3.

The third component indicated by Bryman is **inter-observer consistency.** This component was not applicable to this study.

3.17 LIMITATIONS OF THE STUDY

The limited resources available for conducting this study limited the size of the sample, as well as the population strata from which the sample was derived. Due to the method of sampling that was employed in this study, as well as the size of the sample, the findings cannot be generalized to the entire population of the city but only the strata of the population that is active online. Secondly, understanding the underlying drivers of trust and relationships would most likely require a qualitative enquiry. The best research approach for this study would have been the mixed methods approach. This would have allowed the study to further examine the underlying drivers of trust whilst still being able to quantify levels of trust and levels of service satisfaction. However, due to various limiting factors, including time and resources, the trust and service measurement aspect of the study was prioritised.

3.18 ETHICAL CONSIDERATIONS

Any research design must be subjected to ethical guidelines that ensure that the subjects are not harmed, that they are informed of the purpose and of the conditions of the research and of its potential consequences, that they consent to be part of it, and that their privacy is respected (Antonius, 2003, p. 30). The study conformed to ethical principles that promote informed consent, confidentiality, absence of coercion and freedom to withdraw.

3.18.1 Confidentiality

This study sought opinions and views on local leaders who can be powerful public figures and therefore the researcher guaranteed complete confidentiality of respondents.

Researchers must take the appropriate means to ensure that information about individuals collected in the course of a research project will remain confidential, and that a reader is not able to trace back any piece of information to a particular individual (Antonius, 2003). To ensure complete confidentiality, the study did not collect any personal data from the respondents. The researcher thus has no knowledge of the names of those who responded, their physical addresses or their Internet protocol addresses. No identity numbers, email addresses, or any other identifier was required in the data collection process. In addition, the anonymity of online data collection strengthened confidentiality.

3.18.2 Informed Consent

As advised by Creswell (2003), the researcher explained in detail on the research instrument as well as on the online promotional updates the purpose of the research to avoid misunderstanding and deception of any kind. The respondents voluntarily took part in the research after being fully informed of its purpose and its objectives.

3.18.3 Absence of Relationship of Authority

Antonius(2003) states that subjects should not be pressured to enrol in a research process as a result of a relationship of authority of the researchers over them. This would present a situation of conflict of interest on the part of the researcher. The researcher in this study does not have knowledge on the identity of any of the research participants. All participated voluntary and anonymously.

3.18.4 Freedom to Withdraw At Any Time

Subjects enrolling in a research project must be able to withdraw at any time without any pressure exerted on them to stay, and they must be informed by the researcher that this is their right (Antonius, 2003). The research design and data collection method allowed the participant to be in total control of the process. They had the power to abandon the survey without consequence.

3.19 CONCLUSION

The ecological importance of this study in the light of increasing challenges and tensions in communities about the service delivery competence of public officials cannot be overstated. The findings in this study can provide essential lessons for leaders and communities on the importance of service relational trust. It was therefore critical for the research methodology in this study to be robust in order to deliver a research report of functional quality. The choices of the research strategy and methods were made on a foundation of seeking to deliver a research project that will provide functional value to both leaders and citizens.

CHAPTER FOUR

PRESENTATION OF RESULTS/FINDINGS

4.1 INTRODUCTION

This chapter provides findings/results from the research study. The findings are segregated into reliability test statistics, descriptive and inferential results. There were four main themes identified from the questions in accordance with the research objectives and the research. These were:

1. Familiarity with their elected leaders;
2. Levels of citizen participation in leader-led activities;
3. Trust in elected leaders; and
4. Relationship between the levels of trust in elected public leaders and the satisfaction levels on delivery of services.

A comprehensive analysis of the respondents as well as the full analysis of the results of the survey is provided in Chapter Five.

4.2 RELIABILITY STATISTICS

One of the most important principles in quantitative research is to ensure that the scales of measurement are reliable and measure the same underlying constructs (Pallant, 2010). The internal consistency of the questions in this study was tested using Cronbach's alpha coefficient. Cronbach's alpha calculates the average of all possible split-half reliability coefficients (Bryman, 2012.

The questions were grouped thematically and tested for internal consistency. Acceptable internal consistency scores as tested through Cronbach's alpha

should ideally be .8, although .7 is an acceptable level of consistency (Pallant, 2010). Cronbach's alpha coefficient is sensitive to the number of items measured and it is common to find low scores when questions in the scale are fewer than 10 (Pallant, 2010). The highest number of items in the scale (themed questions) tested in this study is six, although Cronbach's alpha was mostly above the .7 levels.

4.2.1 Trust in Skills and Expertise of Leaders

Table 2: Cronbach's Alpha test on Trust in Leader Expertise questions

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	No. of Items
.755	.757	6

There are six scale items measuring trust in skills and expertise of leaders. Cronbach's alpha was tested and scored above .7 (.755) thereby confirming the internal consistency of the scale.

4.2.2 Trust in the Sincerity of Leader Communication

Table 3: Cronbach's Alpha test on Trust in Leader Communication

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	No. of Items
.760	.763	6

There are six scale items measuring trust in leader communication. Cronbach's alpha was tested and scored above .7 (7.60) confirming the internal consistency of the scale.

4.2.3 Trust in Leader Decision-Making

Table 4: Cronbach's Alpha test on Leader Decision making

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	No. of Items
.782	.782	6

There are six scale items measuring trust in leader decision-making. Cronbach's alpha was tested and scored above .7 (7.82) thereby confirming the internal consistency of the scale.

4.2.4 Overall Trust in Leaders by Leader Type

Table 5: Cronbach's Alpha Test on Overall trust

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	No. of Items
.712	.712	3

There are three scale items measuring overall trust by leader type. Cronbach's alpha was tested and scored above .7 (7.82) and thereby confirming the internal consistency of the scale.

4.2.5 Participation in Leader Activities

Table 6: Cronbach's Alpha Test on Participation in leader activities

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	No. of Items
.680	.675	4

There are four scale items measuring participation in elected leader-led activities. Cronbach's alpha was measured below .7 (6.75) thereby failing to conclusively confirm the internal consistency of the scale.

The internal reliability was measured at scale level using the inter-item correlation matrix. This indicates the degree to which each item correlates with the total score. Low values (less than .3) indicate inconsistency at item level, (Pallant, 2010). At item level, the measurement was .383 higher than .3 thereby confirming the internal consistency of the items.

Table 6:Inter-Item Correlation Matrix: Participation in Leader activities

	In the past 24 months, I have participated in city activities (meetings, events) that have involved: [The Mayor of Tshwane]	In the past 24 months, I have participated in city activities(meetings, events) that have involved: [My]	In the past 24 months, I have participated in city activities(meetings, events) that have involved: [Members of the Mayoral Committee]	In the past 24 months, I have participated in city activities(meetings, events) that have involved: [My ward committee]
In the past 24 months, I have participated in city activities (meetings, events) that have involved: [The Mayor of Tshwane]	1.000	.373	.305	.367
In the past 24 months, I have participated in city activities (meetings, events) that have involved: [My ward councillor	.373	1.000	.387	.360

In the past 24 months, I have participated in city activities (meetings, events) that have involved: [Members of the Mayoral Committee]	.305	.387	1.000	.506
In the past 24 months, I have participated in city activities (meetings, events) that have involved: [My ward committee]	.367	.360	.506	1.000
Mean inter-item correlation is .383				

4.2.6 Service Satisfaction

Table 8: Cronbach's Alpha Test on Service Satisfaction

Cronbach's Alpha	Cronbach's Alpha Based on Standardized Items	No. of Items
.819	.825	6

There are six scale items measuring service satisfaction. Cronbach's alpha was measured above .7 (.819) thereby confirming the internal consistency of the scale.

4.3 PRESENTATION OF DESCRIPTIVE DATA

4.3.1 Respondents

There were 217 valid responses in the research study. All the respondents reported residing in the City of Tshwane, thereby satisfying the first qualifying criteria to participate in the survey. The survey did not disaggregate respondents by gender, as this had no bearing on the research question and hypotheses.

Table 7: Frequency Table: Do you live in the City of Tshwane?

	Frequency	%	Valid %	Cumulative %
Agree	217	100.0	100.0	100.0

4.3.2 Respondent Age Groups

Age data was collected in this study. The reason was to conduct an analysis by age on service satisfaction and trust in public leaders. 38.2% of respondents were aged between 31 and 40 years. 30.4% of respondents were aged above the age of 40. This was remarkable as the survey was conducted entirely online. The Internet is a medium largely viewed as a domain for younger people.

Table 8: Frequency Table: Respondent Age groups

	Frequency	**%**	**Valid %**	**Cumulative %**
Under 18	15	6.9	6.9	6.9
18-30	53	24.4	24.4	31.3
31-40	83	38.2	38.2	69.6
41-50	56	25.8	25.8	95.4
51-60	8	3.7	3.7	99.1
60 and Over	2	.9	.9	100.0
Total	217	100.0	100.0	

4.3.3 Respondent Household Income

The income levels of the respondents were expected to be generally high as the survey targeted citizens who make contact with the City of Tshwane through Facebook and Twitter thereby have regular access to the Internet. The highest percentage of respondents (33.2%) was that of citizens whose households earned income of R 25 000 and over. There was, however, a similar spread of all other income groups ranging from 11.1 per cent of respondents who reported income levels of R 5 000 – R 10 000 per month and 16.1 per cent who reported income levels of R 20 000 – R 25 000 per month.

Table 9: Frequency Table: Respondent Household Income Per month

Rand	Frequency	Valid %	Cumulative %
0-5000	30	13.8	13.8
5000-10000	24	11.1	24.9
10000-15000	34	15.7	40.6
15000-20000	22	10.1	50.7
20000-25000	35	16.1	66.8
25000 +	72	33.2	100.0
Total	217	100.0	

4.4 PRESENTATION OF INFERENTIAL DATA

4.4.1 Familiarity with Elected Leaders

In order to establish levels of trust in elected leaders, it was important to have an understanding of whether the citizens of Tshwane were familiar with elected leaders.

The survey examined the self-reported familiarity of citizens of Tshwane with their local elected leaders. The results reflected high levels of familiarity with the Mayor of Tshwane (82.5%) and lower levels of familiarity with ward councillors (46.5%) and ward committee members (28.1%) although the latter leader types are closer in proximity to the respondents. At the time of the survey, there were 11 Members of the Mayoral Committee in Tshwane (excluding the Executive Mayor). Despite the survey seeking only familiarity with at least one member, this leader type scored the lowest scores at 22.6 per cent.

Table 10: Frequency Table: I know who the Mayor of Tshwane is

	Frequency	%	Valid %	Cumulative %
Agree	179	82.5	82.5	82.5
Disagree	38	17.5	17.5	100.0
Total	217	100.0	100.0	

Table 11: Frequency Table: I know who my ward councillor is

	Frequency	%	Valid %	Cumulative %
Agree	101	46.5	46.5	46.5
Disagree	116	53.5	53.5	100.0
Total	217	100.0	100.0	

Table 12: Frequency Table: I know one or more members of my ward committee

	Frequency	%	Valid %	Cumulative %
Agree	61	28.1	28.1	28.1
Disagree	156	71.9	71.9	100.0
Total	217	100.0	100.0	

Table 13: I know one or more Members of Mayoral Committee (MMC) in the City of Tshwane

	Frequency	%	Valid %	Cumulative %
Agree	49	22.6	22.6	22.6
Disagree	168	77.4	77.4	100.0
Total	217	100.0	100.0	

4.4.2 Participation in Elected Leader Activities

In exploring the question of trust in elected leaders, the survey also sought to establish the levels of participation by residents in activities where elected leaders participated. These activities include ward meetings and service delivery consultative meetings. The survey found that just under 16 per cent of residents had attended or participated in activities where the Mayor of Tshwane had participated. Only 5.1 per cent had participated in meetings that involved members of the mayoral committee; 11.1 per cent reported having participated in ward councillor activities while 14.3 per cent reported participating in ward committee activities.

