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# NETWORK GOVERNANCE IN THE TSHWANE METROPOLITAN MUNICIPALITY

**by**

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**Submitted in partial fulfillment of the requirements for the degree of Master of Management in Public Policy in the Wits School of Governance, Faculty of Commerce, Law and Management**

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**February 2017**

# ABSTRACT

The objective of the study is to investigate problems and trends experienced in implementing Network Governance in the City of Tshwane. Local government/municipalities are at the forefront of service delivery. Voters assess government's performance through the provision of basic services to residents. Government's ability to deliver services is mainly dependent on the governance models that they adopt. Governments adopt different governance models in the quest to improve service delivery. One of the most widely adopted models of governance that is seen to be progressive in improving the provision of services is Network Governance.

The study adopted a qualitative methodology approach because the objective was to understand the challenges experienced in implementing the network governance model in the City of Tshwane. In-depth interviews were conducted using a structured questionnaire as a main tool of data collection. The interviews were conducted with 22 respondents who comprised City officials, councillors, civil society and members of the community.

The study established that there were shortcomings in the implementation of Network Governance in the City of Tshwane. The findings also indicate that Network Governance was not adopted as a service delivery implementation model in the City of Tshwane. The study reflects that the Regions are not well capacitated to enhance principles of Network Governance. The findings reveal various problems in stakeholder management and communication which impede the implementation of Network Governance.

The following recommendations are made to improve the implementation of Network Governance: The City of Tshwane must institutionalise Network

Governance through policies; and standard protocols and procedures for network governance must be formulated to guide the implementation of the Network Governance policy.

# DEDICATION

This study is dedicated to family and friends, especially my wife and children.

To my parents who have been an anchor during all the years of my life and for their inspiration in ensuring that I understand and value the importance of education.

A special dedication goes to my father, Norman Gija Mothetho, who once said; “I’ll die peacefully after you have completed your Masters degree”. I hope this will make him a very happy and proud father.

# ACKNOWLEDGEMENTS

I would like to express my earnest gratitude to Dr Johnny Matshabaphala for his thoughtful guidance during the study. Your words of encouragement and your structured approach to mentoring are much appreciated.

A word of appreciation goes to the City of Tshwane Research and Innovation Department which facilitated the approval to conduct the study. My greatest debt of gratitude is due to the City officials, councillors, civil society and members of the community that agreed to be part of the study. Your participation in the study has made it a success.

Lastly, to my colleagues and friends that I have always bothered with enquiries about information and requests for proofreading my documents, your contribution to this study is highly appreciated.

# DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of public policy) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

_____

**Corren Dumisa Mothetho**

**20 February 2017**

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# CHAPTER 1
# INTRODUCTION AND BACKGROUND

## 1.1 INTRODUCTION

This paper seeks to identify problems and trends that are experienced in implementing Network Governance in the City of Tshwane. Chapter one will provide a background of the study, which will discuss the relevance of governance in improving service delivery, and provide a comprehensive overview of the implementation of Network Governance internationally. An account of the implementation of Network Governance is discussed from the American, European, African and South African perspectives. The chapter will examine the background of the implementation of Network Governance in the City of Tshwane.

The chapter provides a brief overview of the historical background of the City of Tshwane and its service delivery regionalisation model. The chapter outlines the research problem, research objective and research questions. This chapter forms the basis of the study and explains what the study seeks to achieve. The final section provides a brief outline of the research report.

## 1.2 BACKGROUND OF THE STUDY

### 1.2.1 The role of governance in improving service delivery

There is a universal expectation that governments must provide a range of services to citizens. The yardstick used to assess government is its ability to efficiently deliver services to its citizens. Government's capacity to provide services is located at various levels, namely national, provincial, regional, district and local. There is general consensus that the provision of services at a local government level is the most direct level of service

delivery to citizens. It is important to recognise that local governments are at the epicentre of the delivery of services in every society. The citizens assess any incumbent government in every country through the efficiency and the level of service delivery that is provided at the local sphere of government.

Nyalunga (2006:1) defines local governments as “political units or instrumentalities constituted by law (the peculiar or unique characteristics of which is their subordinate status to the central government), which have substantial control over local affairs and likewise have the power to tax”. Local governments, according to Nyalunga (2006), are in control of territorial boundaries and their populations, and they also have the authority to undertake public activities and exercise power in the designated areas. This definition of local government requires the local government as a bureaucratic entity to provide services for its citizens.

Defining the concept of service delivery is contentious; because there is no universal definition or understanding. Harber (2009) as cited in Nleya (2011:5) argues that the term service delivery is not neutral: “It contains a host of assumptions, policies, attitudes and promises, which are starting to haunt a government which has built its promise entirely on the notion of improving service delivery. They did not promise better opportunities, better access or better support in getting services, as these did not make ringing election slogans. They promised delivery; simple and straightforward” (Harber, 2009).

McLennan (2009) states that service delivery is commonly known as the provision of goods and services to citizens and organizations that need them. Local government has the responsibility of providing basic services such as water, sanitation, refuse removal, electricity and housing; as a result non-delivery leads to the undermining of the government and its legitimacy.

The delivery of services is dependent on a number of variables; the leadership, resources, and the institutional and bureaucratic configuration of the local government entity. However, despite the institutional and bureaucratic configuration, there is also one important variable commonly known as “governance” that is essential in determining the functioning of a local government structure and its ability to deliver services. Enforcing governance and good governance principles in state institutions, especially local government, is indispensable for the realisation of efficient delivery of services.

The concepts of governance and good governance have been explored by various scholars. However, the most commonly used definitions are those of theWorld Bank (1992) and are found in its report on governance and development, which mentions the following as the main elements of Good Governance: “public sector management, accountability, legal framework and development, information and transparency”.

The report goes further to define governance “as the manner in which power is exercised in the management of a country’s economic and social resources for development. Good governance for the World Bank is synonymous with sound development management” (World Bank, 1992:1). The understanding that can be drawn from these definitions is that the efficiency and accountability of state institutions are the main variables of ensuring effective service delivery.

In ensuring that they deliver the expected services, local governments adopt different models of governance such as institutional bureaucratic, New Public Management and Network Governance models. These models of governance are used as a mechanism through which governments deliver services and also provide them with the ability to be relevant and responsive to the challenges faced by the communities they serve. The Network Governance model has gained universal prominence as a mechanism for

service delivery. This paper will focus on Network Governance as a conceptual framework for this research. The section below will explore the concept of network governance and how it manifests internationally.

### 1.2.2 Network Governance background

Orthodox forms of governance are centred around bureaucratic institutions, like government departments and local government municipalities' core machinery that is responsible for service delivery. These forms of governance are mainly hierarchical and rigid in their nature. Service delivery needs of citizens are highly dynamic and complex, thus the "Efficiency Unit article" (2009:2) argues that there are "implementation challenges for the 'top-down', hierarchical arrangement of government. Such challenges are not always appreciated by the public, who are accustomed to instant customer centred services".

Network Governance is seen as an alternative governance model to the conventional hierarchical and bureaucratic traditional forms of governance. It is explained as follows: "participatory approaches to governance have long been hailed as a promising way to increase the legitimacy and effectiveness of political decisions" (Steets, 2003:1). Network Governance views service delivery as a collective responsibility between the state/local government, civil society and markets.

The advocates of Network Governance argue that service delivery is not a government or local government responsibility only. Gains (2003:55) argues that Network Governance as a form of "alternative service delivery can be defined as sharing governance functions with individuals, community groups and other governmental entities".

### *1.2.2.1 Network Governance - global perspective*

There is a global acceptance of Network Governance as the future form of governance at local, national and international levels. As argued by Coen, and Thatcher (2008:50), “the 1980s and 1990s saw a widespread phenomenon in Europe of states switching from direct economic interventionism to delegated governance both at the national and supranational levels”. Many European countries have adopted network governance as a new form of governance to pursue in achieving goals at different levels of governance. According to Torfing (2007), “in Northern and Southern Europe and within the European Union, governance networks are increasingly seen as an effective and legitimate way of formulating and implementing public policy”. As a result, the European Union has adopted network governance through its white paper on governance (Dedeurwaerdere, 2005).

Many countries like “Britain, New Zealand, Canada, Ireland, Brazil, Finland and Singapore” (Efficiency Unit, 2009) have adopted the principle of joined up governance as a form of network governance that will address service delivery challenges  Joined-up governments can be described as governments with “policies and practices which overcome traditional boundaries in order to improve services to particular social or population groups, and which enhance government and sectorial coherence” (Efficiency Unit, 2009:2).

In Europe it was Britain that took the lead in the reform of governance structures in 1997 when the Labour Government under the leadership of Blair coined the term “joined- up government”. The “key features of the British initiative have included new structures such as cross-departmental policy development and delivery units within the Cabinet Office, research into how the civil service could better manage cross-cutting issues, and the allocation of cross-cutting portfolios to ministers” (Efficiency Unit, 2009:3).

The concept of a “joined up government” demonstrates many of the characteristics described in the governance network literature. It stresses the importance of greater cooperation between governments and stakeholders, better use of available resources, and greater coordination for the provision of more integrated services” (Klijn, 2008:510).

In 2001 in New Zealand, the government conducted a review which identified the need for greater citizen and community participation in service delivery and the policy process as an improvement on public service culture. In response, the government of New Zealand “created circuit-breaker teams to tackle apparently intractable problems, and a greater emphasis was placed on better integration of policy and operational issues. Also, standardised governance arrangements for public service agencies were introduced” (Efficiency Unit, 2009:2).

#### *1.2.2.2 Network Governance - African perspective*

According to Cubitt (2014:3) there is a convincing body of evidence to “indicate that governance is not working for the majority of African populations who encounter every day the realities and consequences of ineffective government in their states. These include a model of democracy where citizens observe, but do not receive, the benefits of economic growth; the prevalence of violence, or threat of violence, and the paucity of law and order in every corner of the continent; a lack of opportunity, the continuance of deep poverty, and the persistent marginalisation and disempowerment of large sections of the population”.

Africa’s history of governance since the 1970s after independence has generally been characterised by failed governance systems that were unable to service and promote development. This failure in governance systems led to the intervention of donor organisations that advocated for

minimal state intervention in service delivery by prescribing terms that led to market-driven governance. The deteriorating and failed governance led to the dependency on donor funding agencies that "insisted that aid recipient countries adopt structural adjustment programmes designed to reduce the size and reach of government" (Oosterveer, 2009:1064).

The structural adjustment programmes and market-driven governance did not succeed in resolving Africa's problems of development, economic growth, provision of services and eradication of poverty. This gave rise to the realisation that government cannot be the sole custodian of service delivery. Oosterveer (2009:1065) argues that the failure of market-driven governance led to the reawakening of "alternatives, on the one hand, the 'neo-developmental state', which suggests a renewed and active role for governments in promoting development and ensuring adequate service provision also for the poor, and on the other hand, the 'network state', which acknowledges the limitations to state capacity and suggests the further involvement of other societal actors in the governance of urban environmental infrastructures".

#### *1.2.2.3 Network Governance - regional perspective*

There has been a proliferation of civil society groups in African cities due to corruption and the failure of governments to provide services. Essoungou (2013) depicts the rise of civil society organisations in African countries, such as the "coalition of local NGOs and civil society groups in Uganda; National Anti-Corruption Forum, which brings together civil society in South Africa; a global network of civil society organizations in the Democratic Republic of Congo and Y'en-a-marre ("Enough") group in Senegal". The common feature in the civil society organisations named above is the fight gainst government corruption and lack of service delivery.

This has led to cities like Maputo in Mozambique adopting the concept of urban governance, which has the same characteristics as those of Network Governance. Urban governance in Maputo has seen the involvement of civil society. Lindell (2008:1879) states that “large numbers of urban residents lack access to formal jobs or state provision of basic services and have created their own income activities and established the necessary services and infrastructure, often through collective efforts”.

In Maputo, various civil society groups are involved in the provision of urban services, hence the prominence of urban governance, which “is understood as encompassing the multiple sites where practices of governance are exercised and contested, a variety of actors, various layers of relations and a broad range of practices of governance that may involve various modes of power, as well as different scales” (Lindell, 2008:1880).

#### *1.2.2.4 Network Governance - South African perspective*

Participatory democracy and governance has gained prominence in post-apartheid South Africa. The transformation of government institutions in South Africa has seen the advocacy of civil society participation in the governance process. The former Minister of Public Service and Administration, Ms Fraser-Moleketi, “ in responding to the document of the United Nations Committee of Experts on Public Administration (CEPA) entitled “Revitalizing public administration: strategic directions for the future” (April 2005), raised the concern that one of the biggest strategic challenges that public administration faces is how to reconcile the bureaucratic organisational form with its hierarchical characteristics and functional basis for structuring, with new organisational forms of networks” (Van der Waldt, 2008:739).

The Department of Social Development is one of the first South African public entities that have adopted the Network Governance model in

ensuring that non-profit organisations become an extension of the department by assisting in providing services that the department cannot provide due to capacity constraints. The strengthening of relations between civil society and the department was enhanced by the promulgation of the Non-Profit Organisations Act No. 71 of 1997 (Wyngaard & Hendricks, 2010). The strengthening of the relationship between the government and civil society organisations was with the intention of improving services and ensuring good governance.

The realisation that government does not always reach all citizens in providing services applies to all levels of governance. Local governments in South Africa also fail to efficiently provide services for all residents. It is for this reason that the White Paper on Municipal Service Partnerships of 2000 acknowledges the inability of many municipalities to render services effectively to their communities, hence the introduction of service delivery agreements between municipalities and service providers.

The Local Government Municipal Systems Act, 2000 (Act 32 of 2000) states that a municipality may provide its services through either internal or external agreements undertaken within the periphery of the municipal authority. External agreements may be made with other municipalities or spheres of government, community based organisations (CBOs), non-governmental organisations (NGOs), and any other “institution, entity or person legally competent to operate a business activity” (Phago & Malan, 2004:482).

#### *1.2.2.5 Network Governance in Tshwane*

The City of Tshwane experiences the same challenge of service delivery as other municipalities in South Africa. Although the City has not adopted Network Governance as its official policy, it has acknowledged the complementary role of the private sector and civil society in the provision of

services. This means that the City should be seen as the sole provider of services to residents. The argument is that the City must be seen as a facilitator that will enable private partnerships to flourish in the provision of services.