Table 14: Frequency Table- Participation in Mayor Activities

	Frequency	%	Valid %	Cumulative %
Agree	34	15.7	15.7	15.7
Disagree	183	84.3	84.3	100.0
Total	217	100.0	100.0	

Table 15: Frequency Table: Participation in Mayoral Committee Activities

	Frequency	%	Valid %	Cumulative %
Agree	11	5.1	5.1	5.1
Disagree	206	94.9	94.9	100.0
Total	217	100.0	100.0	

Table 16: Frequency Table- Participation in ward councillor activities

	Frequency	%	Valid %	Cumulative %
Agree	24	11.1	11.1	11.1
Disagree	193	88.9	88.9	100.0
Total	217	100.0	100.0	

Table 17: Frequency Table: Participation in Ward Committee activities

	Frequency	%	Valid %	Cumulative %
Agree	31	14.3	14.3	14.3
Disagree	186	85.7	85.7	100.0
Total	217	100.0	100.0	

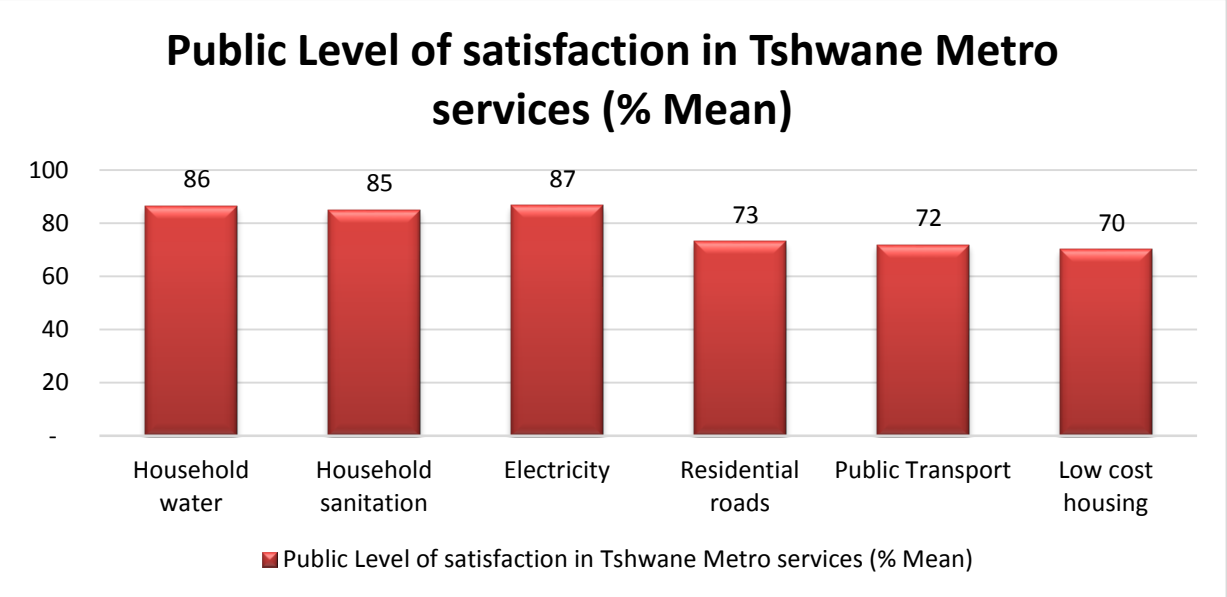
4.4.3 Levels of Satisfaction in Services Provided By the city- Overall Percentage Mean

One of the key objectives of this research was to establish the levels of satisfaction in the services provided by the City of Tshwane to its residents. The services selected for study were the provision of water, sanitation, electricity, residential roads, public transport and low cost housing. The study found high levels of satisfaction in all municipal services.

Overall, the provision of electricity, household water and sanitation were the highest ranked services ranging from 85 per cent to 87 per cent mean satisfaction.

Low cost housing ranked the lowest at 70 per cent, although it must be noted that this is the only service that may not necessarily apply to all respondents, particularly when the demographic data of the respondents is taken into account.

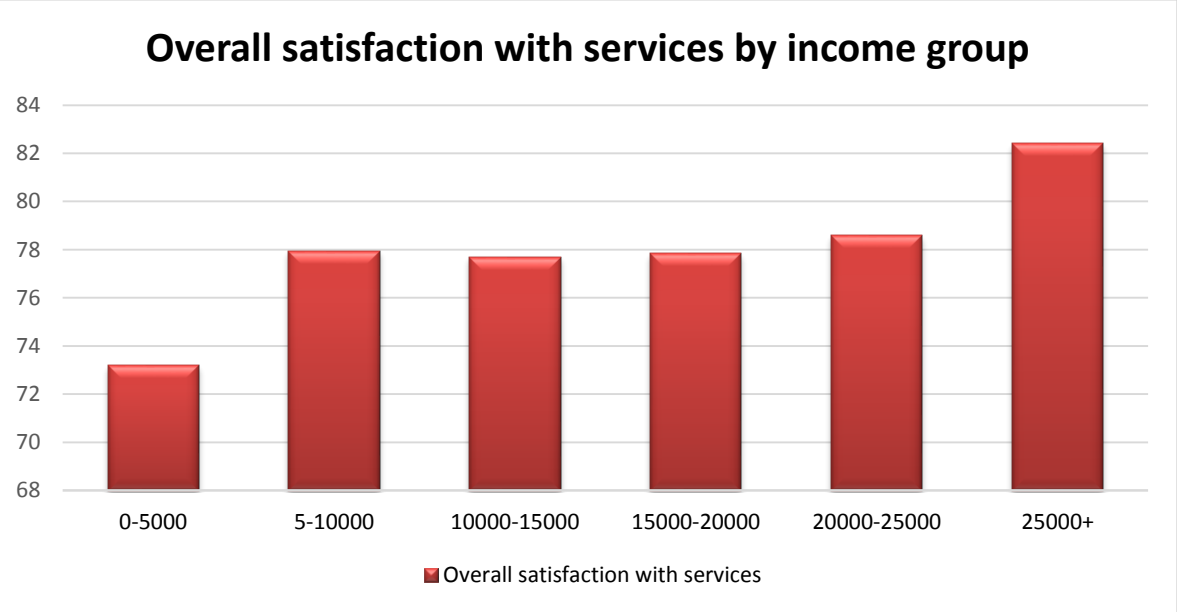
Figure 3: Public Levels of Satisfaction in Tshwane Metro Services



4.4.4 Levels of Service Satisfaction by Income

The study found that those who reported having a higher household income (R25 000) were more likely to report higher levels of service satisfaction while those who reported lowest levels of income (R0 – R5000) also reported lowest levels of service satisfaction. The study found that those in the middle-income brackets had similar levels of service satisfaction between 78 per cent and 79 per cent.

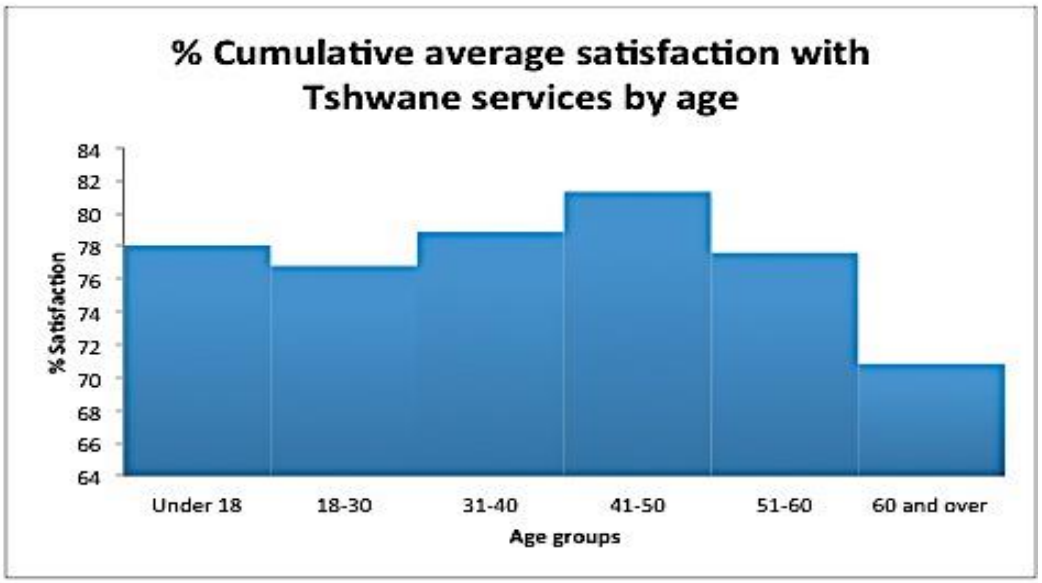
Figure 4: Overall satisfaction with services by income group



4.4.5 Levels of Service Satisfaction by Age

Those who were in the age bracket: 41-50 reported highest levels of satisfaction with the municipal services at about 80 per cent. Those aged 60 and over reported lowest levels of satisfaction at 70 per cent.

Figure 5: Mean satisfaction with services by age



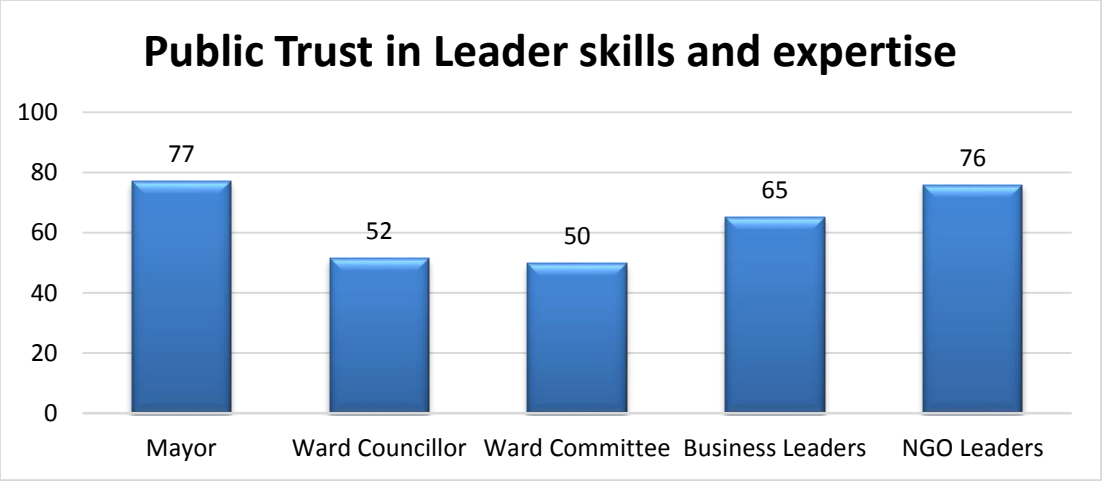
4.4.6 Levels of Public Trust in Leaders

The study sought to establish levels of public trust in leaders. There were three dimensions selected for this question: trust in leader expertise, trust in leader communication and trust in leader decision-making. Elected leaders were segregated into three types (Mayor, Ward Councillor, Ward Committee member) were compared to leaders in the NGO and business sectors.

4.4.6.1 Levels of Public Trust in Leader Expertise

The respondents reported highest levels of trust in the skills and expertise of the Mayor of the City of Tshwane (77%), and leaders of NGOs in the city (76%). Ward councillors and ward committee members who are closest in proximity to the citizens scored the lowest at 52 per cent and 50 per cent respectively. Leaders in the business sector scored lower than NGO leaders in trust levels by 13 per cent.

Figure 6: Public Trust in Leader skills and expertise



4.4.6.2 Levels of Public Trust in the Sincerity of Leader Communication

This study sought to establish the levels of trust in leader communication. The survey respondents reported that they had higher levels of trust in the sincerity of communication by NGO leaders that any other leader type (77%). They were followed closely by the Mayor of Tshwane at 74.8 per cent. As with trust in levels of trust in leader expertise, ward councillors and ward committees scored the lowest despite their closer proximity to the citizens. The pattern in the results demonstrates high levels of familiarity and trust in the Mayor of Tshwane relative to other elected leaders.

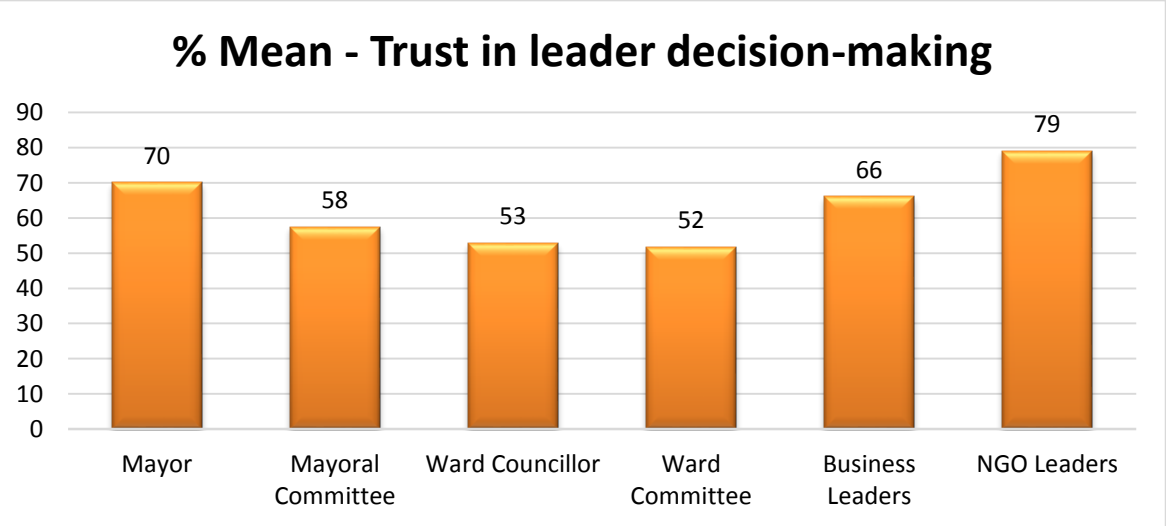
Figure 7: Trust in Leader communication



4.4.6.3 Levels of Public Trust in Leader Decision Making

The study found ward level leaders to be the least trusted on decision-making at just over 50 per cent. The Mayor was the most trusted elected leader on decision-making (74.8%). NGO leaders were the most trusted leaders across the board on the decision-making trust dimension (77%).

Figure 8: Trust in leader decision-making

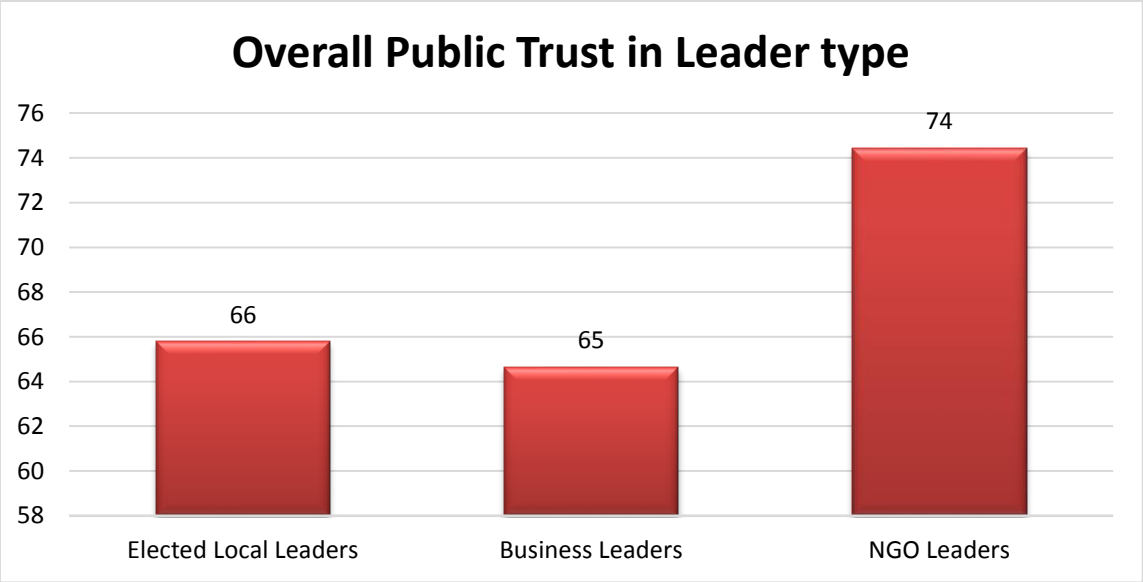


4.4.6.4 Overall Levels of Public Trust in Leaders by Leader Type

This section examined the levels of general trust in leaders by leader type. The Mayor, Mayoral committee, ward councillor and ward committee scores were combined as unit scores of elected leaders. These scores were compared with those of NGO leaders and business leaders to determine which of the leader types were most trusted and to which levels.

Overall, levels of trust in leaders were high. NGO leaders were the highest ranked leaders on trust at 74 per cent. Business leaders and elected leaders had a similar ranking at 65 per cent and 66 per cent respectively.

Figure 9: Overall Public Trust in Leader type

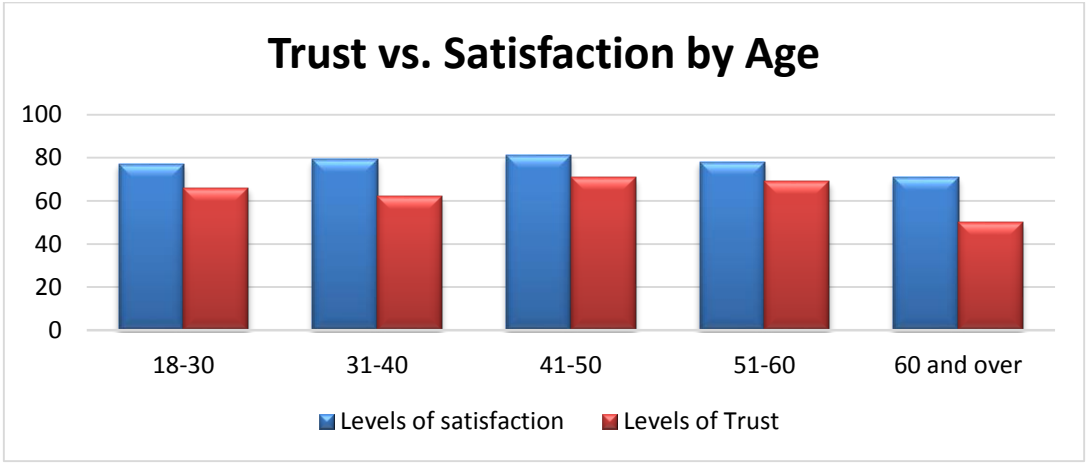


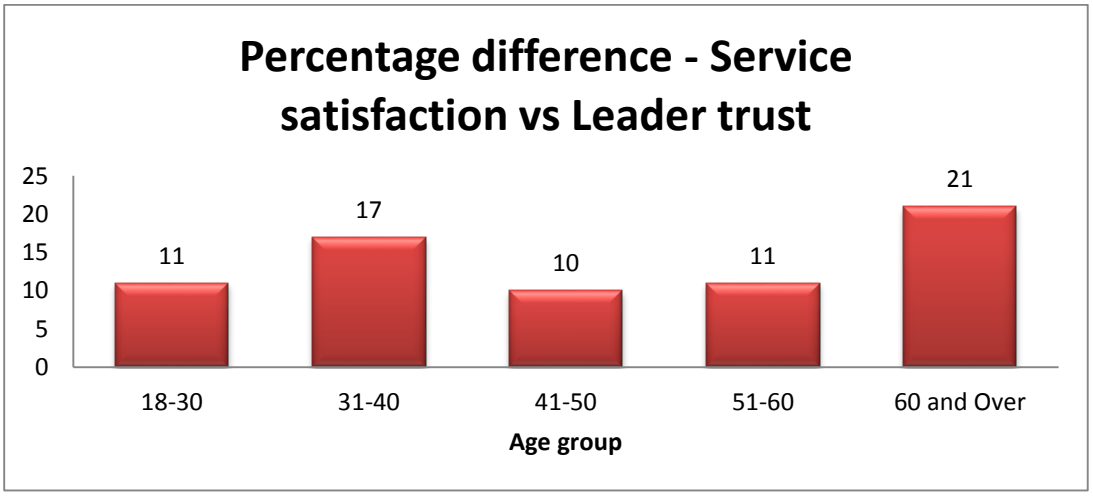
4.4.6.5 Comparing Service Satisfaction with Trust in Elected Leaders

The research study also sought to establish the existence of a relationship between levels of service satisfaction in the municipal services and the levels of trust in elected leaders. The comparisons were conducted by age and income. The levels of service satisfaction were consistently higher than levels of trust. The difference was highest in the age group 60 and over at 21 percentage points. It

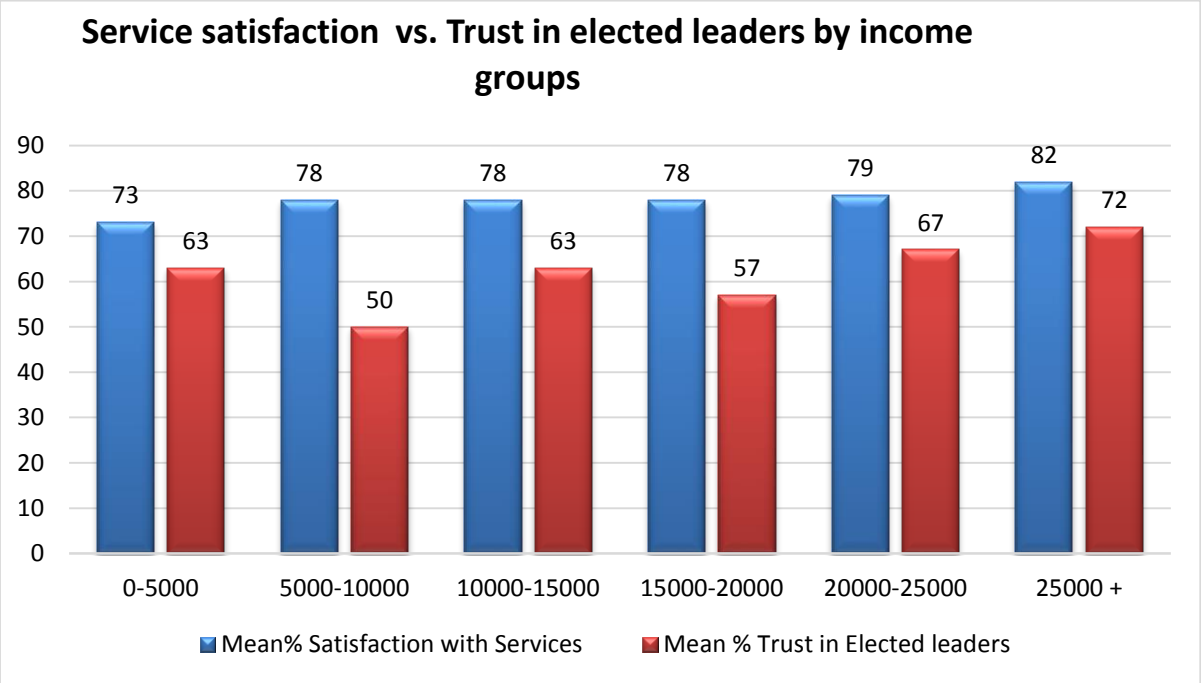
was also significant in the age group 31-40 at 17 per cent. In all the other age groups, the difference was consistent at around 10 per cent.

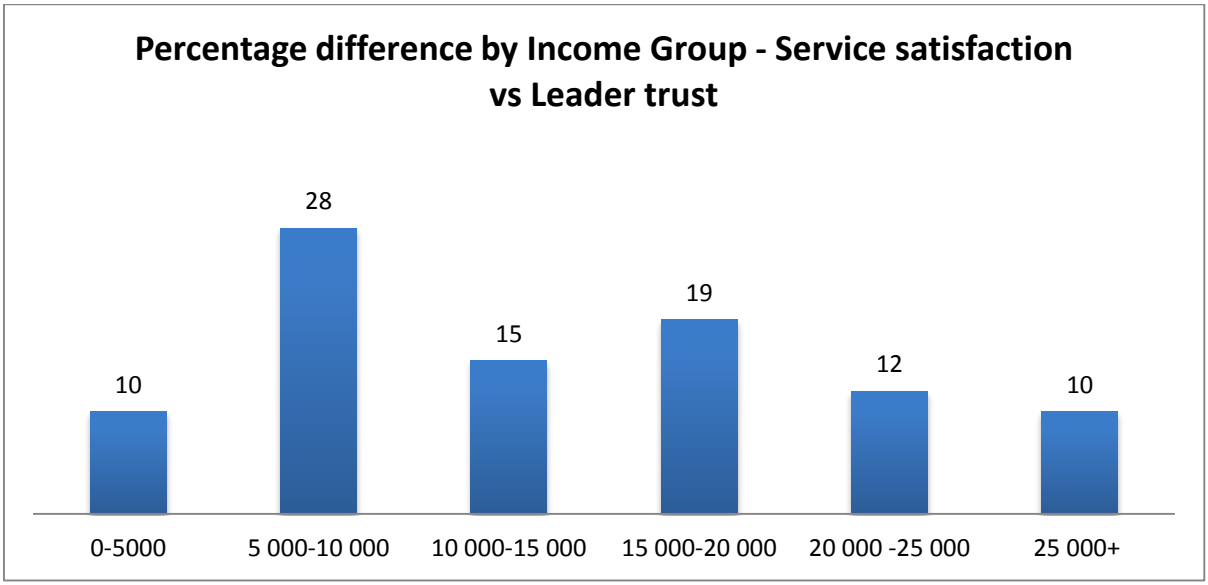
Figure 10: Comparison of Trust vs. Satisfaction by age





The study found that overall levels of service satisfaction were higher than levels of trust across all age groups. In the youngest cohort, there was more consistency in levels of trust and levels of service satisfaction with 5 per cent difference (73% trust and 78% service satisfaction). The largest difference was in the oldest cohort with a 21 per cent difference (50% trust and 71% service satisfaction). Another large difference was found with the age group (31-40), with a 17 per cent difference in favour of service satisfaction.





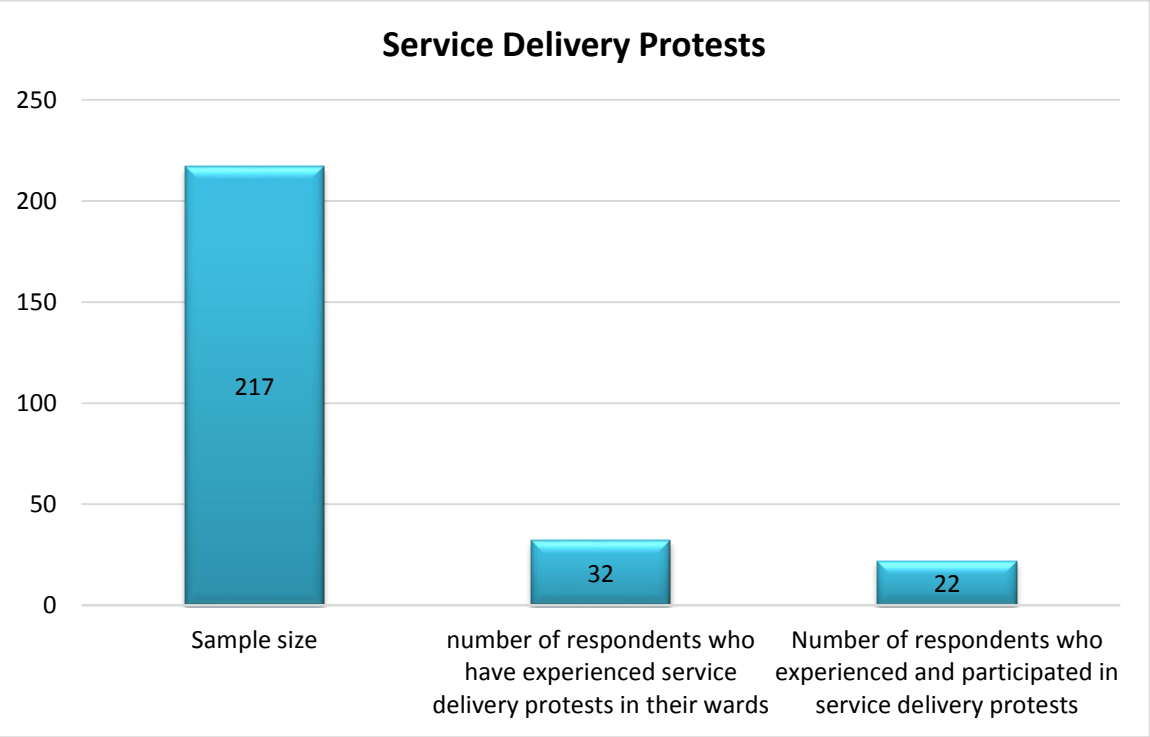
In all income groups, the study found that service satisfaction was higher than trust levels. The study found that highest gap between trust and service satisfaction in the R5 000 to R10 000 per month household group at 28 percentage points. Another big gap was in the R15 000 to R20 000 income groups.