The City has adopted Public-Private Partnership projects that have some elements of network governance. As an example, the City of Tshwane initiated a public-private partnership (PPP) for one of its environmental projects. The project is a glass recycling project in which the City of Tshwane Metropolitan Municipality decided to opt for a Public-Private Partnership with the Tshwane Environmental Development Trust to facilitate glass recycling in the Tshwane area. “The public ownership and public operation type is, that the glass recycling project, is outsourced to the Trust, but the Municipality retained the overall responsibility to ensure the success of the project. The elements of community self-help type are that in the partnership, the community is provided with an opportunity to work together with the Municipality and the Trust in which the community itself is the primary beneficiary” (Phago & Malan, 2004:485).

This Public-Private Partnership bears the same characteristics as that of network governance. This project advocates collective action like network governance, broadly referred to as collaborative governance. Phago and Malan (2004:486) also argues that “the involvement of the community in a PPP project leads to the creation of sustainable job opportunities and further imparts skills required in the market to members of the community for their benefit and self-reliance. This kind of partnership or network leads to improved relations between municipality and community and improvement in service delivery.

## 1.3 CITY OF TSHWANE MUNICIPALITY - HISTORICAL BACKGROUND

The City of Tshwane Metropolitan Municipality was established on 5 December 2000. This was in response to the apartheid fragmented spatial development policy, which was characterised by skewed service delivery provision that favoured certain areas occupied by the minority white population to the disadvantage of other areas occupied by the majority black population. The City came into existence through the amalgamation of 13 smaller local authorities. The reconfiguration of the City was further expanded territorially in 2008, when "the Municipal Demarcation Board resolved to re-determine the boundaries of Metsweding District Municipality, Dinokeng Tsa Taemane local, Kungwini local and City of Tshwane Municipalities so that they would form a new single metropolitan municipality effective from 18 May 2011" (City of Tshwane, 2011).

The re-determination of Metsweding, Kungwini, Nokeng Tsa Taemane and Tshwane to create a larger municipality was motivated by a broader provincial strategy, called the Gauteng Global City Region Strategy, which has set a target of ensuring that the number of municipalities in Gauteng is reduced by the year 2016 (City of Tshwane, 2013). The creation of a larger metropolitan municipality was for improved spatial integration which will enhance socio-economic development in the City. The integration of Metsweding district, of Kungwini and Nokeng Tsa Taemane was also meant to ensure that these smaller municipalities are afforded greater leverage in improving service delivery and so that they can benefit from the administrative, infrastructure and financial capacity of the City of Tshwane (Tshwane, 2011).

The City of Tshwane has as part of its strategy to implement municipal programmes and improve service delivery, adopted a service delivery model of regionalisation. This regionalisation model has seen the City being divided into seven administrative regions, with the intention of bringing

services closer to the people and improving service delivery throughout all the City's regions. These regions include the integrated municipalities of Metsweding, Kungwini and Nokeng Tsa Taemane, which form regions 5, 6 and 7 (Tshwane, 2011).

As required by law, the City of Tshwane has an approved Integrated Development Plan for 2011-2016. The 2011-2016 plan has, included the newly integrated municipalities of Metsweding, Kungwini and Nokeng Tsa Taemane. The City of Tshwane has listed the provision of basic services, roads and storm water drainage as its first strategic objectives out of six. The IDP (2011:103) states that "the City will focus on providing basic services to areas that do not have basic services. The basic services to be provided in this objective are: Water, Sanitation, Waste removal and Electricity. The provision of these basic services will form a focus area for the purpose of this research. This is mainly because it is the ability of municipalities to effectively deliver on these basic services that becomes a measure to evaluate their performance.

Despite the fact that the City has an approved integrated development plan, it is not immune to the general challenges of service delivery that are faced by South African municipalities. The integration of the smaller municipalities with the City of Tshwane also introduced new challenges to the City. The institutional and bureaucratic composition of the City, as well as the governance model adopted by the City, has a bearing on whether the City will be able to deliver services as expected in the newly integrated municipalities. The study will primarily focus on how service delivery has been affected by the integration of smaller municipalities in the City of Tshwane, whether the Network Governance model is being implemented, and if it is improving service delivery.

**Figure 1.1: City of Tshwane Map prior to 2011 merger**




Source: www.tshwane.gov.za

### 1.3.1. Regionalisation in the City of Tshwane Municipality

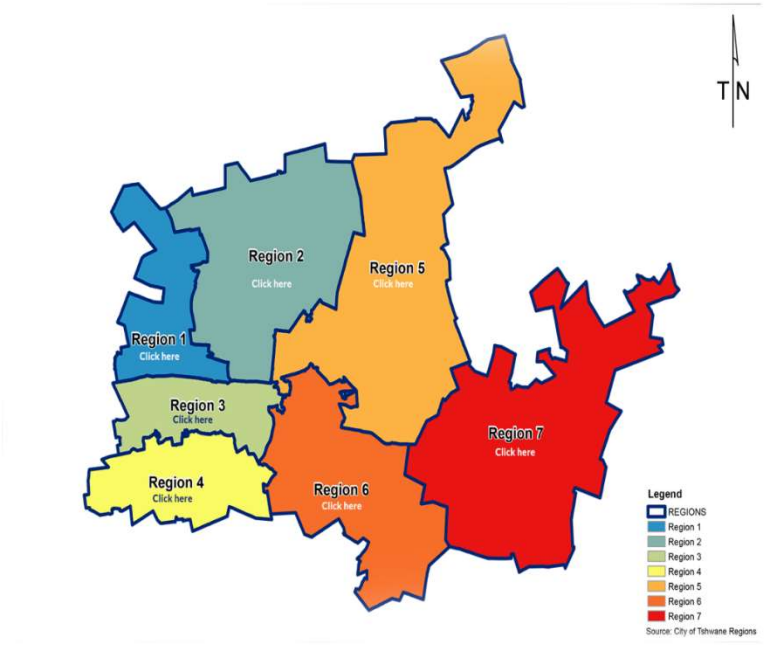
The integration of Nokeng Tsa Taemane and Kungwini municipalities in 2011 saw the city reconfiguring its structural composition in order to improve service delivery since the City had expanded. The City has created seven regional service delivery structures. “The City's regional services model and regional structures are an integral part of its rationale to bring services closer to the people and to transform regions into superb places to live, work and stay while capitalising on each region’s uniqueness to create strong, resilient and prosperous areas” (Tshwane.gov.za).

The City of Tshwane adopted a regionalisation model as one of its initiatives to improve service delivery. As part of the process of creating the regions, the City also embarked on a process in which all regions were to develop

their Regional Integrated Development Plans (RIDPs) which will fit into the City's Integrated Development Plans (IDP). The City's regionalisation concept relates to the,

> *"decentralisation of certain operational and maintenance functions to regional offices. While functions such as strategic planning and the implementation of capital projects will remain the responsibility of the City of Tshwane Departments, daily functions such as maintenance and repairs, information desks, etc. will be delivered directly in the different regions. The process of regionalisation is in the first of four stages, moving from the establishment of the region to the stabilisation, consolidation and sustaining of Regional services"* (Tshwane.gov.za).

**Figure 1.2: Map of Tshwane Indicating Regions**




Source: www.tshwane.gov.za

## 1.4 THE LINK BETWEEN SERVICE DELIVERY PROTESTS AND GOVERNANCE IN SOUTH AFRICA

South Africa has experienced service delivery protest at local government level since 2004. According to Booysen (2007;2009), cited in Nleya (2011:3), ”The protest wave in poor urban areas that is generally recognised to have started in 2004 has been attributed to failures in service delivery”. These service delivery protests are a clear reflection of a major governance challenge that engulfs South Africa.

According to Mashamaite (2014:231), “South Africa has observed unprecedented service delivery protests and demonstrations in most local municipalities around the country. The public service delivery in the democratic South Africa particularly at local government level has since been characterised by these costly mass demonstrations and confrontations from poor local communities who express their dissatisfaction and frustrations with the lack of the provision of basic services such as adequate water, proper housing, electricity, education, sanitation, health and employment by their municipality”.

These protests have brought into question the capacity of the state to deliver services as expected by its citizens. This governance challenge is echoed by Managa (2012:1) who argues that “In the second decade of South Africa’s post-apartheid constitutional democracy, growing concern has been expressed about the government’s ability to deliver the public services that its people yearn for and are entitled to”.

## 1.5 RESEARCH PROBLEM

As indicated in the above section, the City of Tshwane has become bigger through the integration of three smaller municipalities in 2011. Service delivery remains a challenge, especially in the newly integrated municipal

areas. The integration of smaller municipalities and the creation of a Metropolitan municipality as a move to improve governance and service delivery strengthens the city's reliance on bureaucratic local governance institutions to deliver services. As a result, there are challenges in the implementation of Network Governance in the City of Tshwane.

## 1.6 RESEARCH OBJECTIVES

The study comprises the following objectives:

- Investigate factors leading to problems being experienced in implementing the Network Governance model in the City of Tshwane Municipality.
- Present and interpret the findings on the problems experienced in implementing the Network Governance model in the City of Tshwane Municipality.
- Recommend strategies to implement network governance.

## 1.7 RESEARCH QUESTIONS

According to Loseke (2013:32) "high-quality research is led by appropriate and clear questions. Adequate questions are a central component of high-quality research, because characteristics of questions greatly shape other design decisions, such as the types of data (content, origin, form) and data generation techniques that make sense given the question".

The study seeks to answer the following research questions:

- What are the problems experienced in implementing the Network Governance model in the City of Tshwane?
- What are the trends in implementing Network Governance in the City of Tshwane?

- What are the strategies for consideration in implementing Network Governance in the City of Tshwane?

## 1.8. SIGNIFICANCE OF THE STUDY

Local government is at the centre of service delivery and it can be viewed as the face of the central government because it interfaces with citizens on a daily basis. It has a responsibility to provide basic services to local communities as one of the objectives that are enshrined in the constitution. The ability to adequately and efficiently provide these services is important in the eradication of poverty and the improvement of socio-economic conditions of citizens as part of its developmental mandate. The study will be beneficial in recommending strategies to implement the Network Governance model as a mechanism to improve the delivery of services by the City of Tshwane and South African municipalities in general.

## 1.9. REPORT OUTLINE

The structure of the report will comprise six chapters as explained below:

**Introduction and Background:** This chapter forms the basis of the study. It gives the background of the study; it also introduces the concept of governance and how it affects service delivery. It discusses the concept of Network Governance as implemented in various countries. Research problems are identified and objectives of the study explained. The research questions that this study seeks to answer are presented.

**Literature Review:** This chapter looks at available literature and various theoretical perspectives that are relevant to the study. The chapter examines the concepts of governance and good governance and how they are defined by different scholars. The chapter also explores the concept of Metropolitan municipalities as a governance model to improve service

delivery. The last part of this chapter discusses the concept of Network Governance, which is the conceptual framework of this study.

**Research Methodology:** This chapter describes the research method and data collection instruments used in this study. The chapter gives a definition of research methodology and the different research methods that exist. It provides the rationale for the choice of research method that was used in the study. The chapter further outlines the research design, which includes the data collection, data presentation and data analysis processes. The chapter concludes by looking at how the reliability and validity of collected data was tested, as well as limitations of the study and the ethical principles that were considered during the study.

**Presentation of the Findings:** This chapter presents the findings of the data collected during the fieldwork process. It provides a profile of respondents that were involved in the study. The chapter presents all the responses from the respondents to the questions that were asked as well as the different categories of respondents that were interviewed.

**Interpretation and Analysis of the Findings:** This chapter provides the interpretation and analysis of the findings that were presented in the preceding chapter. In interpreting the analysis of the findings, the chapter examines the findings in relation to how they respond to the research problem discussed in the first chapter. The chapter interprets and analyses the findings in the context of the study's conceptual framework as discussed in the second chapter of the research report.

**Conclusions and Recommendations:** This chapter provides the summary of what has been covered in the research report. The final part presents the recommendations that address the deficiencies identified in the study.

## 1.10. CONCLUSION

Local government is at the forefront of service delivery. Voters assess government performance through the provision of basic services to residents. Government's ability to deliver services is mainly dependant on the governance models that they adopt. Governments adopt different governance models in the quest to improve service delivery. One of the most widely adopted models of governance that is seen to be progressive in improving the provision of services is Network Governance.

Network governance has been universally accepted as the form of governance that will bring improvement in the delivery of services, contrary to traditional bureaucratic models of governance. Network governance has been adopted and practiced around the world and seeks to decentralise the provision of services from the government to be a shared responsibility between various stakeholders (private sector, civil society and government).

South Africa has adopted network governance at national and local government levels to improve service delivery. In South Africa, networks are sometimes referred to as public-private partnerships. Various municipalities including the City of Tshwane have public-private partnership projects. Various models of governance have also been explored in the quest to resolve service delivery challenges.

Chapter one articulates the basis of this study by giving background on the relevance of governance in service delivery as well as an international perspective in the implementation of Network Governance. The historical background to the establishment of the City of Tshwane and the adoption of its service delivery regionalisation governance model was explained. The chapter explains the research problem, objectives of the research and the research questions that will be addressed by the study. The chapter also outlined the structure of this research report.

# CHAPTER 2
# LITERATURE REVIEW

## 2.1 INTRODUCTION

This chapter examines the literature foundation that relates to the study of governance. A definition of literature review and the significance of literature review are articulated. The chapter focusses on the theoretical literature that relates to the concept of governance and its impact on the improvement of service delivery. An extensive definition of governance is reflected in this chapter, followed by the views of various scholars on the concept of governance as it relates to improving service delivery. This chapter further looks at the concept of the structural and bureaucratic considerations as applied in the City of Tshwane through the creation of a Metropolitan municipality. The Network Governance theory is discussed extensively as it is the conceptual framework of the study.

## 2.2 LITERATURE REVIEW

### 2.2.1 Defining literature review

Literature review as the name suggests is meant to review the literature that is available in the chosen field of study. According to Rowley and Slack (2004:32), “a literature review distils the existing literature in a subject field. The objective of the literature review is to summarize the state of the art in that subject field. From this review of earlier and recent work, it becomes possible to identify areas in which further research would be beneficial”. The definition by Rowley and Slack does not reflect an important purpose of a literature review, which is the interpretation and analysis of the literature as Onuwegbuzie and Frels (2012:29) explain, in that literature review “is an interpretation of a selection of relevant published and/or unpublished

information that is available on a specific topic from four modes (documents, talks, observations, and drawings/photographs/videos) that optimally involve summarisation, analysis, evaluation, and synthesis of information".

### 2.2.2 The significance of literature review in research

The literature review informs the research about studies that have already been undertaken in the chosen field of study, and serves as the researcher's source of knowledge on the chosen field of study. Neuman (1997:89) argues that, "a review tells a reader that the researcher knows the research in an area and knows the major issues. A good review increases a reader's confidence in the researcher's professional competence, ability and background". A comprehensive literature review will assist in identifying areas that have been covered in the field of study and also identify gaps in the knowledge which will inform future studies.

There has been a concerted focus internationally to look at the concept of governance. The focus of governance has arisen due to various failures in both the public and private sectors. The failures are generally associated with inefficiencies, corruption and maladministration. The failures of public and private institutions to prosper, or their inability to achieve and deliver on what it is expected of them by the shareholders or citizenry, is in most cases referred to as governance failures. This would therefore mean that the success of institutions, both private and public is dependent on good governance or sound governance principles.

The concept of governance in a private institution is more pronounced due to the close monitoring of the shareholders in ensuring that their investments are managed properly and that they will yield the desired profits. Shareholders ensure that there is good governance in the management of companies or corporations in the private sector. This concept of governance cannot be exclusively limited to private corporations

because public institutions also have to account to shareholders who are the citizenry. Public institutions cannot be absolved from practicing good management governance principles.

According to Crowther, Oubrich, Barzi and Abdaless (2015:1), “Governance crises were previously known mainly in the corporate world, where scandals such as Enron and News International have captured the attention of the media and have been a major subject of discussion. Such crises have recently been transferred to entire nations, where citizens have the right to make things change for the best and have the last say”. There has been a rise in people wanting to know what is happening with public resources and how they are used. This has led to an increase of accountability mechanisms that were previously non-existent, as well as a change in governance models of public institutions.

Scholars of governance argue that the creation of accountability mechanisms in the public sector symbolises the move from government to governance-focused institutions. Nnadozie (2015) states that government is the agency of the ruling class in society that is concerned with the exercise of state power, whereas governance is about how government carries out its duties. Governance is determined by how those who have the power to control state resources relate to those who must benefit from the resources. Olum (2014) argues that for accountability to occur, citizens must continuously assess the effectiveness of public individuals and ensure that they are responsive the citizens. He explains public accountability as “the obligation to explain intentions, performance standards, results of action taken, and how the available resources have been applied” (2014:607).

There is a consensus among scholars that the eradication of poverty and the prosperity of African countries is dependent on their adoption of good governance principles in their public institutions. Sebola (2014) argues for the hypothesis that Africa as a continent is not poor; rather, it is poorly

managed, hence the need for good governance. The argument is that the failure of African states to properly manage state resources and uplift people out of poverty is caused by lack of good governance mechanisms.

It can be said that the implementation of good governance mechanisms is non-negotiable for a successful developmental path for Africa. These principles of governance are enshrined in the African Union Charter on the values of public administration. The "2001 charter promotes political neutrality, professionalism, effective policy implementation, fair working conditions, respect for ethical principles, a fight against corruption and satisfaction of users" (Sebola, 2014:999).

Although there is a general consensus about the need for the adoption of good governance principles, many scholars have questioned if the governance models that have been adopted by African countries are suitable for prevailing structural and socio-economic conditions. Olum (2014:613) asserts that "Improving public accountability and governance requires a reformed oversight of the public sector and its agencies and of the governance infrastructure in the country. In seeking to identify reform strategies, it has to be recognised that accountability and governance are complex issues that will require multi-dimensional and integrated solutions".

Governance scholars in Africa have argued that governance models in Africa are characterised by the influences of their colonial masters. Nnadozie (2015) refers to structural adjustment programmes that were introduced by the Western countries as governance reforms. It is the view of African scholars that governance models enforced by Western powers are not necessarily suitable for the socio-economic conditions of African countries. This is echoed by Sebola (2014:995) who states that "Africa needs good governance mechanisms closely associated with its nature and origin".

Booth (2011) as cited in Sebola (2014) is of the view that "good governance" as practiced in Africa is a replica of that of advanced capitalist states. It is also the view of the author that governance models must be country-specific. They should take into account the socio-economic context of the country in which they are to be implemented. African countries must not import governance models from developed countries and follow a one-size-fits-all approach.

Governance mechanisms cannot be sustained if they are not supported by legislative frameworks and governance institutions. Olum (2014) mentions the importance of the role played by oversight institutions like the Auditor-General in sustaining good governance. There are various administrative institutions that are necessary for the attainment of good governance. Olum (2014) further argues that entrenching public accountability also requires creation or strengthening of internal and external institutions such as:

> *"(i) the legislature (which scrutinises public accounts and oversight responsibilities over the executive) and legislature-based institutions; (ii) the judiciary (courts which adjudicate among institutions, organised groups and individuals) and quasi-judicial institutions (commissions of enquiry, tribunals, ombudsperson, and the public service commission); (iii) the executive (which exercises the powers of governance through ministerial agencies) and executive-based institutions;*
> *(iv) extra-legal bodies (media, pressure and interest groups, and political parties – formidable institutions that demand accountable performance from the public service – and not forgetting elections and referenda);*
> *(v) internal institutions (civil service rules and regulations, training, disciplinary/ appraisal procedures and inspection – supporting their accountability by making them more autonomous, less bureaucratised, better-resourced in funds, tools and skilled personnel, and with enhanced public visibility and respect)"* (Olum, 2014: 617).

The importance of the calibre of leadership in attaining good governance or exercising governance cannot be ignored. Matshabaphala (2014) talks about the need for good processes as an imperative for good governance and states that, “the concept of good process refers to putting in place the audit structures and offices that will ensure that there is accountability or accountable leadership when it comes to the discharge of responsibilities” (Matshabaphala, 2014:1010). In this definition of good processes, there is a need to emphasise the importance of a capable and accountable leadership in achieving good governance.

Julius Nyerere is hailed by some as one of the African leaders who through his policy of *ujamaa* (or familyhood) took the lead in ensuring good governance in Tanzania when he was elected to power. Mutahaba (2014) argues that Nyerere, after he was elected president, instituted a number of measures that set him apart from other leaders as he introduced measures that were aimed at driving a Tanzanian developmental agenda. Governance models cannot be generic to every country or institution; there are a number of factors that must be considered in choosing a governance model for a particular institution or state. The process of choosing the correct and most suitable governance model will determine the success and ability of institutions to succeed.

## 2.3. THEORETICAL FRAMEWORK

### 2.3.1 Defining governance

In examining the concept of governance, it is also important to understand the concept of good governance; this is because the two terms are universally used interchangeably. The key words that can be associated with good governance are legitimacy, accountability and authority. The concept of good governance has been broadly defined by a number of

scholars, and although their definitions are different, they can also be seen to be echoing the same principles. However, the most commonly used definition is captured in the World Bank's (1992) report on governance and development, which states that the main elements of good governance are: "public sector management, accountability, legal framework and development, information and transparency".

Abrahamsen (2000:30) provides a more detailed definition of good governance. He asserts that good governance is "the 'exercise of political power to manage a nation's affairs in a manner that ensures openness and accountability, the rule of law, freedom of the press, increased grassroots participation and the building of legitimate, pluralistic political structures".

The World Bank defines governance as "the manner in which power is exercised in the management of a country's economic and social resources for development. Good governance for the World Bank is synonymous with sound development management" (World Bank, 1992:1). It is clear that there are still countries that lack the attributes of governance as defined above. Various political scholars provide distinctive but sometimes aligned explanations for the failure of governments to eradicate poverty and improve development through the provision of efficient services. Governance is about how the power and resources that are entrusted to those who govern are discharged and distributed. This is echoed by Sebola (2015:994) who understands "governance to mean the manner in which the responsibility is discharged and therefore good governance is taken to mean a condition whereby the responsibility is discharged in an effective, transparent, and accountable manner".

According to Fukuyama (2011:16), "the state, rule of law and an accountable government" are the main variables of good governance. Fukuyama asserts that the rule of law requires that there is no abuse of power by public officials and leaders. The law ensures that leaders are

accountable to citizens and that the government functions under a defined set of rules. The failure of government institutions to deliver services is sometimes caused by non-adherence to the rule of law and non-accountability to citizens.

The efficiency and accountability of state institutions are the main variables of ensuring effective service delivery. Enforcing governance and good governance principles in state institutions like local government will improve the delivery of services. Fukuyama (2013:350) has defined governance as "a government's ability to make and enforce rules and to deliver services". The provision of services is reliant on maintaining effective political systems together with strong institutions.

It is furthermore the assertion of the author that politicians and the political systems, institutions or governance models that they create are the machinery that will enable municipalities to meet the service delivery needs of their residents. Governance can then be understood in this context to constitute:

> *"political institutions of a society (the process of collective decision-making and the checks on politicians, and on politically and economically powerful interest groups), state capacity (the capacity of the state to provide public goods in diverse parts of the country), and regulation of economic institutions (how the state intervenes in encouraging or discouraging economic activity by various different actors)"* (Acemoglu, 2008: 1).

The importance of political institutions and systems is echoed by Fukuyama (2011) in his book *"Origins of Political Order".* He refers to the failure of political systems to adjust to changing circumstances as a state of decay (Fukuyama, 2011:9). This argument asserts that it is the strength of political systems to respond to challenges that will determine how effectively they deliver services. This would mean that the political system in this case would

refer to municipalities that should configure their structures and governance models that will enable them to effectively deal with their service delivery challenges.

Fukuyama asserts that states fail because of “the difficulties of creating and maintaining effective political institutions, governments that are simultaneously powerful, rule bound and accountable” (Fukuyama, 2011:9). Fukuyama’s assertion can be used as a good tool to assess why some municipalities fail to deliver services to levels that are acceptable to their residents.

It can be argued that a major governance challenge at local government is the inability of, and the lack of capacity within, municipalities to deliver services efficiently. The capacity of the state to deliver services is emphasised by Acemoglu (2008) as cited in Mothetho (2015a:5) who defines governance as constituting, “political institutions of a society (the process of collective decision-making and the checks on politicians, and on politically and economically powerful interest groups), state capacity (the capacity of the state to provide public goods in diverse parts of the country), and regulation of economic institutions (how the state intervenes in encouraging or discouraging economic activity by various different actors)”.

Moore (1995) argues that provision of services by government institutions cannot be separated from the institutional capacity. Moore (2015:119) suggests that the delivery of services becomes meaningless if they do not have public value. These views are echoed by Abugre and Ndomo (2013:13) who argues that states that are capable are able to deliver on their developmental agenda, and they ensure legitimacy by rendering efficient services to the people.

### 2.3.2 The creation of metropolitan municipalities as a governance solution

The challenges of service delivery have led to governments developing creative governance solutions that are more likely to yield positive results. There has been a growing trend of merging smaller municipalities to form bigger or metropolitan municipalities, which is seen as one of the governance solutions that can resolve the service delivery challenges faced by municipalities. Slack and Bird (2013:2) states that "the quantity and quality of local public services and the efficiency with which they are delivered in a metropolitan area depend, to a considerable extent, on how its governance institutions, especially its formal governmental structures, function".

The basis of Slack and Bird's argument is that that the institutional configuration of government institutions including municipalities has a bearing on their ability to function effectively. According to the theory of institutionalism, institutional arrangements or public institutions define models of behaviour (Thoening, 2003:129). This would mean that the provision of services by public institutions like municipalities is dependent on how the institution is structured.

It is argued that larger municipalities are more likely to be efficient and effective in the provision of services than smaller municipalities that do not have enough resources. It has been commonly accepted that the rationale for municipal amalgamation "is to improve the effectiveness and efficiency with which local governments deliver services. Municipal amalgamation is seen as a way to ensure that municipalities are large enough to be financially and technically capable of providing the extensive array of services with which they are charged" (Slack & Bird, 2013:2).

One of the justifications for the creation of bigger municipalities is that they are fiscally viable and their fiscal viability is necessary for more efficient and geographically encompassing service delivery. According to Slack and Bird (2013:3), “a larger and more consolidated government structure may be able to take advantage of economies of scale in service provision as well as savings in administrative overheads, thus reaping lower per-unit costs as the amount of the service delivered increases”. A larger government jurisdiction with a stronger administrative and fiscal base may also help all communities in a given area, both those with high needs and a small tax base and those with low needs and a small tax base to provide adequate levels of service”.

The restructuring of municipalities from smaller to bigger municipalities is an international phenomenon. The trend has been evident in all parts of the world: North America, Latin America, Europe, Asia and Africa. South Africa specifically has created a number of metropolitan municipalities since the democratic dispensation. South Africa’s eight metropolitan municipalities are Buffalo City (East London); City of Cape Town; Ekurhuleni Metropolitan Municipality (East Rand); City of eThekwini (Durban); City of Johannesburg; Mangaung Municipality (Bloemfontein); Nelson Mandela Metropolitan Municipality (Port Elizabeth); and City of Tshwane (Pretoria).

Although the proponents of Metropolitan municipalities would argue that they are financially viable and effective for service delivery, some scholars have argued that “bigger is not better”. According to Cameron (2005:330) “structural reform, territorial changes, development in local government and new forms of service delivery have seriously overburdened local government in the short term and have detracted from service delivery”.

The creation of bigger municipalities has not entirely yielded positive results. Slack and Bird (2013:8) argues that “a major problem with amalgamation as a way to address regional issues in a metropolitan area is the likely loss of

local access to government and reduced government accountability to local residents. The bigger the City becomes, the more it loses its connection and accountability to local residents. The service delivery patterns do not necessarily change, as argued by Slack and Bird (2013:4): “when a one-tier municipality is created by amalgamating municipalities, sometimes differential services and service levels existing prior to the creation of the unified government persist. For example, rural residents do not necessarily receive all the services available to urban residents”. It can be further argued that “Competition between municipalities will likely be reduced by amalgamation, thus weakening incentives to be efficient, to be responsive to local needs, and to adapt to changing economic conditions” (Slack & Bird, 2013:7).