4.4.7 Service Delivery Protests

The issue of service delivery protests is key in the dialogue of service delivery and trust in the City of Tshwane. As pointed out in Chapter 1, according to the study by the University of Johannesburg, 42 per cent of service delivery protests in South Africa were directed at local municipality, over 16 per cent at a Mayor and over 15 per cent at a councillor. Overall, 70 per cent of service delivery dissatisfaction protests were directed at an elected local leader (Alexander, Runciman, & Ngwane, 2014).

This study sought to discern from the respondents the number of those who had experienced and participated in service delivery protests in their wards in the preceding two years. A total of 32 respondents (14.7% of the total) reported having experienced protests in their wards; of those 22 (10% of the total sample reported having participated in the protests). Alarmingly, 69 per cent of those who reported having experienced service delivery protests in their wards had also actively participated in the protests. Only about 14 per cent of the respondents had experienced service delivery protest in their wards in the preceding two years.

Figure 11: Experience of Service Delivery Protests



4.5 HYPOTHESES TEST

The Paired T-Test was used to test the Hypotheses put forward by this study. This model allowed for the comparison of scores between elected leaders, business leaders, and NGO leaders. The first step was to isolate all descriptive statistics relating to the hypotheses. Table 20 below provides the population, mean scores, range, and the standard deviation for all the elements for testing the hypotheses.

Table 18: Descriptive Statistics					
	N	Min	Max	Mean	Std. Deviation
Trust in Skills and Expertise - Elected Leaders	217	1	4	2.35	.875
Trust in Skills and Expertise - Business Leaders	217	1	4	2.61	1.150
Trust in Skills and Expertise- NGO Leaders	217	1	4	3.04	1.084
Trust in Communication- Elected Leaders	217	1	4	2.33	.892
Trust in Communication- Business Leaders	217	1	4	2.52	1.163
Trust in Communication - NGO Leaders	217	1	4	3.10	1.112
Trust in Decision making- Elected Leaders	217	1	4	2.39	.883
Trust in Decision making - Business Leaders	217	1	4	2.64	1.114
Trust in Decision Making- NGO Leaders	217	1	4	3.16	1.079
Overall Trust in Elected Leaders	217	1	4	2.63	1.024
Overall Trust in Business Leaders	217	1	4	2.58	1.037
Overall Trust in NGO Leaders	217	1	4	2.98	1.069

Hypothesis 1: The citizens of Tshwane have higher levels of trust in the skills and expertise of business leaders than those of elected leaders in Tshwane.

Pair 1 Trust levels in the skills and expertise of Elected Leaders vs. Trust levels in the skills and expertise of Business Leaders	**Table 19 - H_1 Paired Samples Test**							
	Mean	Std Dev	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
	-.253	1.225	.083	-.417	-.090	-3.047	216	.003

Table 20 - H_1 Paired Sample Statistics				
	Mean	N	Std. Deviation	Std. Error Mean
Trust in Skills and Expertise - Elected Leaders	2.35	217	.875	.059
Trust in Skills and Expertise - Business Leaders	2.61	217	1.150	.078

A paired–samples T-Test was conducted to test the mean difference, and its level of significance in the scores of trust by the citizens of Tshwane in the skills and expertise of business leaders versus the scores of trust in skills and expertise of elected leaders.

Business Leaders scored higher and there was a statistically significant difference in the scores. Business leaders (M=2.61, SD= 1.150) to Elected leaders (M=2.35, SD=. 875), t = (-.090). The paired mean was -.253 with a 95 per cent confidence interval ranging from -.417 to -.090. The degrees of freedom were measured at 216.

Probability (p) was measured at .003 < .05 (two-tailed). The null hypothesis is rejected in favour of H_1. The alternative hypothesis is accepted.

Hypothesis 2: The citizens of Tshwane have higher levels of trust in the skills and expertise of NGO leaders than those of elected leaders in Tshwane.

Table 21 - H_2 Paired Sample Statistics

	Mean	N	Std. Deviation	Std. Error Mean
Trust in Skills and Expertise - Elected Leaders	2.35	217	.875	.059
Trust in Skills and Expertise - NGO Leaders	3.04	217	1.084	.074

Table 22 - H_2 Paired Samples Test

	Mean	Standard Deviation	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
Pair 2 Trust levels in the skills and expertise of Elected Leaders vs. Trust levels in the skills and expertise of NGO Leaders	-.682	1.266	.086	-.851	-.513	-7.935	216	.000

A paired–samples T-Test was conducted to test the mean difference and its significance in the scores of the levels of trust by the citizens of Tshwane in the skills and expertise of NGO leaders versus the scores of trust in skills and expertise of elected leaders. NGO leaders scored higher and there was a statistically significant difference in the scores. NGO leaders (M=3.04, SD= 1.266) to Elected leaders (M=2.35, SD=. 875), t = (-.090), the paired mean was -.682 with a 95 per cent confidence interval ranging from -.851 to -.513. The degrees of freedom were measured at 216.

Probability (p) was measured at .000 < .05 (two-tailed). The null hypothesis is rejected in favour of H_2. The alternative hypothesis is accepted.

Hypothesis 3: The citizens of Tshwane have higher levels of trust in the sincerity of communication by business leaders than that of the elected leaders in Tshwane.

Table 23 - H_3 Paired Sample Statistics

	Mean	N	Std. Deviation	Std. Error Mean
Trust in Communication- Elected Leaders	2.33	217	.892	.061
Trust in Communication- Business Leaders	2.52	217	1.163	.0

Table 24 - H_3 Paired Samples Test

Pair 1	Mean	Standard Deviation	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
Trust levels in the sincerity of communication of Elected leaders vs. Trust levels in the sincerity of communication of Business leaders	-.187	1.231	.084	-.351	-.022	-2.234	216	.027

A paired–samples T-Test was conducted to test the mean difference and its significance in the scores of the levels of trust by the citizens of Tshwane in the sincerity of communication of business leaders versus the scores of trust in sincerity of communication of elected leaders. Although Business leaders scored higher than elected leaders, there was no statistically significant difference in the scores. Business leaders (M=2.52, SD=1.163) to Elected leaders (M=2.33, SD= .892), t = (-2.234), the paired mean was -.187 with a 95 per cent confidence

interval ranging from -.351 to -.022. The degrees of freedom were measured at 216.

Probability (p) was measured at .027 < .05 (two-tailed). The null hypothesis is not rejected in favour of H_3.

Hypothesis 4: The citizens of Tshwane have higher levels of trust in the sincerity of communication by NGO leaders than that of the elected leaders in Tshwane.

Table 25 - H_4 Paired Sample Statistics

	Mean	N	Std. Deviation	Std. Error Mean
Trust in Communication- Elected Leaders	2.33	217	.892	.061
Trust in Communication - NGO Leaders	3.10	217	1.112	.075

Table 26 - H_4 Paired Samples Test

	Mean	Standard Deviation	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
Trust levels in the sincerity of communication of Elected leaders vs. Trust levels in the sincerity of communication of NGO leaders	-.767	1.320	.090	-.944	-.591	-8.561	216	.000

A paired–samples T-Test was conducted to establish the mean difference, and to test its significance in the scores of the levels of trust by the citizens of Tshwane in the sincerity of communication of NGO leaders versus the scores of Trust in the sincerity of communication of elected leaders. NGO leaders scored higher and there was a statistically significant difference in the scores. NGO leaders (M=3.10, SD= 1.112) to Elected leaders (M=2.33, SD=. 882), t = (-8.561). The paired mean

was -.767 with a 95 per cent confidence interval ranging from -.944 to -.591. The degrees of freedom were measured at 216.

Probability (p) was measured at .000 > .05 (two-tailed). The null hypothesis is rejected in favour of H_4. The alternative hypothesis is accepted.

Hypothesis 5: The citizens of Tshwane have higher levels of trust in the decision making of business leaders than that of elected leaders in Tshwane.

Table 27 - H_5 Paired Sample Statistics

	Mean	N	Std. Deviation	Std. Error Mean
Trust in Decision making- Elected Leaders	2.39	217	.883	.060
Trust in Decision making - Business Leaders	2.64	217	1.114	.07

Table 28 - H_5 Paired Samples Test

Pair 1	Mean	Standard Deviation	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
Trust levels in the Decision Making of Elected leaders vs. Trust levels in the Decision making of Business Leaders	-.247	1.121	.076	-.397	-.097	-3.240	216	.001

A paired–samples T-Test was conducted to evaluate the mean difference and its significance in the scores of the levels of trust by the citizens of Tshwane in the Decision Making of business leaders versus the scores of trust in the Decision Making of elected leaders. Business leaders scored higher and there was a statistically significant difference in the scores. Business leaders (M=2.64, SD=

1.114) to Elected leaders (M=2.39, SD= .883), t = (- .3240). The paired mean was -.247, with a 95 per cent confidence interval ranging from -.397 to -.097. The degrees of freedom were measured at 216.

Probability (p) was measured at .001 < .05(two-tailed). The null hypothesis is rejected in favour of H_5. The alternative hypothesis is accepted.

Hypothesis 6: The citizens of Tshwane have higher levels of trust in the decision making of NGO leaders than that of elected leaders in Tshwane.

Table 29- H_6 Paired Sample Statistics

	Mean	N	Std. Deviation	Std. Error Mean
Trust in Decision making- Elected Leaders	2.39	217	.883	.060
Trust in Decision Making- NGO Leaders	3.16	217	1.079	.073

Table 30-H_6 Paired Samples Test

	Mean	Standard Deviation	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
Pair 2 Trust levels in the Decision Making of Elected leaders vs. Trust levels in the Decision making of NGO Leaders	-.767	1.234	.084	-.932	-.602	-9.160	216	.000

A paired–samples T-Test was conducted to test the mean difference, and its significance in the scores of the levels of trust by the citizens of Tshwane in the Decision Making of NGO leaders versus the scores of trust in the Decision Making of elected leaders. There was a statistically significant difference in the scores.

NGO leaders scored higher (M=3.16, SD= 1.079) to Elected leaders (M=2.39, SD=. 883), t = (-.9.160). The paired mean was -.767 with a 95 per cent confidence interval ranging from -.932 to -.602. The degrees of freedom were measured at 216.

Probability (p) was measured at .000 < .05 (two-tailed). The null hypothesis is rejected in favour of H_6. The alternative hypothesis is accepted.

Hypothesis 7: The citizens of Tshwane generally have higher levels of trust in business leaders than in elected leaders.

Table 31 - H_7 Paired Sample Statistics

	Mean	N	Std. Deviation	Std. Error Mean
Overall Trust in Elected Leaders	2.63	217	1.024	.070
Overall Trust in Business Leaders	2.58	217	1.037	.070

Table 32 - H_7 Paired Samples Test

Pair 1	Mean	Standard Deviation	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
Levels of general trust in Elected leaders vs. Levels of General Trust in Business Leaders	.048	1.084	.074	-.097	.193	.651	216	.515

A paired–samples T-Test was conducted to evaluate the mean difference and its significance in the scores of the levels of general trust by the citizens of Tshwane in business leaders versus the scores of general trust in elected leaders. Although elected leaders scored higher, there was no statistically significant difference in the scores. Business leaders (M=2.58, SD= 1.037) to Elected leaders (M=2.63, SD=. 1.024), t = (.651). The paired mean was .048 with a 95 per cent confidence interval ranging from -.097 to .193. The degrees of freedom were measured at 216.

Probability (p) was measured at .515 > .05 (two-tailed). The null hypothesis is not rejected in favour of H_7.

Hypothesis 8: The citizens of Tshwane generally have higher levels of trust in NGO leaders than in elected leaders

Table 33 – H_8 Paired Sample Statistics				
	Mean	**N**	**Std. Deviation**	**Std. Error Mean**
Overall Trust in Elected Leaders	2.63	217	1.024	.070
Overall Trust in NGO Leaders	2.98	217	1.069	.073

Pair 1	**Table 34 - H_8 Paired Samples Test**							
Levels of general trust in Elected leaders vs. Levels of General Trust in NGO Leaders	Mean	Standard Deviation	Standard Error Mean	95% Confidence Interval of the difference		t	df	Sig. 2 tailed
				Lower	Upper			
	.346	1.153	.078	-.500	-.191	-4.416	216	.000

A paired–samples T-Test was conducted to test the mean difference and its significance in the scores of the levels of general trust by the citizens of Tshwane in NGO leaders versus the scores of general trust in elected leaders. NGO leaders scored higher and there was a statistically significant difference in the scores. NGO leaders (M=2.98, SD= 1.069) to Elected leaders (M=2.63, SD= .1024), t = (-.4.416). The paired mean was .346 with a 95 per cent confidence interval ranging from -.500 to -.191. The degrees of freedom were measured at 216.