### 2.3.3 New Public Management

There has been a shift from bureaucratic forms of governance to governance models that involve society and the private sector in the delivery of services. This shift intends to improve the efficiency of public institutions in the provision of services. The concept of New Public Management is one of the governance models aimed at changing how government institutions function. The New Public Management (NPM) strives to provide efficient mechanisms for delivering services and improving the performance levels of public institutions like municipalities. Rajca (2010:125) states that “the overarching aim of New Public Management is to improve the economy, efficiency and effectiveness of the public sector and the quality of service provision”.

New Public Management seeks to address the inefficiencies of traditional bureaucratic forms of how public institutions function. According to Kalimullah, Alam and Nour (2012:2) NPM is interested in the ability of public administration to ensure the economic, efficient and effective provision of public services and it is also concerned with professionalism within public

services. It can be argued that NPM seeks to find solutions to rigid bureaucratic mechanisms of governance that stifle service delivery. NPM advocates for “a small but better government, emphasized on decentralization and empowerment, focused on customer satisfaction, promoting better mechanisms of public accountability and institutional development” (Kalimullah, Alam & Nour, 2012:2).

Peters (2011) argues that government’s new role in terms of New Public Management is “to steer not row”; that is, make policies but utilise other actors actually to deliver public services”. Peters sees governance as a collective responsibility and emphasises the involvement of different social actors with the government providing guidance. According to Peters (2011:6), “this emphasis on involving social actors has also been argued to be important for enhancing the efficiency of the public sector, given that these actors provide not only democratic legitimacy but also valuable transformation about target populations of programmes and also can become engaged in the process of delivering the services”. Government is no longer seen as the sole agent for service delivery, and the delivery of services can be outsourced to external entities.

NPM emphasizes that the role of government institutions should be to set goals and not to be involved in the process of implementation. The argument is that provision of services and implementation of policy should be done by other institutions or separate public agencies that can be monitored and made to account through clearly set performance targets. New public management scholars are of the view that government institutions give guidance to agencies that deliver services at a distance.

New Public Management was founded based on a number of principles outlined by Fatemi and Behmanesh (2012:44) as follows:

*"The first principle: Emphasis on management skills for active, objective and voluntary control of organizations. The second principle: Defining standards and criteria for measuring performance through determining the objectives and indicators for success. The third principle: Emphasis on use of output controls, instead of using input controls. The fourth principle: Moving toward separation of units and decentralization in the public sector. The fifth principle: Moving towards greater competition in the public sector that leads to lower costs and better standards. The sixth principle: Emphasis on private sector management styles. The seventh principle: Emphasis on efficiency, effectiveness and economic efficiency to use the resources".*

New Public Management has been hailed by various scholars as the solution to the bureaucratic inefficiencies of government. However, there are scholars who have also indicated that New Public Management might give rise to situations that might have a negative bearing on governance. Fatemi and Behmanesh (2012:45) argues that "New Public Management may lead to increased corruption between policy makers and heads of the bureaucrats who look abroad to privatization and outsourcing".

The argument is that NPM grants greater power and freedom to public managers at lower levels of supervision, which can become a cultivated platform for corruption. They also argue that this introduction of increased flexibility and reducing laws and regulations in the quest to remove bureaucratic rigidity will lead to administrative corruption. It is also argued that high-handed change from bureaucracy to market approach service provision may also lead to greater prevalence of corruption.

Fatemi and Behmanesh (2012:46) raises questions about accountability because public management is not done only by one organization, but also includes cooperation between organizations and coordination centres at

levels of government or between commercial institutions, organizations, independent consultancies and other agencies. The question then is that with so many actors in the provision of services, where will the accountability lie if the services are not delivered as expected.

### 2.3.4 Conceptual framework: Network Governance

The involvement of the various stakeholders in service delivery has gained prominence with the development of Network Governance theory. Network governance advocates for collective decision-making. Network governance is described by Bang and Esmark (2014:15) as cited in Mothetho (2015b:9) as, “a concept that is used to capture transformations at all levels of governance towards more interactive, reflexive and communicative forms of steering and coordinating”. According to Torfing (2007), Network governance is about a transition from government to governance. Torfing (2007:3) further argues that “the capacity of the state to steer top down through hierarchical control has increasingly been shown to be problematic, and governance networks have become a central component of official strategies for governing society and local, national and transnational levels”.

Various terms have been used for this concept of governance as reflected in Jones, Hesterly and Borgatti (1997) including “network organization” (Miles & Snow, 1986); “networks forms of organization” (Powell, 1990); “interfirm networks”; “organization networks” (Uzzi, 1996; 1997); “flexible specialization” (Piore & Sabel, 1984); and “quasi-firms” (Eccles, 1981). The common characteristic in explaining the terms mentioned above is that “they are in contrast with bureaucratic forms of governance and driven by informal social systems of cooperation and coordination. Network governance constitutes a “distinct form of coordinating economic activity” which contrasts (and competes) with markets and hierarchies (Jones, Hesterly & Borgatti, 1997).

Torfing (2007:5) defines Network governance as “a relatively stable, horizontal articulation of interdependent, but operationally autonomous actors who interact through negotiations that take place within a relatively institutionalised community, which is self-regulating within limits set by external agencies and contributes to production of public purpose”. Network governance is a collaborative form of governance that reconciles conflicting differences, in that it “encourages trust and reduces conflict, it unlocks distinctive competencies in other sectors and delivers a transformational approach to improvement in public services” (Flynn, 2009:1). This form of governance aims to improve service delivery through partnerships between the government and the private sector.

Network governance is driven by trust and mutual dependence between public and private entities. Network governance scholars argue that government must play a steering role in the provision of services instead of being actively involved. However, there are also scholars who distinguish between steering forms of network governance. Schout and Jordan (2003:9) distinguishes between two models of governance networks: one involving active steering by governments or other centralized governance authorities, and one that focuses on governance networks as self-organizing systems. The distinction between the two models of network governance as distinguished by Schout and Jordan is that in one instance government has an active role in how the networks function and in the other the networks function freely on their own terms.

The proponents of the self-steering network governance argue “that it allows for the decentralization of governance processes wherein a variety of actors may interact with a certain level of autonomy and self-organization towards the achievement of problem solving functions, and thus governance goals” (Huppé, Creech & Knoblauch, 2012:7). This view asserts that networks function better when they are independent from government intervention. This view is echoed by Carlsson and Sandström (2008) who suggests that

the “self-steering networked governance approach engages and empowers local communities in the governance process, wherein it is proposed that actors across all sectors of society (the private, public and civil society sectors) have the capacities to effectively self-organize to achieve organizing functions and governance goals”.

Network governance is seen as the future way of governance and improving services delivery. O’Flynn (2009) shares the view that through collaboration there will be improvement in effectiveness, efficiency and quality in the provision of services. Network governance “seeks to transform governance from the conventional democratic governance to that of stakeholder and partnership coordination. This means that the state is no longer seen as the sole agent of policy formulation and implementation; however, it will be steering the process in partnership with other actors affected by the policy being implemented” (Mothetho, 2015b:9).

Network governance can be referred to as a model that is current and more suitable to address the existing complex challenges of service delivery in local government. The study will explore the relevance of network governance as a governance model in improving service delivery in the City of Tshwane. The study will focus on the application of network governance and its challenges in the City of Tshwane.

## 2.4 CONCLUSION

The adoption of good governance or sound governance principles is very important for the effective and efficient delivery of services. It is for this reason that various forms of governance models have been adopted by institutions. There are governments that have created metropolitan municipalities as a governance solution to resolve service delivery issues. Some governments have adopted the New Public Management model of governance as a viable model for effective service delivery, which focuses

on private sector and market models of service delivery. This model has been criticised to some extent as being a source of the exacerbation of corruption.

The Network Governance model forms the conceptual basis of this paper Thus network governance as a form of collaborative governance between civil society, private sector and government is regarded as a future and more effective method of governance. It is argued that network governance enhances citizen participation and legitimacy in the delivery of services. Furthermore, network governance considers service delivery as a joint responsibility between various actors.

This chapter has defined and discussed governance as it relates to the provision of service delivery. The creation of metropolitan municipalities as a governance model was explored. This was followed by the articulation of the New Public Management theory as a governance model. The chapter concluded by giving an account of network governance as the conceptual framework.

# CHAPTER 3
# RESEARCH METHODOLOGY

## 3.1 INTRODUCTION

This chapter is focused on the methods and techniques that were utilised during the study. The chapter outlines the research method adopted for this study. The chapter also discusses the research design which covers sampling, data collection, data presentation, data analysis, reliability and validity, limitations of the study and ethical considerations.

## 3.2 RESEARCH METHODOLOGY

### 3.2.1. Defining research methodology

Research methodology relates to research techniques, which are used in gathering and analysing information when conducting a research investigation (Polit, Beck & Hungles, 2001:223). According to Kallet (2004) methodology "describes the rationale for the application of specific procedures or techniques used to identify, select and analyse information applied to understanding the research problem, thereby allowing the reader to critically evaluate a study's overall validity and reliability".

Quantitative and qualitative research are the two main methods of research. Harwell (2011:149) regards qualitative research as synonymous with the following types of studies: "narratives, phenomenological studies, grounded theory studies, ethnographies, and case studies". Harwell (2011:150) further asserts that "quantitative research design are complicated by the fact that this term is often used to identify the experimental design reflecting the arrangement of independent and dependent variables associated with data collection".

### 3.2.2. Quantitative methodology

Quantitative methodology is value-free, and it focuses on variables and facts. Wagner (2012:8) states that quantitative methodology "collects information in a form of numbers, data is used to explain social phenomena, and also determine the relationships between two or more variables". A quantitative study will focus on numbers and statistics; it "emphasises objective measurements and the statistical, mathematical or numerical analysis of data collected through polls, questionnaires and surveys, or by manipulating pre-existing statistical data using computational techniques. Quantitative research focuses on gathering numerical data and generalizing it across groups of people or to explain a particular phenomenon (Babbie, 2010).

According to Cohen (1980) as cited in Sukamolson (2010):

> *Quantitative research is defined as social research that employs empirical methods and empirical statements. He states that an empirical statement is defined as a descriptive statement about what "is" the case in the "real world" rather than what "ought" to be the case. Typically, empirical statements are expressed in numerical terms. Another factor in quantitative research is that empirical evaluations are applied. 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 or norm.*

According to Harwell (2011:149),

> *Quantitative research methods attempt to maximize objectivity, replicability and generalisability 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. Key features of many quantitative studies are the use of instruments such as tests or surveys to collect data, and reliance on probability theory to test statistical hypotheses that correspond to research questions of interest.*

The premise of quantitative research is the existence of a hypothesis that must be confirmed or refuted. The quantitative research approach "is used when observing and interpreting reality with the aim of developing a theory that will explain what was experienced. The quantitative is used when one begins with a theory (or hypothesis) and tests of confirmation or disconfirmation of that hypothesis" (Newman & Benz, 1998:3).

Quantitative research analysis is based on the association of relationships between variables, and a study about a phenomenon is measured through how different variables relate to it. Neuman (1997:107) states that, "the variable is the central idea in quantitative research. Simply defined, a variable is a concept that varies. The language of quantitative research is a language of variables and relationships".

In quantitative research there is a concept of causal relations which is dependent on how cause variables relate. According to Neuman (1997:107);

> *Researchers who focus on causal relations begin with an effect, then search for causes. Variables are classified into three basic types, depending on their location in a causal relationship. The cause variable, or the one that identifies forces or conditions that act on something else, is the independent variable. The variable that is the effect or is the result or outcome of another variable is*

*the dependent variable. This means that the independent variable is "independent of" prior causes that act on it, whereas the dependent variable "depends on the cause".*

The above reflection of quantitative research is not consistent with qualitative research methods. Qualitative researchers would argue that quantitative methods cannot adequately explain social phenomena through statistics. It is for this reason that Lincoln and Guba (1985) argues that "quantitative methods are frequently described as deductive in nature, in the sense that inferences from tests of statistical hypotheses lead to general inferences about characteristics of a population. Quantitative methods are also frequently characterized as assuming that there is a single "truth" that exists, independent of human perception".

### 3.2.3. Qualitative methodology

Nieuwenhuis and Smit (2012:126) defines qualitative research "to be concerned with understanding processes and the social and cultural contexts which shape various behavioural patterns". The qualitative research is concerned about social construct of reality, values and meanings that are found in social settings. This is echoed by Harwell (2011:148) who argues that central to qualitative studies is the presence of the multiple 'truths" that are are socially constructed.

According to Marshall (1996:522) qualitative studies aim to provide illumination and understanding of complex psychosocial issues and are most useful for answering humanistic 'why?' and 'how?' questions. Qualitative methodology is aimed at finding meaning to the experiences and perspectives of society through an interpretative lens of the researcher. Denzin and Lincoln (2005) further contends that;

> *Qualitative research is a situated activity that locates the observer in the world. It consists of a set of interpretative, material practices that make the world visible. These practices transform the world. They turn the world into a world of representations, including field notes, interviews, conversations, photographs, recordings, and memos to the self. At this level, qualitative research involves an interpretative, naturalistic approach to the world. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or interpret, phenomena in terms of the meanings people bring to them* (Harwell, 2011: 148).

Qualitative research is relevant for studies in the social sciences. Hancock, Windridge and Ockleford (2009:4) argues that "Researchers working in the social sciences: psychology, sociology, anthropology etc., interested in studying human behaviour and the social world inhabited by human beings, found increasing difficulty in trying to explain human behaviour in quantifiable, measurable terms. Measurements tell us how often or how many people behave in a certain way, so if a research question involves exploring how much or how often something happens, it's probably appropriate to use quantitative methods".

According Hancock, Windridge and Ockleford (2009:4), "Qualitative research attempts to broaden and/or deepen our understanding of how things came to be the way they are in our social world. If the research question involves exploring how people experience something, or what their views are, exploring a new area where issues are not yet understood or properly identified". The assertion is that there are studies that can only be of meaning if they are done through qualitative research methods. As an example, "assessing whether a new service is implementable, looking at 'real-life' context, or a sensitive topic where you need flexibility to avoid causing distress, your team probably needs to discuss using qualitative methodology" (Hancock, Windridge & Ockleford, 2007:4).

According to Neuman (1997), qualitative research is sometimes viewed as easy and it wanders into intriguing areas of social life. He argues that this is not true because “qualitative research contains several techniques (e.g. grounded theory, ethnography, life history, conventional analysis), specific techniques are more appropriate for particular topics”. In contrast to quantitative research, qualitative data is also intrinsically meaningful.