Probability (p) was measured at .000 < .05 (two-tailed). The null hypothesis is rejected in favour of H_8. The alternative hypothesis is accepted.

4.6 CONCLUSION

The major findings in this study indicate that the City of Tshwane is successful in the delivery of municipal services to its citizens. The findings demonstrate that this success does not necessarily translate to similarly high levels of trust, as levels of trust are generally lower than levels of service satisfaction. The Mayor of Tshwane is the city's most trusted elected leader across government, business and NGO leaders. The study fund that the Mayor is also the leader with most interaction with residents. This finding suggests that ongoing engagement with the public cultivates trust. Disturbingly, The study found that a very small percentage of residents were familiar with even one of the 11 members of mayoral committee (excluding the Mayor). Disturbingly, the study found that ward-based leaders, who are the closest in proximity with the public, were least trusted of the elected leaders and their interaction with residents was not satisfactory. Overall, this study also found that NGO leaders were generally more trusted than elected leaders as well as business leaders. This finding can be tied back to that the sway and influence of servant leadership, this as NGO's are generally viewed as leadership as institutions of public servitude.

CHAPTER FIVE

DISCUSSION, INTERPRETATION AND ANALYSIS OF RESULTS

5.1 INTRODUCTION

The aim of this study was to establish the levels of trust in elected leaders of Tshwane and the relationship between those levels with the levels of resident satisfaction with services provided by the city. To that end, and to create important context, the study compared levels of trust in elected leaders with leaders in the NGO and business sectors. To better understand the results, the study also sought to determine levels of familiarity of elected leaders by the residents as well as the intensity of their interaction. The results of these questions were presented in the previous chapter. This chapter links the conceptual framework of Servant-leadership to the study findings and provides a deepened interpretation and analysis of the key results of this study focusing on the research problem and questions posed by the study.

5.2 CONCEPTUAL FRAMEWORK – SERVANT-LEADERSHIP THEORY

This researcher selected the Servant-leadership theory by Greenleaf as the conceptual framework for this study. Northouse (2007) defines servant-leadership as an approach to leadership that has strong self-sacrificing and ethical overtones that asks and requires leaders to be attentive to the needs of their followers and empathise with them.

The Servant-leadership theory emphasises personal integrity and serving others, including employees, customers and communities. These leaders set aside self-interest for the betterment of their followers (Chinomona, 2013).

The choice of the Servant-leadership as the conceptual framework was motivated by its similarities to the South African public service principles of *Batho Pele* (People First) which call for a focus on people, as does the Greenleaf theory. The theory was carefully chosen as the conceptual framework as it is based on an ideal that those who devote their lives to leadership do so based on their desire to serve rather than for personal benefit. This is most likely the ideal that a typical voter in Tshwane had in mind when they voted in the local government elections.

In addition to the ideals of service, the theory's emphasis on relationship building made it most suitable to address matters of trust and leadership.

Greenleaf first proposed the Servant-leadership theory in 1970 and his theory is highly applicable to the public service because of its strong focus on the ideals of service to people. Van Dierendonck *et al*. (2014) argues that organisations that emphasise need satisfaction (such as local government) may choose servant-leadership as their preferred leadership style for managers.

The *Batho Pele* principles call for a public service that is responsive to people's needs; the citizens are encouraged to participate in policy-making and the emphasis is on service. According to the principles, the public service should render an accountable, transparent and development-oriented public administration (Independent Police Investigative Directorate, 2013). It is expected that officials and leaders in public service should abide by these principles at all times.

The Servant-leadership theory itself focuses on key tenets of leadership that include the focus on service to others; an holistic approach to work; promoting a sense of community; and sharing of power in decision-making. The leader assumes the role of a servant to their followers. According to Smith (2005), a servant-leader's primary motivation and purpose is to encourage greatness in others, while organizational success is the indirect, derived outcome of servant-

leadership. Servant-leaders apply a number of critical leadership skills in their execution of leadership responsibilities. Smith (2005) identifies the following key attributes of a servant leader: Listening; Empathy; Healing; Awareness; Persuasion; Conceptualization; Foresight; Stewardship; Commitment to the growth of people; and Building community.

In applying the theory in modern day leadership, Spears and Lawrence (2004) discerns the following characteristics of a servant-leader from Greenleaf's writings. The effective political leader understands the importance of the supporters in the leadership equation (Kjaer, 2013). The ability to listen is important in servant-leadership; and the servant-leader must seek to identify the will of a group and help clarify it (Spears & Lawrence, 2004).

This was particularly important for this research as it sought to understand the levels of trust in elected leaders, which is influenced in part by the depth of relations between the leaders and followers. Public participation is a key platform for the achievement of that goal and as a result, the development and sustenance of trust. According to the Local Government: Municipal Structures Act No. 117 of 1998, section 73(2), public participation is vital for effecting and enhancing accountable governance and facilitating communication channels between municipalities and communities (Managa, 2012).

The challenges of local government require local leaders to be acutely aware of the needs of the followers and the feelings of the followers at every point in time. The scourge of community protests in South Africa suggests that this may not be the case. The servant-leadership approach promotes leadership with a heightened sense of awareness (Spears & Lawrence, 2004). Beyond delivery issues, awareness aids the leader in understanding issues involving ethics and values. This allows the leader to view most situations from a more integrated, holistic position (Spears & Lawrence, 2004). The application of the servant-leader philosophy in local government has the potential to help leaders and officials

internalise not only the *Batho Pele* principles but also the noble intentions of these principles as well as the legislative tools that were put in place to support leader-community relations at local municipality level. Leaders who devote themselves to delivering are most likely to be trusted by followers, and thus most likely to be supported by followers. This type of leader is what local government desperately needs.

5.3 PROBLEM STATEMENT

The problem statement of this study honed in on the contradiction of a rising number of community protests, seen as an indication of dissatisfaction with municipal services and the impressive service delivery successes that are reported by the municipality:

The local government sphere has faced a number of service delivery-related protests over the past decade. This is often interpreted as a result of dissatisfaction with the delivery of municipal services. Though a large majority of these are street-based protests which at times turn violent, some communities employ different protest tactics that include the withholding of municipal rates payments and refusal to participate in electoral processes.

According to the City of Tshwane's resident satisfaction survey of 2013, access to basic services in the city is high. Over 90 per cent of households had access to electricity, water and refuse removal services (City of Tshwane, 2012). In spite of these successes, 20 per cent of service delivery protests took place in the City of Tshwane in the period where Gauteng Province experienced the highest protest activity between 2007 and 2011.

Alexander, Runciman and Ngwane (2014) in their research on service delivery protests in South Africa found that communities identified the performance of local leaders as their main source of discontent. In the City of Tshwane this dissatisfaction has led to drastic civil action which at times has resulted in the

destruction of public property associated with government, including municipal offices, clinics and police stations. A few examples of how service delivery has manifested in the City of Tshwane in the same year as the study are as follows:

- In January 2014, residents in Zithobeni in the Eastern part of the City of Tshwane torched the local municipal offices and a police station in a service delivery protest (SAPA, 2014).
- On the 4th February 2014, protestors in Bronkhorspruit burned down a clinic and a community hall and a library during a service delivery protest (SAPA, 2014).

For communities to reach such a low point that they resolve to take desperate protest action in whatever form suggests a serious breakdown in leader-community relationships and most significantly a breakdown in trust.

A number of studies have established that trust is a key factor in leader-follower relationships and leader performance has a bearing on leader-follower trust. While a number of research studies have been undertaken in South Africa to understand the source of service delivery dissatisfaction, there is still a knowledge gap in the understanding of the levels of relational trust between leaders and communities and what this is affected by or how it affects service delivery.

5.4 RESEARCH QUESTIONS

The five research questions were developed with the aim of finding holistic answers to the problems identified in this study. The questions were as follows:

- How familiar are the citizens of Tshwane with their elected leaders?
- What are levels of citizen participation in leader-led activities?
- To what extent are residents of Tshwane satisfied with municipal services provided by the city?

- To what extent do the citizens of the city trust elected public leaders of the City of Tshwane and how do those trust levels compare with leaders in other sectors?
- What is the relationship between the levels of trust in elected public leaders and the satisfaction levels on delivery of services?

5.5 ANALYSIS OF RESEARCH RESULTS

The study was able to provide answers to the questions posed in the formative stages of the study. The key themes of the findings established through this study were as follows:

- There are high levels of satisfaction with municipal services in the City of Tshwane.
- There are high levels of familiarity and trust in the Mayor of the City of Tshwane.
- There are low levels of familiarity and trust in ward-based elected leaders of Tshwane.
- There are low levels of public participation in the City of Tshwane.

In the next segment, the researcher provides analysis and interpretation of each of the research questions.

5.5.1 How familiar are the citizens of Tshwane with their elected leaders?

The research study examined the self-reported familiarity of citizens of Tshwane with their local elected leaders. The results reflected high levels of familiarity with the Mayor of Tshwane (82.5%) and lower levels of familiarity with ward councillors (46.5%) and ward committee members (28.1%) although the latter leader types are closer in proximity to the respondents. This seems to be a significant anomaly, as local government was designed to capitalise on the advantages of leader-

citizen proximity. When these findings are analysed in conjunction with the question of citizen participation in activities where elected leaders are active, they suggest that there are not enough opportunities for citizens and leaders to engage effectively as intended by the constitution.

The Members of the Mayoral committee scored the lowest amongst elected leaders on the familiarity scale, even when the respondents were required to identify only one of 11 members. These members are tasked with political oversight in the provision of services. They are an equivalent of a Cabinet Minister but only at local government level. The study findings suggest that there is hardly any interaction with this level of leadership and the citizens and thus the familiarity with the leaders is low. This can explain the often stated misunderstanding on the part of residents of the roles and responsibilities of the different tiers of government. Residents who do not know who their leaders are, are not likely to know what their mandate is and if indeed they are living up to it.

This problem could also be a product of the current electoral system in South Africa, which allows political parties to deploy political leaders in the various positions as opposed to the electorate voting directly for their leaders. Their constituents may therefore not know the deployed leaders. This system also results in the profiling only of the “marquee” candidates during elections (such as the presidential and provincial premiership candidates and at local government level, mayoral candidates). The ultimate result is a leader-follower relationship that is founded on ignorance of who the leaders are, what they are capable of delivering, and their mandate. This situation is not conducive to the required leader-follower trust at local government level.

5.5.2 What are levels of citizen participation in leader-led activities?

In Chapter 2, the researcher selected the definition of leadership advanced by Yukl (2006) as the most fitting for the objectives of this study. Yukl defines

leadership as the process of influencing others to understand and agree about what needs to be done and how to do it, and the process of facilitating individual and collective efforts to accomplish shared objectives. The Local Government Municipal Systems Act No. 32 of 2000 underlines the applicability of this definition in local government service by requiring local governments to drive collective efforts in local governance.

The Act states that communities must participate in any public consultation and decision-making processes in the local government sphere, which includes budget consultations, ward meetings and Integrated Development Planning (IDP) discussions. It also requires municipalities to report to, and receive feedback from their communities annually regarding the objectives set out in the IDP (Managa, 2012).

This study found generally low levels of public participation; this was even more pronounced with the members of the Mayoral committee. Less than 15 per cent of respondents had participated in ward level activities in the preceding two years. This suggests that although legislators had well-meaning intentions to encourage public participation at ward level with the Municipal Systems Act No. 32 of 2000, this is not attaining satisfactory levels in practice.

According to the Local Government Structures Act No. 117 of 1998, section 73(2), public participation is essential for effecting and enhancing accountable governance and facilitating communication channels between municipalities and communities (Managa, 2012). The low levels of public participation could possibly be a factor affecting trust levels of ward leadership.

According to the Municipal Systems Act No. 32 of 2000, municipalities must consult the local community about municipal services. The Act obliges municipalities to develop a culture of municipal governance that complements

formal representative government with a system of participatory governance (Potter, Trust, Ferreira, & Ashira, 2004).

It was not expected that at Mayoral or Member of Mayoral committee levels the participation would be very high due to the wider proximity of ordinary citizens to these levels of local government. However, it was expected that the rates of participation would be much higher at ward level. More respondents reported participation in activities in which the Mayor of Tshwane participated in than any other elected leader (15.7%). Only 5 per cent of respondents reported having attended an activity that involved members of the Mayoral committee. Ward councillors and committees scored 11.1 per cent and 14.3 per cent respectively.

A functional and effective relationship between leaders and followers, capable of achieving mutual goals, requires trust. These findings pose serious questions regarding the engagement of leaders and citizens and the effect this has on trust. As stated in Chapter Two, the failure to engage constructively between leaders and constituents can be detrimental to the development of trust. The communication vacuum caused by the lack of communication and engagement has the potential to be filled by ill intentioned or less informed elements within society.

Another potential problem that may arise with the lack of interaction between leaders and residents is failure to associate any of the service delivery successes with the particular leaders. As postulated by Managa (2012), protesters express dissatisfaction and frustration because of their exclusion from local decision-making and accountability by the municipal officials and councillors who represent them in wards. Residents may not recognise the role of local leaders in the successful delivery of services because of a failure to communicate effectively and regularly.

A commitment to the growth of people is a precursor to shared leadership. Shared

leadership requires higher-level systems of group interaction and negotiation of shared understanding (O'Connell, 2014). As envisaged in the Municipal Systems Act No. 32 of 2000, interaction is an important element in local government leadership and the study findings suggest that insufficient leader-follower interaction is taking place in the City of Tshwane.

5.5.3 To what extent are residents of Tshwane satisfied with municipal services provided by the city?

Hetherington (1998) is quoted in this study as stating that public trust is often defined as a basic evaluative orientation of the government, premised on how well the government is delivering according to people's expectations.. To test this view, the study sought to establish the levels of leader trust in relation to service satisfaction.

According to the city's resident satisfaction survey of 2013, citizens' access to basic services in the city was high, and 76.6 per cent of households had access to waterborne sanitation. The city further reports in other sources that over 90 per cent of households have access to electricity, water and refuse removal services (City of Tshwane, 2012).

This research sought to test the satisfaction levels of the citizens with the services provided by the City of Tshwane. It expanded the services in question to include public transport, residential roads, and low cost housing, all of which are responsibilities of a category A municipality.

The research findings corroborated the 2013 City of Tshwane resident satisfaction survey, as it found that there were very high levels of satisfaction in the basic services: Household water (86%), Household sanitation (85%) and Electricity (87%). The satisfaction levels on the services are still high (all above 70%) but lower than those of basic services by more than 10%. The findings of this research

suggest that the city performs very well on its service delivery mandate and that this is largely recognised by its residents. This question was further broken down by age and by income groups in order to best determine whether these were active factors in the findings.

The findings of this research study were consistent with the Tshwane Satisfaction Survey conducted by the Bureau of Marketing Research of the University of South Africa (UNISA) on behalf of the city. That survey found that in the three main areas of service delivery, namely electricity, water and sanitation, satisfaction levels were well above 70 per cent (Bureau of Market Research (UNISA), 2013). This study found that satisfaction levels with those services were well above 80 per cent. The lowest levels of satisfaction were found in low cost housing and public transport, but even though these were the lowest, they were still above 70 percent. This particular service may have scored the lowest as it is not applicable to all citizens. Overall the findings corroborate the service delivery success claims by the City of Tshwane.

5.5.4 Levels of Public Satisfaction with Tshwane Municipal Services by Income Group

A number of previous studies have linked income inequality with low levels of trust. Wilkinson and Pickett (2009) in the book “The spirit level” posit a strong link between income inequalities and low societal trust levels. As part of the analysis of public satisfaction with municipal service in Tshwane, this study sought to establish the overall levels (combining all six municipal services under research) of satisfaction by income group. Interestingly, there were stark differences in service satisfaction between respondents of the highest income group and those of the lowest income group. Respondents with higher income reported the highest levels of satisfaction with services, while on the contrary, respondents with the lowest income reported lowest levels of satisfaction. It must be noted that most of the service delivery protests take place in areas of low income.

The levels of satisfaction in the other income groups were at the same levels (between 78% and 79%). This difference in levels of satisfaction can be understood in the context of the higher likelihood of some of the low income households having poorer access to services than the more well off households. In other words, the balance of households who are yet to receive basic services are highly likely to be low income households. There may also be other factors not necessarily directly linked with the delivery of services by the city that impact their general view on government performance. This is supported by Managa (2012), who asserts that high levels of unemployment and poverty exacerbate dissatisfaction concerning poor service delivery, particularly in the informal settlements, where unemployment and poverty are endemic. It is therefore important for the city to pay attention to these households in relation to service delivery.

5.5.5 Levels of Public Satisfaction with Tshwane Municipal Services by Age Group

In this study, the highest levels of satisfaction were recorded among those aged between 41 and 50 (81%). The lowest levels of service satisfaction were recorded in the age group aged 60 and over at 71 per cent. These levels are, though lowest in this study were still found to be very high. Public satisfaction with services was high with young people at 77 per cent. This study found no evidence to suggest that age is a key factor or determinant in the levels of public satisfaction with services.

5.5.6 To what extent are elected public leaders of the City of Tshwane trusted by the citizens of the city and how do those trust levels compare with leaders in other sectors?

This study's key objective was to establish the levels of public trust in local elected leaders of the City of Tshwane. The main question of the survey was: To what

extent are elected public leaders of the City of Tshwane trusted by the citizens of the city?

In understanding these levels in a broader leadership context, the study also sought to establish the differences between trust in public elected leaders and trust in leaders in other sectors (Business and Non-Government Organisations (NGOs).

This section examined the levels of general trust in leaders by leader type. The Mayor, Mayoral committee, Ward Councillor and ward committee scores were combined as unit scores of elected leaders. These scores were compared with those of NGO leaders and business leaders to determine which of the leader types were most trusted and to which levels. There was a general pattern where the Mayor of the city scored the highest of elected all leaders. The study found that the Mayor of the City of Tshwane was the most trusted elected public leader in all three tested dimensions (Skills and expertise, Communication and Decision making).

Ward based leaders were the least trusted of the elected leaders in all tested dimensions. This is a concerning finding since ward based leaders are the closest reflection visible to the public of the quality of leadership in the public sector. The findings suggest that communities have less faith in the abilities and intentions of local leaders. There may be a number of reasons for this, including the fact that most citizens had not engaged at local level with their ward leaders.

The study found that respondents have significantly more trust in business leaders than they have in elected leaders on skills and expertise and decision-making. Though business leaders scored higher on trust in communication, as well as general trust, the difference was not significant. Across all variables, NGO leaders scored significantly higher than elected leaders. Again, when the Mayor of Tshwane was isolated from other elected leaders, his trust ratings were much

higher than business leaders but only slightly lower than NGO leaders. If ward-based leaders are measured against business leaders, they are scored much lower in trust.

In line with the international norm, NGO leaders were more trusted than the most trusted elected leader, the Mayor of the City of Tshwane. The Mayor, measured on his own, was more trusted than leaders in the business sector.

This study found that trust in local elected leaders, though lower than the leaders of NGOs, is relatively reasonably high. Using the Edelman levels of trust in 2014 as a benchmark, the study found that the levels of trust in local leaders are above the global average trust in government institutions. According to the Edelman report, trust in governments fell globally to 44 per cent making it the least trusted institution (as compared to Business, Media and Non-Government Institutions) (Edelman Berland, 2014). For South Africa, the Edelman trust barometer found that trust in the institution of government was a very low 17 per cent (Schuitema, 2014).

However, this study found that the lowest trust levels in leaders (which was in the ward committee) were 50 per cent higher than some of the world's more advanced economies' national trust. These levels of trust may seem low, but when considering that the Human Sciences Research council on social attitudes classified South Africa as a low trust society (Human Sciences Research Council (HSRC), 2010), they are unexpectedly high.

Ward level leaders consistently scored between 50 per cent and 53 per cent. The ward councillor chairs each ward committee and the scores between the ward committee and the ward councillor were largely similar throughout the study. This suggests that the citizens' experience of ward councillors was largely in the context of their leadership of the ward committees. The Mayor of Tshwane consistently scored above 70 per cent in trust levels, a very high score when

compared to international benchmarks. This can be attributed to the high levels of satisfaction with services. According to Low and Tan (2008), the governments' ability to deliver public service effectively and efficiently is key to determining the levels of trust.

This can also be attributed to the higher public profile of the Mayor as well as the fact that more respondents reported having been at an activity that involved the mayor than any other elected leader. This is supported by Chinomona (2013), who states that when a leader is transparent, followers come to know what the leader values and stands for, and that the leader understands who they are as well.

Trust In Decision Making:

A trust culture is where citizens feel that they have about an equal and potential chance of making a difference in the political decision-making (Blind, 2007). The study sought to establish levels of trust in leader decision-making. The respondents reported higher levels of trust in the decision-making of NGO leaders than all other leader types (79%). This broke the pattern of the highest levels of trust being associated with the Mayor of Tshwane. However, the Mayor was second at 70 per cent followed by Business leaders at 66 per cent. The pattern of the lowest levels of trust at ward level continued. The ward councillor and ward committee scored lowest at 53 per cent and 52 per cent respectively.

Trust In Communication:

Dirks and Ferrin (2002) states that there are strong links between trust and satisfaction with leaders, and belief in information provided by the leaders. This study sought to establish the levels of trust in leader communication. The survey respondents reported that they had higher levels of trust in the sincerity of communication by NGO leaders that any other leader type (77%). They were followed closely by the Mayor of Tshwane at 74.8 per cent. As with trust in levels of trust in leader expertise, ward councillors and ward committees scored the lowest despite their closer proximity to the citizens. The pattern in the results demonstrates high levels of familiarity and trust in the Mayor of Tshwane relative to other elected leaders.

These results are aligned with the Edelman trust surveys from 2007 to 2014, which found NGOs to be the most trusted institutions for those seven consecutive years. NGOs are mostly positioned as representatives of community voices and community welfare. Rubin, Bommer, & Bachrach (2010) states that followers who perceive their leader to feel concern for their welfare, and value relationships are likely to have stronger feelings of affective trust. This indicates that the perceived intention of the organisation has a bearing on how it far it is trusted by communities.

5.5.7 What is the relationship between the levels of trust in elected public leaders and the satisfaction levels on delivery of services?

A number of studies in the area of public trust agree on the relationship between political performance and the levels of trust. These studies link public trust directly to the success or lack of success of the government leaders and/or institutions in delivering in accordance with the expectations of the public. This study sought to examine a link between levels of service satisfaction across a number of services and levels of trust in elected leaders. These findings were disaggregated by age and income level.

The study found that the levels of service satisfaction were consistently higher than the levels of trust when measured by income level. The largest difference was in the R15 000 to R20 000 per month income group where there was a 21 per cent difference in the levels of trust and levels of satisfaction in favour of satisfaction with services. The difference in the lowest and highest levels of income was equal at 10 per cent in favour of service satisfaction. This was the lowest difference amongst the groups.

The survey respondents reported highest levels of trust in NGO leaders at 74 per cent. There was a slight difference in trust levels of elected leaders and business leaders at 66 per cent and 65 per cent respectively. These levels of trust in elected leaders are higher than the averages of a number of OECD countries. They are much higher than the 17 per cent trust in the institution of government (South Africa) as found by the Edelman barometer of 2013. They are comparable to the government trust levels of Sweden and Norway considered high at approximately 65 per cent (OECD, 2013). The findings on trust levels in Business leaders corroborated the Edelman Trust Barometer survey, which found that in South Africa, trust in the institution of business was 63 per cent.

These findings demonstrate that high levels of satisfaction with services do not necessarily translate into similarly high levels of trust. This suggests that there are other determinants of trust than delivery of services. Delivery of services is thus one of the contributors to trust levels. This is also emphasised by the fact that though the Mayor and ward based leaders are all elected leaders, yet the trust levels in them are vastly different. At an individual level, the trust levels of the Mayor were not significantly lower than service delivery satisfaction levels. This changed when all other elected leaders were taken into account. The scores acquired by ward-based leaders in particular significantly lowered the elected leader trust mean.

This suggests that not all elected leaders are associated with service delivery success or alternatively, that service delivery success is not the ultimate determinant of trust. This researcher believes the latter argument to have more merit. Elected leaders could all be credited with delivery of services and if indeed services were the ultimate derteminant of public trust, then they would all be rated similarly very high on trust. These findings thus suggest that the Mayor espouses more confidence in the citizens than all other elected leaders, and this confidence lies in determinants beyond delivery of services. One area of difference between the Mayor and the other elected leaders is communication, and there was significantly higher interaction with the Mayor than any other leader. There was also higher trust in what the Mayor says than any other elected leader. Building trust is thus not only about delivery of services, it is also about creating a rapport with followers in the process.

The study also found that though there were very high levels of satisfaction with the delivery of services in the City of Tshwane, that did not necessary equate to the same levels of trust in leaders.

The result is that trust in elected leaders is lower than service delivery satisfaction. This finding may also imply that although the citizens were happy with the levels of service delivery, they did not necessarily attribute those service delivery successes to the skills and experience and decision-making of Ward based leaders. This is not, however, unique to the City of Tshwane. The levels of citizen trust at national level in the OECD countries where service delivery levels are high, does not translate directly to similarly high levels of trust. This emphasises the point made by Holmberg (1999) that a certain amount of scepticism can be healthy for democracy when that scepticism is based in realism rather than cynicism.

Borum (2010) argues that the propensity to trust varies from person to person and from condition to condition, and is influenced by a variety of factors, including past

experience, genetic predisposition, and personality characteristics, all of which may shape an individual's interpretation of who and what can be trusted in a given context. That suggests that even if the City of Tshwane has succeeded in delivering high levels of service delivery, there may still be other factors that will determine levels of trust in its leaders.

5.6 STATISTICAL SIGNIFICANCE OF THE FINDINGS

Bryman (2012) states that the test of statistical significance allows the analyst to estimate how confident they can be that the results derived from the study can be generalized to the population from which the sample was derived. The significance of the findings was established through the statistical testing of the hypotheses using SPSS.

Null Hypothesis Rejected	**Null Hypotheses Not Rejected**
The citizens of Tshwane have higher levels of trust in the skills and expertise of business leaders than those of elected leaders in Tshwane.	The citizens of Tshwane have higher levels of trust in the sincerity of communication by business leaders than that of the elected leaders in Tshwane.
The citizens of Tshwane have higher levels of trust in the skills and expertise of NGO leaders than those of elected leaders in Tshwane.	The citizens of Tshwane generally have higher levels of trust in business leaders than in elected leaders in Tshwane.
The citizens of Tshwane have higher levels of trust in the sincerity of communication by NGO leaders than that of the elected leaders in Tshwane.	