The qualitative research orientation is organised around theorising, collecting and analysing qualitative data. According to Neuman (1997) some people argue that qualitative data is intangible and immaterial. However, “qualitative data is empirical. It involves documenting real events, recording what people say (with words, gestures and tone), observing specific behaviours, studying written documents, examining visual images” (Neuman, 1997:328).

A qualitative study is mainly conducted through field research. Field research “is a study of people acting in natural courses of their daily lives. The fieldworker ventures into the worlds of others in order to learn first-hand about how they live, how they talk and behave, and what captivates and distresses them. It is also seen as a method of study whose practitioners try to understand the meaning that activities observed have for those engaging in them” (Emerson, 1983:380). Neuman (1997:344) further asserts that “fieldwork is where an appropriate research question involves learning about, understanding or describing a group of interacting people”.

Central to the qualitative study is the interactive relationship between the researcher and the respondents. It is for this reason that Harwell (2011:148) argues that, “These unique interactions imply that different results could be obtained from the same participant depending on who the researcher is. This means that qualitative methodology makes provision for the researcher to be subjectively involved in research process. In qualitative research the

research goals cannot be replicated because they are influenced by the researcher. It is argued that this approach asserts the perspective that researchers cannot set aside their experiences, perceptions and biases, and thus cannot pretend to be objective bystanders to the research (Harwell, 2011:149).

Qualitative methodology was the preferred method for this study because it allows for an in-depth understanding of the phenomena being studied and how the affected society views it. The study needed to understand the views and roles of the residents, civil society and the private sector on service delivery. Qualitative methodology was also seen as relevant in this study in order to understand the challenges experienced in implementing the network governance model in the City of Tshwane.

This study was well suited to the qualitative methodological approach because the researcher interacted with research respondents on a face-to-face level and knew them personally. The interaction between the researcher and respondents in qualitative research serves as an advantage because it creates a natural environment where the respondents are relaxed and they are able to elaborate in detail; it also allows respondents to respond comfortably in their own words on the subject of the study.

### 3.3. RESEARCH DESIGN

Research design was informed by the research method that has been chosen. Thus, “Identifying a study’s research design is important because it communicates information about key features of the study, which can differ for qualitative, quantitative and mixed methods. However, one common feature across research designs is that at one or more points in the research process, data are collected (numbers, words, gestures, etc.), albeit in different ways and for different purposes” (Harwell, 2011:149).

### 3.3.1. Purpose of the study

Research studies are undertaken for various purposes, which are determined by what the researcher aims to achieve. Wagner (2012:8) and (Neuman, 1997:21) mention exploratory, descriptive and explanatory studies as the three purposes for conducting research. An exploration study is aimed at new topics and studies that need exploration, which means that they have not been researched before. According to Wagner (2012:8) “an exploration study is meant to generate precise questions that can be answered by future research”. A descriptive study is about answering questions about the “what” and “how”, and this type of study “provides an accurate profile of a group, describes a process, mechanism or relationship” (Neuman, 1997:20). Explanatory research is about providing causes and reasons for studies that have been fully explored and described. According to (Neuman, 1997:21) it can be used to “determine the accuracy of a principle or theory, and find out which competing explanation is better”.

There are a number of studies that have been conducted on local government service delivery. This is a clear indication that the area of service delivery has already been explored. Thus, the study was a combination of a descriptive and explanatory study. This study is intended to answer what the service delivery status quo is and the problems and trends experienced in the implementation of the network governance model in the City of Tshwane.

### 3.3.2. Research paradigm

Research studies are informed by philosophical paradigms that influence the research or that the researcher associates with. According to Chilisa and Kawulich (2012:51) paradigms can be understood as informed by philosophical stances that seek to explain the “nature of reality; ways of knowing and ethics and value systems”. Researchers are not immune to

philosophical influences or views. They actually interpret and try to make sense of the world through their philosophical understanding of society. An analogy can be made that paradigms are like binoculars that researchers use to zoom into their studies.

There are research paradigms that are common such as the Positivist and Interpretivist. These paradigms differ in the way they look at and interpret social reality. It is for this reason that research methodology is also influenced by the philosophical paradigm that the researcher follows. Positivism is regarded as the most used and oldest approach. It has its basis in the natural sciences and scientific methods of research. “Positivist researchers prefer quantitative data and often use experiments, surveys and statistics” (Neuman, 1997:63). The positivist approach uses numerical data and scientific instruments to explain social phenomena.

The interpretivists are somewhat critical of the positivist approach, and argue that “positivists reduce people to numbers and that its concerns with abstract laws or formulas are not relevant to the actual lives of real people” (Neuman, 1997:63). Interpretivists are more concerned about understanding human behaviour and social interaction, and they are of the view that in every social interaction or action people attach their own subjective meaning. Interpretivists state that “the goal of social research is to develop an understanding of social life and discover how people construct meaning to natural things” (Neuman, 1997:21). This philosophical paradigm is best served by qualitative research methods.

An interpretivism philosophical view was seen as best suited for purposes of this study. This is because the study aimed to derive an understanding of how various actors in the City of Tshwane experience service delivery, and how network governance is affecting service delivery. Adopting an interpretivist approach provided the researcher with an ability to extract

meaningful experiences, and meaning that the people attach to the services they receive.

### 3.3.3 Sampling

Neuman (1997:201) defines sampling “as a process of systematically selecting cases for inclusion in a research project”. There are a number of sampling methods that are used in social research. The sampling method that was used for this study is purposive sampling. Purposive sampling was identified as the most suitable because “it uses the judgement of an expert in selecting a case or it selects cases with a specific purpose in mind” (Neuman, 1997:206). This form of sampling enabled the researcher to deliberately choose respondents who will be able to assist in answering the research question.

According to Polit and Hungler (1999:37) as cited in Mbokane (2006:45), “a population is an aggregate or totality of all the objects, subjects or members that conform to a set of specifications”. In this study the population for the research was all municipalities in South Africa. Marshall (1996:522) argues that choosing a study sample is an important step in any research project since it is rarely practical, efficient or ethical to study whole populations. Thus, a sampling frame from which the sample of research respondents was selected was an essential part in the sampling process.

A sampling frame “can be thought of as a list of all elements in the population of interest (e.g., names of individuals, telephone numbers, house addresses, and census tracts). The sampling frame operationally defines the target population from which the sample is drawn and to which the sample data will be generalized” (Sudman, 1976). A sample frame of the research was drawn from the City of Tshwane but with a specific focus on Region 5 and Region 7. The research will focus on the new areas of the former Metsweding District municipality, which included Kungwini and

Nokeng Tsa Taemane local municipalities that were integrated into the City of Tshwane in 2011, which comprises Region 5 and Region 7 of the City of Tshwane.

According to Brink (1996:133) and Polit and Hungler (1999:227, as cited in Mbokane, 2006:45), “A sample is a subset of a population selected to participate in the study, it is a fraction of the whole selected to participate in the research project”. The sample comprises various stakeholders in the City of Tshwane sucha as officials, political office bearers, civil society and community members.

### 3.3.4 Data collection

The purpose of the study and the research paradigm that has been chosen was well served by the use of qualitative data collection methods. The qualitative methods enhanced the success of the study because it looked at the social contexts and provided a precise analysis of the views and roles of the residents, business and civil society and the City of Tshwane officials on service delivery.

In-depth interviews were conducted using a structured questionnaire as a main tool of data collection. As explained by Nieuwenhuis and Smit (2012:133), most of the information in qualitative research is collected through interviews because they help the researcher to obtain information from the point of view of the participant. Structured interviews guided by a questionnaire will be conducted by the researcher.

Qualitative research relies not only on interviews as a data collection method; documents such as evidentiary documents from respondents were also gathered. Official reports from the City, such as monitoring and evaluation reports and annual reports were collected.

### 3.3.5 Data presentation

The data collected during interviews was sifted and classified according to the various categories or groups of respondents and the questions that were asked during the interviews. This classification was designed to sift the different views and perceptions from different respondents. The data is presented in the form of tables and charts, followed by a narrative description of the findings.

### 3.3.6 Data analysis

Data analysis is an intricate part of the research process, as the outcome of the study is dependent on fair and thorough analysis of the collected data. In quantitative studies the analysis of data is technical because it involves statistics and formulas, and "quantitative methods use the symbolic language of statistical relationships between variables to discuss casual relations. In qualitative research, data is in a form of words and no statistics generalised. The analysis process in the qualitative research is more context-based, whereby a large quantity of specific detail is organised in coherent picture or set of interlocked concepts" (Neuman, 1997:420).

By virtue of this study being qualitative in nature, the analysis process was inductive and thematic. Kawulich and Holland (2012:229) defines the inductive way of analysing as one that seeks to describe data in a generalised manner, and thematic analysis codes into different themes and patterns. In assessing service delivery and the implementation of the Network Governance model in the City, different themes were drawn through the identified patterns from the collected data and provide an analysis that reflects the true outcome of the study.

Research field work generated data that had to be analysed to reach the determination of the findings of the research. Preceding the analysis process the collected data from the interviews was thoroughly checked and

thereafter coded and edited. The collected data was classified in accordance with the participant's category (officials, community members and councillors). The classification was followed by the sifting of collected data separating the relevant from the irrelevant data.

### 3.3.7 Reliability and Validity

Research studies and results are as good as the quality of the data collected. According to Neuman (1997:368) reliability and validity are the two variables that are used to test the quality of the data in quantitative studies. Consistency in the variables being measured in the study is important, and there should be a focus on what is intended to be measured. According to Mentz and Botha (2012:80). "reliability estimates the consistency of your measurement, e.g. it is used to assess the consistency of data collected with a given measure from one point of time to the other". Mentz and Botha (2012:800) further states that "validity is about the degree to which you are measuring what you supposed to, i.e. is the researcher measuring what he/she says he/she is." The validity and reliability of data cannot be separated in assessing the quality of the research and the data collected in a quantitative study.

In qualitative research the quality of the data is measured through assessing the trustworthiness of the data. Data trustworthiness is assessed by credibility, transferability, dependability and conformability. Kawulich and Holland (2012:243) as cited in Mothetho (2015a:6) defines this criterion of "credibility so as to address activities that make it more credible that the findings were derived from the data; Transferability, the basis for making similar judgements; Dependability; a reliability measure achieved by triangulation of methods and providing audit trail; Confirmability, ensuring that findings are grounded in data and gaging the degree of biases".

The validity of the data collected was verified through a process of triangulation, as defined by Jakob and Alexander (2001) in Yeasmin and Rahman (2012:154) “as combining multiple observers, theories, methods, and empirical materials, researchers can hope to overcome the weakness or intrinsic biases and the problems that come from single-method, single-observer, single-theory studies. Often the purpose of triangulation in specific contexts is to obtain confirmation of findings through convergence of different perspectives. The point at which the perspectives converge is seen to represent reality”.

The information collected during the study was subjected to verification for trustworthiness. The verification was conducted through cross-checking between documentary evidence and interviews and also verifying information amongst respondents that were interviewed. Discrepancies in the data collected were clarified by questioning respondents to further clarify understanding.

### 3.4 LIMITATIONS OF THE STUDY

The study experienced fieldwork challenges. The study was limited to the City of Tshwane Municipality. The study was limited to the provision of basic services in the City with a specific focus on how the Network Governance model was being implemented and how it affects service delivery. The study was also confined to the Head Office, Region 5 and Region 7 of the City of Tshwane.

The research was undertaken during a period of political transition following the August 2016 local government elections. The respondents, especially the City’s officials, referred to the uncertainty of the policy direction since the change of power from the African National Congress to the Democratic Alliance. Despite the political transition, the fieldwork was conducted when

people were about to leave for the annual holidays in December. It was thus difficult to secure appointments with respondents.

The City officials were not easy to make contact with and some were reluctant to participate in the study. This happened despite the fact that the researcher was granted permission to conduct the research by the relevant structure in the City of Tshwane. Appointments were not honoured by City officials and in some cases the researcher “was sent from pillar to post” before getting the required cooperation. Even the officials that cooperated were sometimes not very helpful as they were not responding to questions in a satisfactory manner, and the researcher had to patiently probe further.

The interviews with councillors were a bit difficult to control, as they attempted to sell the political position of their different parties. Members of the community would sometimes veer away from the question asked and talk to problems that they were experiencing with regard to service delivery. The researcher had to continually explain to the respondents that he was not an employee of the city and thus cannot assist in solving some of their problems, but the research recommendations could assist in resolving some of the problems if they were to be considered by the City.

One of the difficulties experienced in the fieldwork process was explaining the concept of network governance to the respondents. This is because if it was not well understood the responses provided would have been distorted.

### 3.5 ETHICAL CONSIDERATIONS

Ethics in conducting research are about the conduct of the researcher towards the subjects of the research. According to Neuman (1997:445) “ethical research requires balancing the value and advancing knowledge against the value of non-interference in the lives of others”. To put the respondents at ease, a letter of introduction from the University as well as

the letter of approval to conduct the study from the City was presented prior to the interviews or interaction with the respondents. The letters gave the assurance to respondents that the research was credible and the assurance that their anonymity and confidentiality during the interview process was secured. The researcher also signed a confidentiality form with the City of Tshwane.

The following ethical considerations were upheld during the study:

- The respondents were informed about the purpose of the study, and their expected participation in the study.
- Participants volunteered and consented to participate in the study.
- Participants' privacy and confidentiality was ensured and upheld.
- Respondents were assured that they would not be put under any risk or harm.

### 3.6 OPERATIONALISATION OF THE RESEARCH

The research fieldwork was conducted between November 2016 and January 2017, in the form of face-to-face interviews by the author guided by a prepared questionnaire. Face-to-face interviews enhanced the quality of the data collected and provided the assurance that the respondents understood the questions. A total of 25 respondents was interviewed, which consisted of City of Tshwane officials, Councillors, members of the community, civil society and representatives of Amadebele aka Ndzundza Traditional Council in Sokhulumi, which falls within the area of focus for the study. The respondents interviewed were chosen to be representative of all wards in the selected area of study which is regions 5 and 7 of the City of Tshwane. City officials from the two regions as well as the City's Head Office were also interviewed.

The questionnaire administered during the interviews comprised the following questions:

- Has the integration of Metsweding and Nokeng Tsa Taemane Municipalities into the City of Tshwane brought the desired outcome?
- Would Network Governance be a viable governance model as opposed to the creation of a bigger municipality?
- Does the Tshwane Metropolitan Municipality have Network Governance structures?
- Has Network Governance improved the provision of services?
- What are the problems experienced in implementing Network Governance?
- What can be done to improve the functioning of Network Governance operations?

## 3.7 CONCLUSION

A qualitative study was deemed suitable to address the research questions that the study intended to answer. Data collection was conducted through face-to-face interviews guided by a structured questionnaire. A thematic data analysis process was used in interpreting the collected data. The study was conducted with the highest consideration for the ethical principles of research studies. While the fieldwork process was inconvenienced by the lack of cooperation by City officials, the researcher was able to overcome the challenges.

This chapter reflected on the methodology and the research design that were used in this study. An explanation of the data collection, data presentation and data analysis processes was provided. The chapter explained how the reliability and validity of the data was verified. The limitations to the study were outlined, followed by a discussion of ethical principles that were adhered to in conducting the study.

# CHAPTER 4
# PRESENTATION OF RESEARCH FINDINGS

## 4.1 INTRODUCTION

This chapter presents the findings of the data collected during the study. The presented findings emanate from responses received from respondents during the research fieldwork interviews. The findings presented in this chapter are classified into themes that reflect issues discussed by the researcher and the respondents. The findings are presented in table, chart and narrative formats. The responses from respondents are captured as participant 1, 2 or 3, etc. This was done to protect the identity of respondents and ensuring that they remain anonymous as reflected in point 3.5 on ethical considerations.

## 4.2 PROFILES OF THE RESPONDENTS

The respondents were selected carefully to be representative of the population. The respondents were drawn from different categories of society. The biographical profile of the respondents is tabulated as follows:

**Table 4.1: Biographical profile of the respondents.**

| Category | Age | Gender | Number of Respondents |
|---|---|---|---|
| 1. City of Tshwane officials | 30 – 40 yrs: 1 | Male: 3 | |
| | 40 − 50 yrs: 2 | Female: 0 | 3 |
| 2. Community members | 20 – 30 yrs: 3 | Male: 7 | 13 |
| | 30 – 40 yrs: 4 | Female: 6 | |
| | 40 – 50 yrs: 3 | | |
| | 50 – 60 yrs: 3 | | |
| 3. Civil Society | 20 – 30 yrs: 1 | Male: 1 | 3 |
| | 30 – 40 yrs: 1 | Female: 2 | |
| | 40 – 50 yrs: 1 | | |
| 4. Councillors | 30 – 40 yrs: 1 | Male: 1 | |
| | 40 – 50 yrs: 1 | Female: 2 | 3 |
| | 50 – 60 yrs: 1 | | |
| | | | **Total: 22** |

## 4.3 RESEARCH RESPONSES

### 4.3.1 Has the integration of Metsweding and Nokeng Tsa Taemane Municipalities into the City of Tshwane brought the desired outcome?

**Figure 4.1: Respondents views on the integration of Kungwini and Nokeng Tsa Taemane to Tshwane**

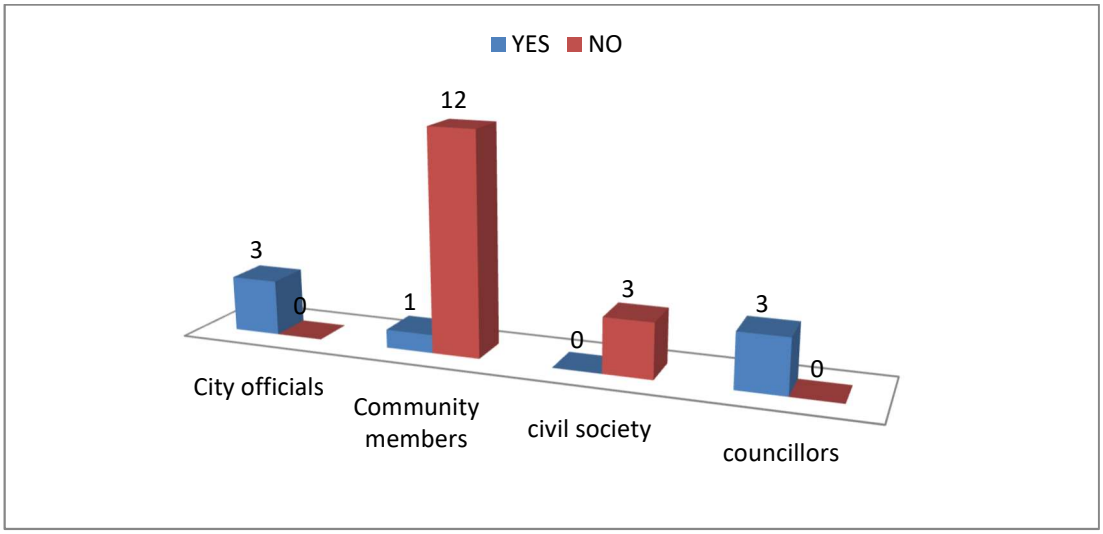



Figure 4.1 indicates that 15 respondents out of the 22 were of the view that the integration of Kungwini and Nokeng tsa Taemane municipalities into Tshwane has not brought about the desired outcome of improving service delivery. It also reflects that community members and civil society share the same views on this matter, contrary to the City's officials and councillors. Most respondents (members of the community) except for respondents 1, 2, 3, 20, 21and 22 indicated that the integration into the City of Tshwane has not brought any positive changes with regard to service delivery. Most of the respondents indicated that there was no positive change or improvement in service delivery. They were of the opinion that integration of the smaller municipalities into the City of Tshwane was merely a cosmetic change without any major impact on service delivery and people's lives.

The respondents raised serious concerns about the problems experienced with regard to service delivery despite the integration into the City of Tshwane. Respondents 13, 14, 15 and 16 pointed out the poor quality of water provision and the disruptive unplanned interruptions. Respondents 9, 10, 11 and 12 raised their reservations with regard to issues of local economic development. The respondents also alluded to unplanned electricity outages that are disruptive to their lives.

It was the view of most respondents − except for respondents 1, 2, 3, 20, 21 and 22 − that the integration of the City has created a vacuum between the municipality and its residents. Respondents referred to the distance between their areas of residence to Pretoria where the City's head office is situated. Participant 4 made a specific reference to the response time of the Metro Police service and also indicated that some of the service delivery problems are sometimes attended to by the community due to slow response from the municipality. The respondents criticised the City's regional offices for their deficiencies, indicating that the regional offices were supposed to bridge the gap and play a role that was played by the former local municipalities. However, the regional service centres are not well capacitated to deal with service delivery issues or queries and as a result residents are required to travel to Pretoria to the City's head office for their queries to be resolved.

Respondents 5, 6, 7, 8 and 9 indicated that the integration into the City of Tshwane has brought debt and financial strain to the residents. This point was made with reference to the new billing system that the City introduced into the area after the integration. The main argument from the respondents was that the City introduced a new billing system without consultation and has not taken into account the poor economic status of the residents of the area. The respondents were of the view that the billing system was not introduced in the best interests of the community, and would financially disadvantage the residents.

Respondents 1, 2, 3, 20, 21 and 22, who are mainly the City's officials and councillors, were of the view that the integration into the City of Tshwane has had a positive impact on service delivery. Respondents 1, 2, 3 and 4 were of the view that integration was positive in terms of administrative issues. They also pointed out the positive improvement with regard to funding of capital projects although the lack of both human and financial capacity have not been adequately attended to. While the latter respondents applauded the regionalisation concept adopted by the City, they also raised concerns with regard to the capacity in the regions to deal service delivery issues. Respondents 20, 21 and 22 believed that the integration was a good political move to address service delivery problems and addresse the problem of dysfunctional municipalities. The respondents were also concerned about the change in service delivery priorities since the shift in political power from the African National Congress to the Democratic Alliance.

According to the data collected, the indication is that there are views from the members of the community that are contrary to those of the officials and councillors. The community members were of the view that the integration into the City of Tshwane had no positive impact on service delivery whereas the officials and the councillors regarded the integration as a positive move. What was also clear from some respondents was that the City's regionalisation model had flaws, and as a result remains unable to address all service delivery challenges.

### 4.3.2 Would Network Governance be a viable governance model as opposed to the creation of bigger municipality?

**Figure 4.2: Respondents views on whether Network Governance is a viable governance model**

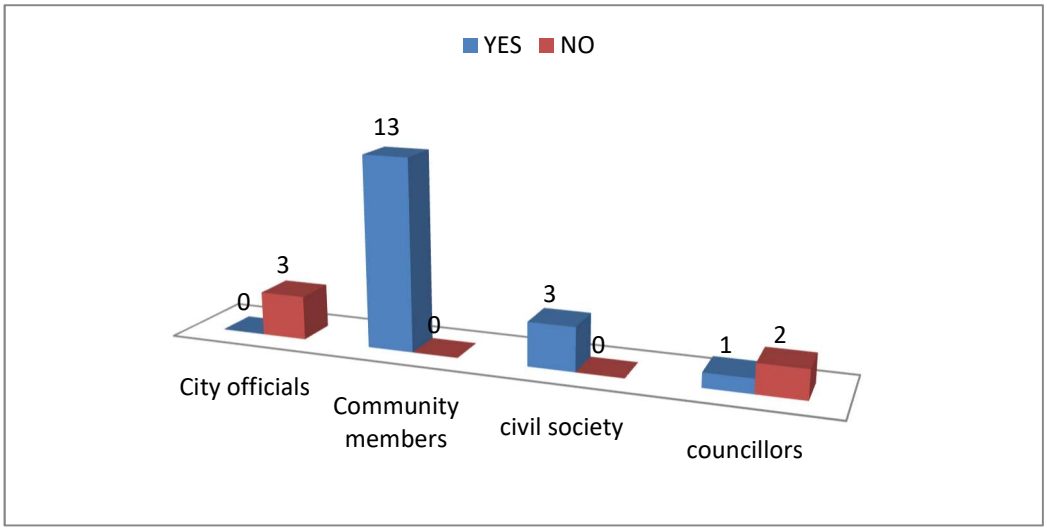


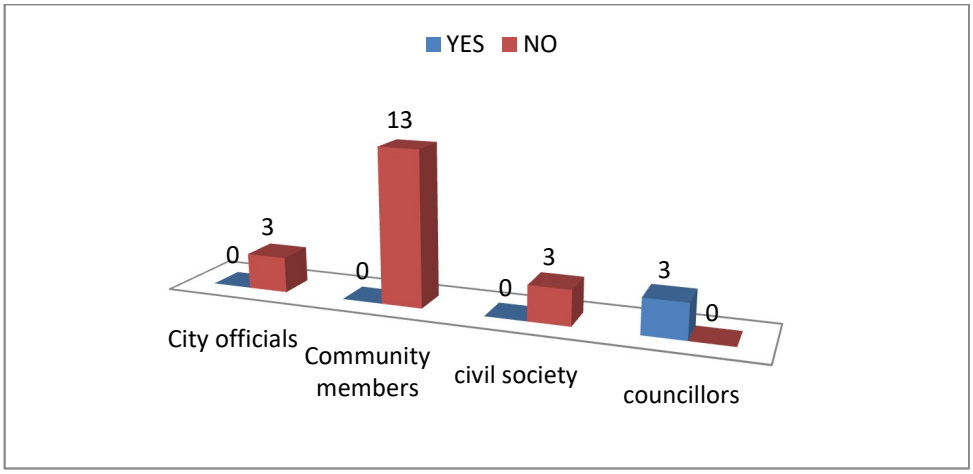

Figure 4.2 depicts that 17 out of 22 respondents are of the view that network governance would be a viable alternative governance model for the improvement of service delivery because it promotes cooperation and collaborative methods of service delivery that will be beneficial to the residents and improve the credibility of the City. However, Respondents 1, 2, 3, 21 and 22 believed that the Tshwane regionalisation model was efficient as a governance model to improve service delivery. These respondents were supportive of the City's regionalisation governance model as a solution to the City's service delivery challenges. Respondents 2 and 3 indicated that although they were in support of collaborative governance as advocated by Network Governance, they were of the opinion that the City must remain central in provision of services in the interests of accountability.

Except for respondents 1, 2, 3, 20, 21 and 22, other respondents felt that network governance as a form of collaborative governance could bring the municipality closer to its residents and that closer collaboration between the

municipality and its community could be the way to resolve service challenges. The respondents strongly believed that the integration has driven local government away from the residents. The respondents do not have confidence in the regionalisation model of the City and do not see the model as a viable service delivery vehicle as there have been many complaints since integration. There was a general acceptance amongst all respondents that network governance would be a viable governance model to improve service delivery.

### 4.3.3 Does the Tshwane Metropolitan Municipality have Network Governance structures?

**Figure 4.3: Respondents' views on whether the City of Tshwane has Network Governance structures**



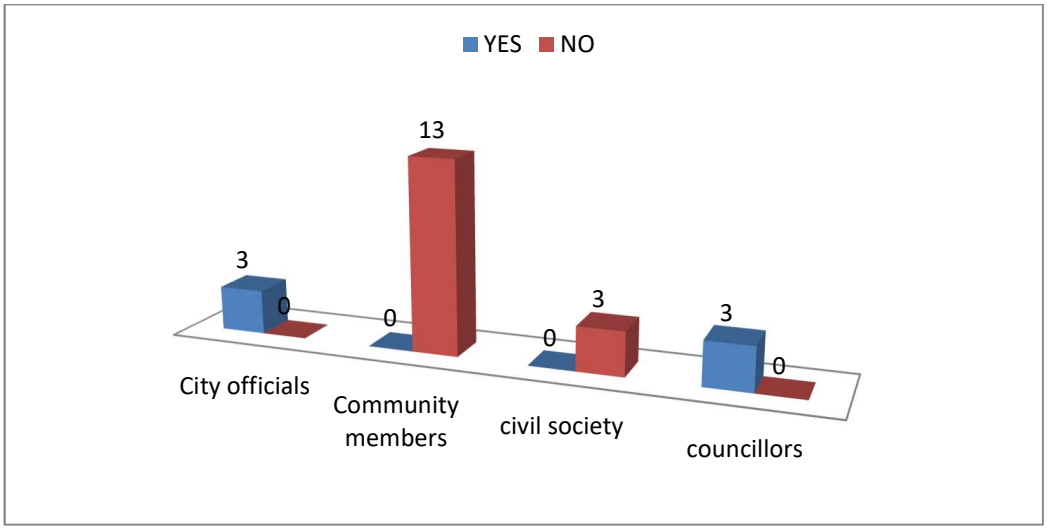
Information drawn from Figure 4.3 indicates that 19 out of 22 respondents were of the view that the City of Tshwane does not have network governance structures. All the respondents, except for 1, 2, and 3, indicated that the City does not have formal network governance structures. Most of the respondents were of the view that the City has no collaborative methods of service delivery that involved the community. Respondents 6, 9, 11, 14 and 17 indicated that the City relies on outsourcing services to private companies to deliver services. The refuse removal services were named as an example of a service that has been outsourced to a private company. The respondents also raised a concern that outsourcing does not always bring the best services.