Null Hypothesis Rejected
The citizens of Tshwane have higher levels of trust in the decision-making of business leaders than that of elected leaders in Tshwane.
The citizens of Tshwane have higher levels of trust in the decision-making of NGO leaders than that of elected leaders in Tshwane.
The citizens of Tshwane generally have higher levels of trust in NGO leaders than in elected leaders in Tshwane.

These results provide empirical evidence of statistically significant lower trust by the residents of the City of Tshwane in elected leaders than leaders in the NGO and business sectors in relation to the skills and expertise and decision-making trust dimensions. The residents also have statistically significant lower trust in the communication by elected leaders than that of leaders in the NGO sector. It was found that residents have significantly less general trust in elected leaders than leaders in the business and NGO sectors.

This study found that NGO leaders are the most trusted leader type across the three dimensions investigated by the study. Leaders in the NGO sector are more likely to be regarded as serving for the right reasons than those in the Business or Public sectors. These leaders are more likely to assume the principles of the Greenleaf theory on servant-leadership, thus they are more likely to be trusted. As this study sought to take an inductive approach, informed by both theory and

findings, it proposes as a reason for higher trust in NGO leaders, the stronger servant–leadership posture exhibited by leaders in the NGO sector as the reason for high levels of public trust.

It will be proposed that further studies are required to test this theory.

5.7 CONCLUSION

This study has demonstrated that though satisfaction levels with the city's services are high, more still needs to be done to achieve and sustain similarly high trust levels. The study found that trust levels in local leaders are relatively high. These are particularly elevated in the case of Mayor and less so with ward leaders. Service delivery is important for trust but more is required to develop and nurture trust at local government level. Citizen engagement was found to be one of the leadership weaknesses in the city. The City of Tshwane needs to be more deliberate in its engagement of citizens in particular at ward level and by members of the Mayoral committee. Failure to effectively engage citizens erodes trust and dilutes the association of the delivery of services with elected leaders.

CHAPTER SIX

CONCLUSIONS, AND RECOMMENDATIONS

6.1 INTRODUCTION

This chapter concludes the study by providing an evaluative overview of key successes and obstacles experienced during the research process. The chapter also provides practical recommendations for the improvement of the levels of trust between elected leaders and citizens at global, regional, national, provincial and local government levels. The study sought to provide answers to the following research questions:

- How familiar are the citizens of Tshwane with their elected leaders?
- What are levels of citizen participation in leader activities?
- To what extent are residents of Tshwane satisfied with municipal services provided by the city?
- To what extent do the citizens of the city trust elected public leaders of the City of Tshwane and how do those trust levels compare with leaders in other sectors?
- What is the relationship between the levels of trust in elected public leaders and the satisfaction levels on delivery of services?

6.2 CONCLUSIONS

6.2.1 Purpose of the Study

The purpose of this research study was to contribute evidence-based insight into the value of service delivery on trust in local leadership. It was envisaged that lessons from this research study would provide a foundation for understanding the apparent disjuncture between actual service delivery and service delivery

perceptions in the City of Tshwane. This study was able to deliver on its purpose. Through this study, it has been learned that although service delivery is a major factor in the trust levels of local leaders, trust levels do not necessarily match service delivery satisfaction levels. In a number of instances, government has expressed surprise at the emergence of service delivery protests in areas deemed to be beacons of service delivery. This study will be useful in providing some answers to that riddle.

The study found a healthy level of sceptism exists among residents, and that citizen engagement, necessary for the development and nurturing of trust, is not sufficient. This study can be used particularly in the training of local government leaders and officials on matters that relate to leader-follower trust. The study can be shared with members of the South African Local Government Association (SALGA) as one of the main current evidence-based studies that provide guidance on leadership and trust in the local government sector. The study can also be used as a reference and evidence when advocating for improved leader-follower relations at local government. The outcomes of this study, if considered carefully, will contribute to the understanding of the role trust can play in reducing service-related community opposition.

This research study was successful in providing answers to all the research questions posed as elucidated in Chapter Five. The findings relating to those questions can be of assistance to the City of Tshwane as well as other local governments in their quest to improve government-citizen relations.

6.2.2 Literature Review

The study considered a number of leadership theories that could be applicable to local government and trust. A review of literature found that there is a large volume of literature on leadership and trust at the international level but not enough literature is available on leadership and trust in the African continent and South Africa. The literature review was not exhaustive, but a glaring gap identified

in this review was the inadequacy of theories and current research articles in acknowledging the elevated role of followers in the fulfilment of the leadership mandate.

This review found that though definitions of leadership are evolving to take into account the modern challenges of leadership, current leadership research is still largely based on traditional theories. This review found that it is still broadly accepted that leaders solely make decisions on behalf of followers, largely portrayed as dependent on leaders. Follower behaviour can have an effect on leaders (Oc & Bashshur, 2013). The evolution of the role of follower-leadership relationships proves differently. The 2012 Arab Spring in an example of the changing role of followers even in countries led by authoritarian regimes. The resulting changes of leadership in Tunisia and Egypt in particular are modern examples of the rising power of followers.

In an organisational context, a chairperson of the board may hold a powerful position, but the power only exists as long as the followers (shareholders) are happy to keep him or her in that position. The same applies with public service leaders. The leadership position is thus more precarious than the theories and models suggest. Sustained leadership will depend on the relationship between the leader and the followers, and relationships are strengthened by trust, which is strengthened by delivery on mandate.

The public service in a democratic state is similar, and voter power is important. Leadership is therefore no longer just about exercise of power over followers; it is about exercise of responsibility for the benefit of followers. Introducing followers into public leadership studies would also strengthen multi-level research (Vogel & Masal, 2014). Another gap in the research is the limited focus in application of theories in public service leadership. The bulk of research still explores leadership in intra-organisational settings. As a result, most research still primarily explores worker-leader relationships. It is proposed that further research is needed to

understand the role of followers as owners of leader-power as this particular study will do.

Theories need to evolve towards recognising followers who hold power through political, cultural or corporate systems. The conceptual framework selected for this study was the Servant-leadership theory, which stresses personal integrity and serving others, including employees, customers and communities. The theory was selected because of its emphasis on people in accordance with the South African public service principles of *Batho Pele* (People First). Since the study found that leaders with more interaction with followers were more likely to be trusted by followers, this theory proved to be a solid choice as a conceptual framework. Servant-leaders are the most suitable for the public service as they are likely to be highly motivated by the prospects of improving the lives of their followers. The theory was weak on the importance of technical ability in the delivery of services. Technical ability and serving are not necessarily mutually exclusive and this researcher calls for the evolution of this theory towards a technically able servant-leader.

6.2.3 Research Methodology

The quantitative research approach was selected for this research study due to a number of practical and philosophical considerations. The epistemological orientation of the study was positivist and this allowed for easier comparison with similar previous studies on trust and leadership. The approach was chosen for its strength in objectivity, replicability, and generalizability of findings. The use of this method worked well as it allowed data to be collected in a way that did not compromise the confidentiality of the participants or the objectivity of the researcher. The use of the cross-sectional research design (survey design) allowed the researcher to collect various types on inter-related data in a time- and cost-effective manner.

The study also showed that it is important to embrace the evolution of communication platforms by collecting data only from online platforms. Social Media platforms have become key communication platforms for institutions, particularly on service communication. Using online data collection methods can be extremely efficient in terms of time and cost. This data collection resulted in a large increase in the size of the sample from an initial estimate of 150 to a final count of 217.

A drawback was the quantitative approach's inability to delve deeper into the reasons for responses. However, this requirement had not been factored into the design of the study, and reflected itself as a glaring missed opportunity during the analysis phase. A mixed approach is recommended for future studies.

The internal and ecological validity of this study are credible. However, due to resource and time constraints, there were limitations to the size of the sample and this impacted on the external validity of the study, in particular the generalizability of the findings. The application of research methodology in this study was rigorous and succeeded in delivering a research report of functional quality in spite of a number of constraints, particularly limited time.

6.2.4 Findings

The primary objective of this study was to establish the levels of trust in the elected leaders of the City of Tshwane, and the relationships between levels of trust and service satisfaction. The findings from this study demonstrate that high levels of service satisfaction do not translate to as high levels of public trust, the study has shown that even though levels of satisfaction with the delivery of leader services can be high, followers may still choose to be modest in their levels of trust. Service delivery on its own is not enough to keep citizens completely content. More needs to be done beyond the provision of services to establish trust relationships between government and citizens.

Another important reflection from this study and other related studies is that trust in the institution of government does not necessarily translate into trust in the leaders within the institution. Though prior studies have found trust in the institution of government alarmingly low, this study found the levels of trust in leaders more encouraging.

Service delivery does not reach everyone at once, and it is thus important to ensure that citizens are always kept abreast of developments and more importantly, it is important to provide citizens with genuine opportunities to participate in the planning and delivery of services. One of the key lessons from this study is the importance of authentic citizen engagement. The City of Tshwane, local government in South Africa, as well as all other pillars of government need to ensure that citizen engagement is undertaken using a more meaningful approach and by all those tasked with the duty of service delivery. Failure to engage citizens erodes trust even in an environment of high levels of service delivery.

Finally, a blanket approach to citizen engagement may not be the best. Citizens have different requirements based on their current access to services. The study revealed that special attention needs to be paid to citizens at the lower scale of the LSM as they demonstrate the least amount of satisfaction with services. These same areas are known for being vulnerable to service delivery protests.

6.3 RECOMMENDATIONS TO THE CITY OF TSHWANE

6.3.1 Service Delivery Communication

The City of Tshwane has done well in its service delivery programme. The city needs to find creative ways to communicate these successes to communities. With the growth in the population of the city, there likely will be growing demands on the city. It is thus important to communicate efficiently its plans as well the

incremental successes it is achieving. This will enhance the relationship between leaders and communities and over time result in higher levels of mutual trust.

6.3.2 Engaged Leadership

As stated in Chapter Two, there are strong links between trust and satisfaction with leaders and belief in information provided by the leaders (Dirks & Ferrin, 2002). The challenges of local government require local leaders to be aware of the needs of the followers and the feelings of the followers at any point in time. It also requires leaders to inform their followers regularly. This study found very low levels of engagement between leaders and followers. The provision of services without being accompanied by communication on the needs of communities, processes of service delivery, challenges and successes of service delivery has the potential to result in failure to manage service delivery expectations. Gibson, Lacy and Dougherty (2005) cites Parr and Gates (1989) who states that many community and public leaders as well as many public officials were beginning to understand that public participation is important in an environment where the citizens have a diminished trust in government and are demanding greater accountability from public officials. The City of Tshwane must inculcate the values of the servant-leadership theory in its leaders, particularly the following:

- Elected leaders as servants of the people must seek to identify the will of a group and help clarify it (Spears & Lawrence, 2004).
- They must practice leadership with a heightened sense of awareness and begin to view situations from a more integrated, holistic position (Spears & Lawrence, 2004).

6.3.3 Greater Visibility of Members of the Mayoral Committee

The Members of the Mayoral committees (MMCs) were particularly absent in the lives of communities even though they are more directly responsible for the

delivery of services more than ward councillors. In the absence of MMCs, there is often a misinterpretation of the roles of ward councillors versus that of MMCs, with communities having expectations that ward councillors are ultimately responsible for services. MMCs should be required to meaningfully engage more frequently with the citizens on issues relating to their portfolios.

Ward councillors and committees are responsible for the facilitation of communication and engagement between the municipality and the community. They need to be more deliberate in their attempts to bring local government closer to the people by ensuring that platforms are created for MMCs to meet ward communities. Communities who are closer to the leaders are more likely to build rapport and have a higher quality relationship with the leader (van Dierendonck, Daan, Boersma, de Windt, & Alkema, 2014).

6.3.4 Communities Requiring Heightened Attention

The City of Tshwane and its leaders must pay more attention in areas of low income, as they are most vulnerable to service delivery protests. These areas report the lowest levels of satisfaction with services and provide credence to the assertion by Horsager and Reid (2014) that the socio-economic position of the affected communities is a determinant of trust.

6.3.5 Increased Public Profile for Elected Leaders

The study found the Mayor of Tshwane to be the most trusted elected leader. The Mayor has the highest public profile of all local elected leaders. He is active in taking media enquiries across a number of media platforms, and thereby communicates more frequently with citizens. It cannot be expected that other leaders will have the same profile at city level but they should at ward level. Ward level leaders must use all the communication tools at their disposal such as community newspapers to relay important messages to their constituents. MMCs

should be expected to be more forthcoming on communicating matters relating to their portfolios so as to increase their profile and accountability.

6.4 RECOMMENDATIONS TO DEPARTMENT OF LOCAL GOVERNMENT AND TRADITIONAL AFFAIRS, GAUTENG

6.4.1 Introduction of a 360-degree leader performance management system

The principle and effective practice of performance management is important in the delivery of any service in every sector. Ward-based leaders scored the lowest in terms of trust in all the tested dimensions. A 360-degree performance management system that allows citizens to also provide feedback on the performance of the Ward-based leaders can help improve the performance of these leaders. At another level, the system should allow ward-based leaders to provide their inputs on the performance of the MMCs who are tasked with the delivery of specific services. A performance management system that allows the participation of constituents is likely to provide a more objective view on leader performance, and additionally it can help identify potential problems before they develop into unmanageable service delivery protests.