Respondents 1, 2 and 3 stated that although the City does not have network governance structures there are elements of network governance in the way the City delivers its services. The respondents indicated the terminology that is common in the city is that of “Public-Private Partnerships” (PPP) and the City has various service delivery projects where residents or members of the community are involved. Respondents indicated as an example that community members are involved in environmental projects where they are contracted to clean streets in their communities. Another example given was that the City also has community health workers who involve members of the community.

Respondents 20, 21 and 22 viewed the involvement of the community through ward committees in planning for services or the City’s integrated development plans as an element of network governance. The respondents noted that the community is involved in all extended public works projects that are coordinated by the City. Participant 20 observed that the involvement of the traditional authority in the planning and delivery of services is another element of network governance.

### 4.3.4 Has Network Governance improved the provision of services?

**Figure 4.4: Respondents views on whether Network Governance has improved service delivery**




As depicted in Figure 4.4, 16 respondents stated that network governance has not improved service delivery, while 6 were of the opinion that it has. Most of the respondents who are members of the community (except for respondents 1, 2, 3, 20, 21 and 22) indicated that they have not seen any benefit or improvement in service delivery as a result of network governance. Respondents 1, 2, 3, 20, 21 and 22 were of the view that community involvement in service delivery projects has improved service delivery. Their response was based on the respondents' understanding of network governance as reflected in section 4.5.3 above. The respondents observed that where communities have been involved in service delivery projects this has always brought a sense of ownership and success with fewer complaints.

### 4.3.5 What are the problems experienced in implementing Network Governance?

**Table 4.2: Respondents' views on problems experienced in implementing Network Governance**

| Category | Problems experienced | Number of respon-dents | Total respon-dents |
|---|---|---|---|
| City officials | No formal network governance structures | 3 | 22 |
| | Elements of network governance are not coordinated | 1 | 15 |
| | Poor administration capacity in regions | 0 | 5 |
| | The City does not see community as partners | 0 | 11 |
| Community -members | No formal network governance structures | 13 | |
| | Elements of network governance are not coordinated | 13 | |
| | Poor administration capacity in regions | 3 | |
| | The City does not see community as partners | 9 | |
| Civil Society | No formal network governance structures | 3 | |

| | | |
|---|---|---|
| | Elements of network governance are not coordinated | 0 |
| | Poor administration capacity in regions | 2 |
| | The City does not see community as partners | 2 |
| Councillors | No formal network governance structures | 3 |
| | Elements of network governance are not coordinated | 1 |
| | Poor administration capacity in regions | 0 |
| | The City does not see community as partners | 0 |

Table 4.2. indicates that all 22 respondents there are no formal network governance structures, thus the implementation of network governance is a challenge. It was expressed by all respondents that the major impediment to implementing network governance in the City of Tshwane is the fact that network governance was not institutionalised in the City.

Furthermore, 15 respondents were of the view that the elements or characteristics of collaborative or network governance that are visible in the City's delivery of services are not done in a coordinated manner as there is no policy or strategic decision to adopt Network Governance as a service delivery model. Most respondents indicated that network governance could not be implemented effectively if the City does not see its residents as partners in improving service delivery. Some respondents were of the view that lack of capacity in regions was responsible for the failure to implement

network governance. Respondents 6, 7, 9, 16 and 17 indicated that poor administration capacity in regions 5 and 7 was the reason that network governance cannot be implemented. The respondents argued that the regions are not capacitated to coordinate any form of service delivery projects.

### 4.3.6 What can be done to improve the functioning of Network Governance operations?

**Table 4.3: Respondents' views on proposals to improve Network Governance operations**

| Category | Solutions to improve Implementation of Network Governance | Number of respondents | Total respon-dents |
|---|---|---|---|
| City officials | Institutionalise network governance in the City | 3 | 22 |
| | Improve City's consultation process and inculcate network systems governance in ward committees | 0 | 3 |
| | Train community members to make meaningful contribution to service delivery project and enhance network governance | 1 | 7 |
| | Improved stakeholder management | 3 | 14 |
| Community members | Institutionalise network governance in the City | 13 | |

| | | |
|---|---|---|
| | Improve City's consultation process and inculcate network systems governance in ward committees | 0 |
| | Train community members to make meaningful contribution to service delivery project and enhance network governance | 3 |
| | Improved stake holder management | 9 |
| Civil Society | Institutionalise network governance in the City | 3 |
| | Improve City's consultation process and inculcate network systems governance in ward committees | 0 |
| | Train community members to make meaningful contribution to service delivery project and enhance network governance | 3 |
| | Improved stakeholder management | 0 |
| Councillors | Institutionalise network governance in the City | 3 |
| | Improve City's consultation process and inculcate network governance systems in ward committees | 3 |
| | Train community members to make meaningful contribution to service | 0 |

| | |
|---|---|
| delivery project and enhance network governance | |
| Improved stakeholder management | 2 |

Table 4.3 indicates that all respondents were of the view that network governance must be institutionalised in the City. While 14 respondents indicated that the City must improve its stakeholder management mechanism, 7 respondents were of the opinion that community members must be trained to make meaningful contributions to service delivery projects and enhance network governance. Furthermore, 3 respondents argued that the City must improve its consultation process and inculcate network systems of governance in ward committees.

The general view of the respondents was that the City must adopt a strategic direction that encourages a collaborative way of providing services. All respondents were of the view that the City must create formal or structured network governance systems. Most of the respondents mentioned that better interaction between the City and its residents would be a good foundation for the implementation of network governance.

Respondents 19, 20, 21 and 22 were of the view that besides the City's consultation processes through ward committees, inculcating Network Governance in the City's service delivery strategy would benefit communities as well as bring the City closer to its residents. Respondents 10, 14 and 18 added that enskilling the community would assist in ensuring that members of the community participate in service delivery projects and understanding their and roles and responsibilities. Respondents 21 and 22 were of the view that improved stakeholder management by the City would improve levels of participation by community members and thus encourage

them to participate in network governance projects or service delivery projects.

## 4.4 EXAMINATION OF RECORDS FOR CROSS-VALIDATION

Various reports and documents were examined during the research fieldwork process, including the City's annual reports, IDP documents and relevant official reports received from officials. The records collected were used for cross-validation or as the basis for refuting misrepresentation or determining bias from responses provided by respondents. .

## 4.5 CONCLUSION

This chapter presented the responses from the respondents in the different categories of respondents. The findings were classified into different themes established from the responses. The chapter also provided the major findings of the study. The responses received from respondents indicate that the general perception is that there are impediments in implementing Network Governance in the City of Tshwane.

# CHAPTER 5
# INTERPRETATION AND ANALYSIS OF FINDINGS

## 5.1 INTRODUCTION

This chapter provides interpretation and analysis of the findings tabled in the preceding chapter. The interpretation and analysis was done in the context of determining if the findings respond to the research problem identified in the first chapter of this paper. This chapter lists the findings or problems that created the research problem. It is for this reason that this chapter will also have a review of the research problem. The chapter will reflect on identified gaps in implementing Network Governance in the City of Tshwane using the Network Governance theory as the conceptual framework as indicated in chapter two of this paper.

## 5.2 REVIEW OF THE RESEARCH PROBLEM

Chapter one of this paper indicated that two smaller municipalities were integrated into the City of Tshwane to create a Metropolitan municipality as a move to improve governance and service delivery. However, the City's reliance on bureaucratic local governance institutions to deliver services contributed to deficiencies in the implementation of Network Governance in the City of Tshwane as a model that could improve service delivery. The reasons for the deficiencies experienced in implementing network governance are discussed in the summary of findings below.

## 5.3 SUMMARY OF FINDINGS

The research established that there were deficiencies in the implementation of network governance in the City of Tshwane. The findings listed below

articulate these deficiencies in implementing a Network Governance model that will improve service delivery. The study revealed the following findings:

1. The integration of Nokeng Tsa Taemane and Kungwini local municipalities into the City of Tshwane has not improved service delivery.
2. Network Governance is not institutionalised through adopted policy.
3. The City of Tshwane has no protocols and systems that will enhance Network Governance.
4. Regions are not well capacitated to enhance principles of Network Governance.
5. Community members do not see themselves as partners with the City in service delivery projects.
6. Community members do not understand their role in ensuring that they collaborate with the city in delivering services as envisaged by Network Governance.

## 5.4 INTERPRETATION AND ANALYSIS OF THE FINDINGS

The findings indicate that the integration of the smaller municipalities of Kungwini and Nokeng Tsa Taemane has not improved service delivery. This finding reflects the weakness of the concept of creating Metropolitan municipalities as a way of solving service delivery problems. Network governance theorists would regard this as an orthodox bureaucratic way of governance. According to O'Flynn (2009), network governance "seeks to transform governance from the conventional democratic governance to one of stakeholder and partnership coordination". Network governance advocates for a less bureaucratic form of governance that is collaborative between various sectors of society.

The findings indicate that network governance was not adopted as the service delivery implementation model in the City of Tshwane. Thus there

are no network governance protocols or systems. Network governance has been universally accepted as an effective form of collaborative governance but there must be policy in position for its implementation to be effective.

The findings reflect that the Regions are not well capacitated to enhance principles of network governance. The findings alluded to a sense of aloofness by the community, because they do not see themselves as partners with the City in service delivery projects. Furthermore, the community members do not understand their role in collaborating with the City in delivering services as envisaged by network governance. Network governance theorists argue that all stakeholders in the network system must understand their roles so that there can be synergy and effectiveness. Carlsson and Sandström (2008) argues that a "self-steering networked governance approach engages and empowers local communities in the governance process, wherein it is proposed that actors across all sectors of society (the private, public and civil society sectors) have the capacities to effectively self-organize to achieve organizing functions and governance goals"

The findings suggest that the City has adopted the public-private partnership concept which is not embraced by all members of the community. Although the concept has elements of network governance, it still has deficiencies. Community members are minimally involved in the planning and provision of services in the City. The findings indicate that the City outsources some service delivery functions to the private sector. Community members are contracted to do small projects like cleaning streets, and they have a minimal role in planning and delivering of services. In contrast to the public-private partnership concept and outsourcing, network governance is a collaborative form of governance that reconciles conflicting differences, and "it encourages trust and reduces conflict, it unlocks distinctive competencies in other sectors and delivers

transformational approach to improvement in public services" (Flynn, 2009:1).

The findings indicate that there is no efficient stakeholder management in the City. Network governance theorists advocate that all stakeholders must participate equally for the network to function efficiently and there should be collective decision-making. Thus, for network governance to thrive there is a need to adopt a strategic direction that advances collaborative governance.

The findings reflect that there are varying views among the categories of respondents, City officials, community members, civil society and councillors. The interpretation and analysis of these diverse views are discussed below.

The City officials were of the view that the integration of Kungwini and Nokeng Tsa Taemane municipalities improved service delivery. The basis of their views was administrative changes and allocation of resources, especially the budget for capital projects. This view was supported by the councillors who said that it was a sound political move to capacitate smaller municipalities that were struggling.

Community members and civil society held the view that the integration of the smaller municipalities has not improved service delivery. The basis of their view was that there is no visible improvement in the provision of services. They referred to the inefficient and unreliable provision of water and electricity. The community and civil society were highly concerned about the inconsistency of the billing system since the integration into the City of Tshwane. The respondents' responses was informed by their positions and perceptions of improved service delivery. The view of the researcher is that the responses of the different category of respondent had a bias that was informed by their immediate experiences.

The documentation and reports perused during the study indicate that the responses from the community and civil society were not entirely objective. The reports indicate some level of improvement in terms of capital project investments. The reports also indicate that other services such as refuse removal were efficient, although community members only focused on provision of electricity and water.

City officials conceded that the City does not have network governance structures but argued that the City has various public-private partnerships which could be regarded as having elements of network governance. Councillors were of the view that ward committees were a mechanism of collaborative governance and thus could be regarded as a form of network governance. On the contrary, the community and civil society indicated that there were no network governance structures. They pointed to the inefficiencies of ward committees and the City's outsourcing of services to private companies rather than involving communities.

It is the view of the researcher that the concept of Network Governance is new and was not clearly understood by all respondents. The findings identify various problems in stakeholder management and communication. The varying responses between the respondents are an indication that there is a communication vacuum between the City officials, councillors and community members and civil society. As result, there is no common understanding on various issues which led to the diverse responses as reflected above.

## 5.5 CONCLUSION

The chapter interpreted and analysed the findings presented in chapter four. This chapter explored how findings responded to the research problem presented in chapter one of the paper. The chapter provided an interpretation of the findings with reference to the conceptual framework. The responses provided by different categories of respondents were also discussed.

# CHAPTER 6
# CONCLUSIONS AND RECOMMENDATIONS

## 6.1 INTRODUCTION

This chapter provides a synthesis of what the study has covered. It will provide the summary of what the study has covered, review the research objectives that were set out in chapter one and assess if they have been achieved. The last part of the chapter will propose recommendations intended to resolve the research problem as reflected in chapter one.

## 6.2 REVIEW OF THE RESEARCH OBJECTIVES

The study was aimed at achieving the objectives below:

- Investigate factors leading to problems being experienced in implementing a Network Governance model in the City of Tshwane Municipality.
- Present and interpret the findings on the problems experienced in implementing a Network Governance model in the City of Tshwane Municipality.
- Recommend strategies to implement Network Governance.