A performance evaluation system run at a level above the municipal level is most likely to be seen as fair and impartial and thus this programme has to be located at the provincial level. The advantage of evaluation lies in the fact that the aspects of evaluation are communicated at the beginning of the evaluation cycle and thus local leaders would be aware of the key deliverables. Involving communities in the evaluation of local leaders strengthens the principle of shared leadership, which is at the heart of the servant-leadership principles.

6.5 RECOMMENDATIONS TO DEPARTMENT OF LOCAL GOVERNMENT AND TRADITIONAL AFFAIRS IN SOUTH AFRICA

6.5.1 Skill Based Selection of Leaders

The study found that ward-based leaders were the least trusted on skills and expertise than other elected leader types. Leaders need to demonstrate conceptual and implementation skills in their areas of placement. These scores were based on what the respondents know of their elected ward leaders. The importance of this level of leadership could be undermined by a *laissez-faire* attitude towards leader deployment at local level by political parties. Ward-based leaders are the contact points of people and government institutions; they therefore need to be people of high integrity and skills. An impression, whether negative or positive, created by the leader at this level has the potential to permeate all other levels of government. If that impression is negative, it can become a flashpoint that results in unhappy communities. Leaders at this level should therefore be selected based primarily on their skills and expertise, and those skills, and expertise should be a matter of public knowledge to increase levels of public trust in their ability.

6.5.2 Electoral Reform at Local Government Level

The researcher acknowledges the importance of selecting and deploying the best possible individuals in leadership positions. This is important in all leadership roles but most pronounced in Mayoral committee leadership positions. While this may remain the responsibility of the party in government, there needs to be more community involvement in the selection of ward-based leaders. Currently, it is the political party that deploys leaders, and the recommendation is to consider a hybrid election system that allows for direct selection of leaders by the constituencies concerned as well as leader deployment. This will allow for greater leader accountability and increased follower involvement in local governance.

6.6 RECOMMENDATIONS FOR LOCAL GOVERNMENT LEADERSHIP IN AFRICA

6.6.1 Integrate Positive Traditional Values in Local Government Leadership

African culture and values are largely people-centric. The application of leadership models such as the Greenleaf theory must be done with the understanding of the peculiarities of African culture. It is thus recommended that positive African indigenous values of leadership are integrated into modern leadership models. African cultural heritage, passed on from generation to generation, has been a source of guidance for communities in times of peace, uncertainty, birth, life, and death (Malunga, 2006). One such group of indigenous principles is *Ubuntu.* The principles of Ubuntu can enhance leadership and as a result, trust. According to Malunga (2006) *Ubuntu* is built on five inter-related principles: sharing and collective ownership of opportunities; responsibilities and challenges; the importance of people and relationships over things; participatory decision-making and leadership; patriotism; and reconciliation as a goal of conflict management. These principles are closely related to the principles of servant-leadership and combining their application can greatly improve the application and the outcomes of local government leadership.

6.7 RECOMMENDATIONS TO THE DEPARTMENT OF LOCAL GOVERNMENT INTERNATIONALLY

6.7.1 Instil Servant-Leadership Principles to Improve Trust

The image of the public service leaders worldwide is impaired by perceptions of government institutions steadily transforming from being institutions existing solely for the benefit of people to being a source of corruption and self-enrichment. In 2013 it was reported that only 17.5% of people around the world said they trust their business and government leaders to solve social issues, correct issues within industries that are experiencing problems, make ethical and moral decisions, and tell the truth regardless of complexity or unpopularity (Horsager & Reid, 2014, p. 21). Local government is the face of the entire government system and should be seen as being above corruption and dubious practices. It is thus imperative that

servant-leadership principles be introduced as the minimum standard for those who aspire to be leaders in local government. Leaders in local government should operate from a desire to first serve others and avoid power traps by building consensus, follower empowerment and a sense of egalitarianism (Smith, 2005). The application of the servant-leadership principles is likely to help cultivate trust. Edelman (2014) lists two main strategies for building trust: one is engagement, and a major attribute of an ideal servant leader, and the second is integrity, an attribute that embodies the servant leadership theory.

6.7.2 Recommendations for Further Research

It is recommended that further in-depth research be undertaken into the underlying drivers of public trust in leaders. This will help scholars in the leadership sector to discover the underlying reasons of the varying trust levels in different leader types. It is recommended that a study of that nature should comprehensively assess what drives the high levels of trust in leaders in the NGO sector when compared to other leaders. Quantitative surveys into trust levels have established this as a norm, and a qualitative study is required to obtain a holistic understanding of the drivers of trust in leaders.

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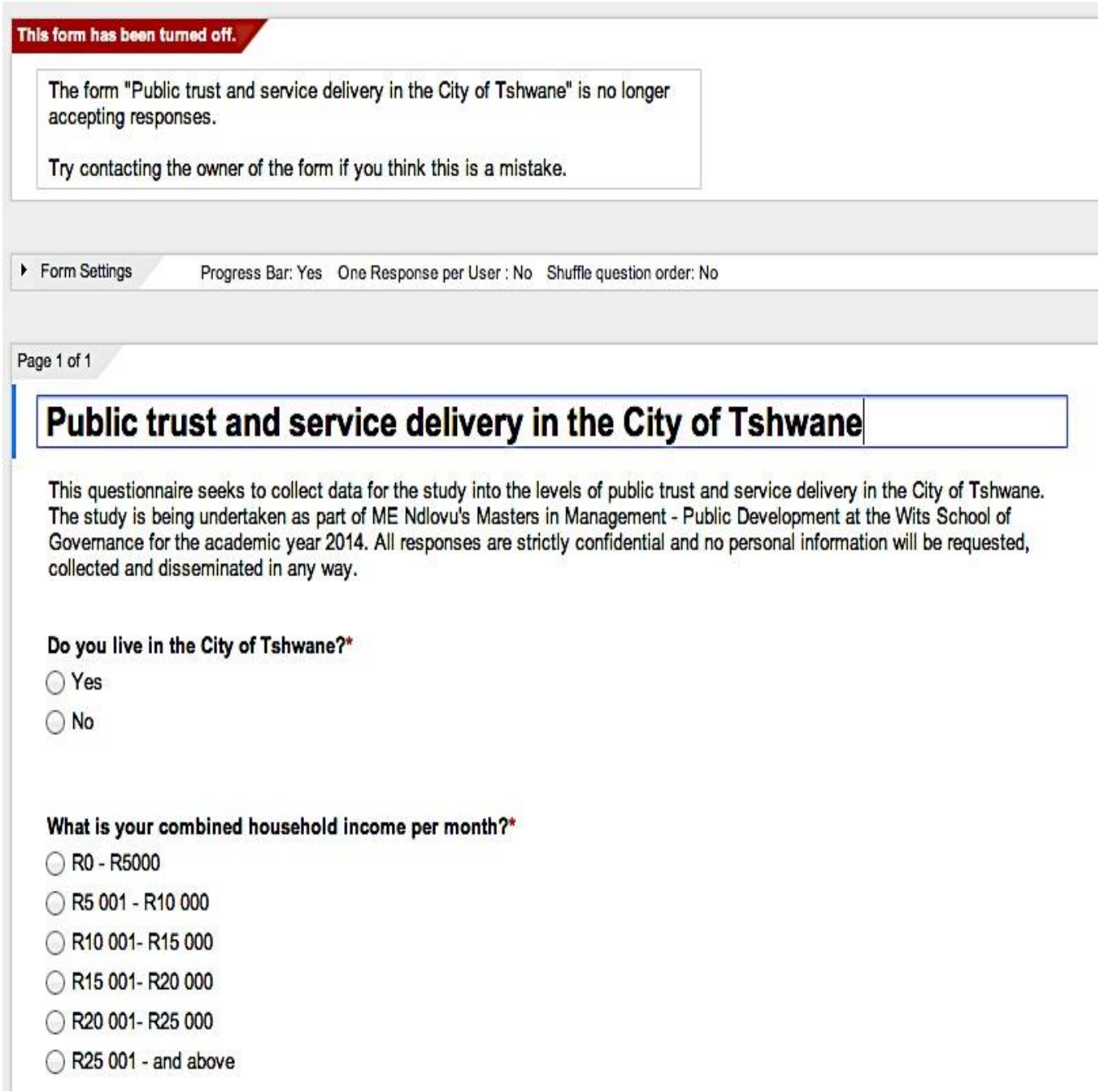
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ANNEXURES

ANNEXURE 1: QUESTIONNAIRE



This form has been turned off.

The form "Public trust and service delivery in the City of Tshwane" is no longer accepting responses.

Try contacting the owner of the form if you think this is a mistake.

Form Settings Progress Bar: Yes One Response per User : No Shuffle question order: No

Page 1 of 1

Public trust and service delivery in the City of Tshwane

This questionnaire seeks to collect data for the study into the levels of public trust and service delivery in the City of Tshwane. The study is being undertaken as part of ME Ndlovu's Masters in Management - Public Development at the Wits School of Governance for the academic year 2014. All responses are strictly confidential and no personal information will be requested, collected and disseminated in any way.

Do you live in the City of Tshwane?*

- ◯ Yes
- ◯ No

What is your combined household income per month?*

- ◯ R0 - R5000
- ◯ R5 001 - R10 000
- ◯ R10 001- R15 000
- ◯ R15 001- R20 000
- ◯ R20 001- R25 000
- ◯ R25 001 - and above

What is your combined household income per month?*

- ◯ R0 - R5000
- ◯ R5 001 - R10 000
- ◯ R10 001- R15 000
- ◯ R15 001- R20 000
- ◯ R20 001- R25 000
- ◯ R25 001 - and above

In which of these age groups do you fall within? *

- ◯ Under 18
- ◯ 18-30
- ◯ 31-40
- ◯ 41-50
- ◯ 51-60
- ◯ 61 and over

I know who the Mayor of the City of Tshwane is*

- ◯ Agree
- ◯ Disagree

I know who my ward councillor is*

- ◯ Agree
- ◯ Disagree

I know one or more Members of Mayoral Committee (MMC) in the City of Tshwane*

- ◯ Agree
- ◯ Disagree

I know one or more members of the ward committee in my municipal ward*

- ◯ Agree
- ◯ Disagree

Please tell me about your levels of satisfaction with the delivery of the following services in the City of Tshwane*

	Completely satisfied	Somewhat satisfied	Somewhat unsatisfied	Completely unsatisfied
Household Water	◯	◯	◯	◯
Household Sanitation	◯	◯	◯	◯
Household Electricity	◯	◯	◯	◯
Residential Roads	◯	◯	◯	◯
Public Transport	◯	◯	◯	◯
Affordable Housing	◯	◯	◯	◯

I trust that the following categories of leaders have the skills and expertise to improve my life in the City of Tshwane*

	I completely trust	I somewhat trust	I somewhat do not trust	I completely do not trust
Mayor of the City of Tshwane	○	○	○	○
Members of the Mayoral committee	○	○	○	○
My ward councillor	○	○	○	○
My ward committee	○	○	○	○
Business Leaders in Tshwane	○	○	○	○
NGO Leaders in Tshwane	○	○	○	○

I trust that the following categories of leaders are sincere in their communication to me *

	I completely trust	I somewhat trust	I somewhat do not trust	I completely do not trust
Mayor of the City of Tshwane	○	○	○	○
Members of the Mayoral Committee	○	○	○	○
My ward councillour	○	○	○	○
My ward committee	○	○	○	○
Business Leaders in Tshwane	○	○	○	○
NGO leaders in Tshwane	○	○	○	○

In the past 24 months, I have participated in city activities(meetings, events) that have involved:*

	Agree	Disagree
The Mayor of Tshwane	○	○
My ward councillor	○	○
Members of the Mayoral Committee	○	○
My ward committee	○	○

I trust that the following categories of leaders have the skills and expertise to improve my life in the City of Tshwane*

	I completely trust	I somewhat trust	I somewhat do not trust	I completely do not trust
Mayor of the City of Tshwane	○	○	○	○
Members of the Mayoral committee	○	○	○	○
My ward councillor	○	○	○	○
My ward committee	○	○	○	○
Business Leaders in Tshwane	○	○	○	○
NGO Leaders in Tshwane	○	○	○	○

I trust that the following categories of leaders will always make the correct decisions when required to for the benefit of the people of the City of Tshwane *

	I completely trust	I somewhat trust	I somewhat do not trust	I completely do not trust
Mayor of the City of Tshwane	○	○	○	○
Members of the Mayoral Committee	○	○	○	○
My Ward councillour	○	○	○	○
My ward commitee	○	○	○	○
Business Leaders in Tshwane	○	○	○	○
NGO leaders in Tshwane	○	○	○	○

Overall, I have trust in the following leaders to always make the right decisions for the benefit of the peo

	I completely trust	I somewhat trust	I somewhat do not trust	I completely do not trust
Publicly elected officials (Mayor, Ward Councillour, Mayoral and Ward committees)	○	○	○	○
Business Leaders in Tshwane	○	○	○	○
NGO leaders in Tshwane	○	○	○	○

In the past 24 months, there has been some protest action related to service delivery in my ward*

○ Agree

○ Disagree

I did participate in the protest action in my ward

- ◯ Agree
- ◯ Disagree

Add Item ▾

Confirmation Page

Thank you for participating in this survey. Your confidentiality is gauranteed. Your response has been recorded.

- ☐ Show link to submit another response
- ☐ Publish and show a public link to form results ?
- ☐ Allow responders to edit responses after submitting

Send form