## 6.3 SUMMARY

Chapter one provided a background to the study, which discussed the relevance of governance in improving service delivery, and provided a comprehensive overview of network governance internationally. The chapter looked at the importance of maintaining good governance principles by government institutions to deliver services efficiently. This first chapter of this paper has reflected on the international perspective of governance and

how network governance has developed and gained prominence as a governance model that improves service delivery.

Chapter one explained the rise of network governance internationally. Network governance in Africa and the Southern African Development Community was also explored as well as the emergence of network governance in South Africa. It then examined the City of Tshwane's current state in the implementation of network governance.

The chapter provided an overview of the historical background of the City of Tshwane and the development of its service delivery regionalisation model. The rationale for the merger between Nokeng Tsa Taemane, Kungwini and the City of Tshwane was discussed. The chapter outlined the research problem, research objective and research questions that formed the basis of the study and what the study seeks to achieve. The final part of this chapter provided an outline of the research report.

Chapter two examined available literature and various theoretical perspectives that were relevant to the study. A definition of literature review and the significance of literature review were articulated. The chapter focused on all theoretical literature that relates to the concept of governance and its impact on the improvement of service delivery. The chapter examined the concepts of governance and good governance and how they are defined by different scholars.

The structural and bureaucratic reconfiguration as applied in the City of Tshwane through the creation of a Metropolitan Municipality was addressed as was the concept of the creation of Metropolitan Municipalities as a model to improve service delivery. The New Public Management model of governance was explained. It attempts to address service delivery challenges through the use of the private sector or outsourcing of services.

The last part of this chapter discussed the concept of network governance which was the conceptual framework of this study. It has gained prominence and is seen as an alternative governance model from the conventional hierarchical and bureaucratic traditional forms of governance. Network governance views service delivery as a collective responsibility between the state, local government, civil society and markets.

Chapter three explained the research methods and data collection instruments used in this study. It provided a definition of research methodology and the different research methods that exist. It looked at the differences in the qualitative and quantitative methods of research and explained the utilisation of the two different research approaches for different studies.

The chapter explained the rationale for the choice of research method and outlined the research design which included the purpose of the study and research paradigm. The rationale for why the study was regarded as both descriptive and explanatory was explained. Various research paradigms were discussed and the rationale behind the study being looked at through the interpretivism philosophical view was explained.

The chapter explained data collection, data presentation and data analysis processes and the selection of face-to-face interviews as the data collection method. It explained the data presentation and analysis processes that were followed. The chapter concluded with explaining how reliability and validity was tested, as well as the limitations of the study and the ethical principles considered during the study. It explained the rationale for choosing triangulation as method of testing reliability and validity. The problems experienced during the process of conducting the study were mentioned.

Chapter four presented the findings of the data collected during the study. These emanated from respondents' responses during the research fieldwork interviews. The chapter also listed the profile of respondents in the study. The findings presented in this chapter were classified into themes that reflected issues discussed by the researcher and the respondents. All the responses from the respondents were categorised and tabulated in their groups; City officials, community members, civil society and councillors.

The findings were presented in table, chart and narrative form. The confidentiality of the respondents was maintained. The chapter also listed records that were perused for validation purposes.

Chapter five provided interpretation and analysis of the findings tabled in the preceding chapter. The review of the research problem was done. The interpretation and analysis was done in the context of determining if the findings responded to the research problem that was identified in the first chapter of this paper.

This chapter listed the findings or problems that informed the research problem. It reflected on identified gaps in implementing Network Governance in the City of Tshwane using the network governance theory as a conceptual framework.

The last part of the chapter discussed the findings from the different categories of respondents. The reasons behind the varying responses per category are explored. The researcher provided an analysis on the discrepancies between the responses provided.

Chapter six summarises what has been covered during the study and also reviews if the study has achieved its objectives. The final part presents the recommendations that address the deficiencies identified in the study and recommends possible areas for further research.

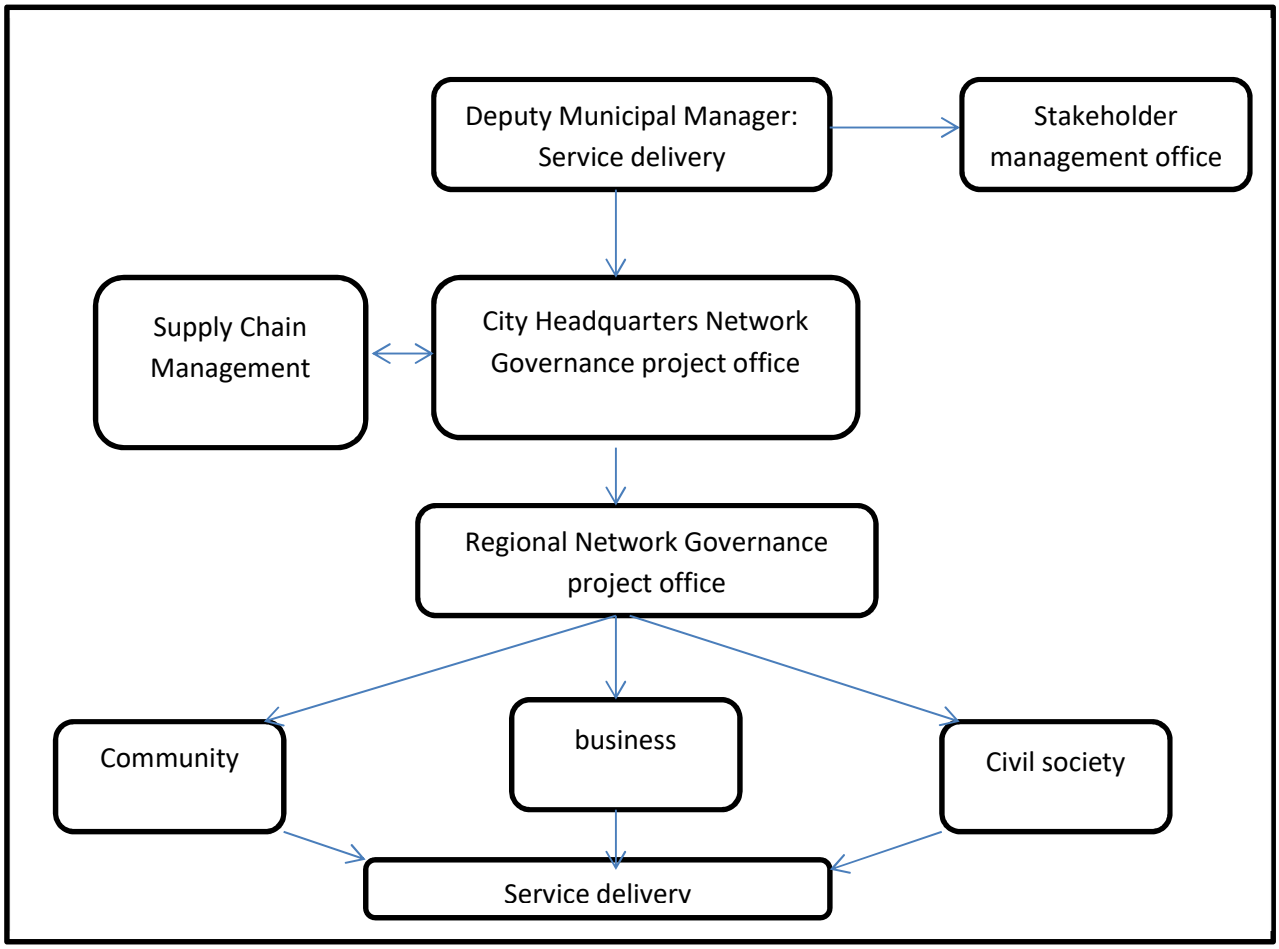
## 6.4 RECOMMENDATIONS

The recommendations of every study are aimed at addressing the problem that was identified as the rationale for the study to be conducted. It is for this reason that the research problem is reviewed. The study's research problem as discussed in chapter one asserts that there are impediments in the implementation of Network Governance. The argument was that the causes of the deficiencies were created by the City's reliance on bureaucratic local governance institutions to deliver services through the creation of a Metropolitan municipality.

The deficiencies in the implementation of network governance as indicated in the research problem have been confirmed by the findings of the study as tabled in chapter five. The study has tabled a number of findings that have made the implementation of network governance impossible. The recommendations below will provide guidance in implementing network governance in the City of Tshwane.

- The City of Tshwane must institutionalise Network Governance through policies.
- Standard protocols and procedures must be formulated to guide the implementation of the Network Governance policy.
- A Network Governance projects coordination office must be established to coordinate, advise, provide guidance and monitor the implementation.
- The City must create a stakeholder management mechanism that will bridge the communication gap between the City and its residents.
- The Network Governance project coordination office and stakeholder management mechanism must be replicated in the regions.

**Figure 6.1: Proposed network governance implementation model**




The proposed Network Governance Implementation model is explained as follows:

Deputy Municipal Manager: will be the custodian of the institutional processes and systems that that govern the implementation of Network governance. This office will oversee the overall implementation of Network Governance in the city.

Headquarters Network Governance project office: will be responsible for drafting of standards and protocols that will regulate Network Governance. The project office will also ensure that there is compliance and also monitor adherence with the set protocols. The

project office will liaise closely with supply chain management in identifying service delivery projects that will be delivered through Network Model. The office will be responsible for the coordination of projects.

Supply Chain Management: As the custodians of contract management and sourcing of potential services providers, will work closely with the Network Governance project office to identify various stakeholders and projects for possible implementation through network governance.

Regional Network Governance project office: will be an extension of the headquarters office with the main focus on coordinating and monitoring implementation of Network Governance at a regional level.

Stakeholder management Office: will be responsible for ensuring that there is a stakeholder relations framework. It should also ensure that it maintains an environment that has sustainable cohesion between various stakeholders in the Network Governance system.

Community, business and civil society will form the Network Structures that are responsible for service delivery, with the support of the city. Their effective functioning will be monitored by the Network Governance project office.

## 6.5 AREAS OF FURTHER RESEARCH

This study has focused on the problems experienced in the implementation of network governance in the City of Tshwane with a specific focus on the areas of the former Kungwini and Nokeng Tsa Taemane municipalities. It may be the case that other Metropolitan municipalities in South Africa also

experience problems in implementing Network Governance. The findings of the study indicate that the creation of larger Metropolitan municipalities might not necessarily be a solution to the challenges of seeking to improve service delivery.

The following future studies could be considered:

- A study on the challenges faced by Metropolitan municipalities in South Africa in implementing network governance.
- A study to assess the success of Metropolitan municipalities in improving service delivery since their creation in South Africa.

## 6.6 CONCLUSION

This final chapter concluded with a summary of what the study has covered. In doing so, the review of the research objectives and research problem was conducted. The study was aimed at identifying problems experienced in the implementation of Network Governance and also to propose solutions to address the problems.

The chapter concluded by presenting proposals that may be considered in improving the implementation of Network Governance.

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# ANNEXURES

## ANNEXURE 1: RESEARCH QUESTIONNAIRE

**STUDENT: CORREN DUMISA MOTHETHO**
**STUDENT NUMBER: 9513129D**
**RESEARCH TOPIC: NETWORK GOVERNANCE IN THE TSHWANE METROPOLITAN MUNICIPALITY**
**UNIVERSITY OF THE WITWTERSRAND (Wits School of Governance)**
**FACULTY OF COMMERCE, LAW AND MANAGEMENT**
**SUPERVISOR: DR JOHNNY MATSHABAPHALA**

1. Has the integration of Metsweding and Nokeng Tsa Taemane Municipalities into the City Of Tshwane brought the desired outcome (improved service delivery)?

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2. Would Network governance be a viable governance model as opposed to the creation of bigger municipality?

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3. Does the Tshwane Metropolitan Municipality have Network governance structures?

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4. Has Network governance improved the provision of services?

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5. What are the problems experienced in implementing network governance?

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6. What can be done to improve the functioning of Network Organisations?

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## ANNEXURE 2: REQUEST TO CONDUCT RESEARCH

110 Tumuga Street,
Atteridgeville Ext 30
PRETORIA, 0008
Tel: 012 427 5085
Cell: 082 418 3299
Email: dumisamothetho@gmalil.com

11th November 2016,

**Dear sir/ madam**

I am a student registered for a Masters Degree in Public Policy with the Wits School of Governance. I am required to complete a dissertation as part of my Masters program. My area of interest is in local governance with a specific focus of governance models and how they impact on service delivery. The topic of my research is Network Governance in the Tshwane Metropolitan Municipality

My study focuses on the City of Tshwane with a specific focus on the former Kungwini and Nokeng Tsa Taemane areas.

It is for this reason that I wish to seek permission to interact with officials of the City of Tshwane in gathering relevant information for my study. A letter from the university is attached.
Anticipating your favourable response.

Regards

**Corren Dumisa Mothetho**

**Contact:** +27 0 12 427 5085
**Fax:** +27 0 82 418 3299
**Email:** dumisamothetho@gmail.com/ dumisa@ssa.gov.za
**Physical Address:** 110 Tumuga Street, Kalafong heights Atteridgeville Ext30, Pretoria 0008

## ANNEXURE 3: LETTER OF APPROVAL FROM CITY OF TSHWANE TO CONDUCT RESEARCH

ANNEXURE 3: Letter of Approval from City of Tshwane to conduct Research

CITY OF TSHWANE
IGNITING EXCELLENCE

Research and Innovation Department

Innovation Hub I Mark Shuttleworth Street I Sappi Technology Centre I Lynwood I 0087
PO Box 440 I Pretoria I 0001
Tel: 012 358 2000
Email: Zukiswanc@tshwane.gov.za I www.tshwane.gov.za | www.facebook.com/CityOf Tshwane

| | | | |
|---|---|---|---|
| My ref: | Research Permission/Mothetho | Tel: | 012 358 4559 |
| Contact person: | Pearl Maponya | Email: | PearlMap3@tshwane.gov.za |
| Section/Unit: | Research and Innovation | Date: | 13 December 2016 |

**TO:** Mr. Dumisa Mothetho
110 Tumuga Street
Atteridgeville Ext 30
Pretoria
0008

Dear Mr Mothetho,

**RE: Approval to Conduct Research within the City of Tshwane Metropolitan Municipality**

I have the pleasure to inform you that your request to conduct research on the topic ***"Network Governance in the Tshwane Metropolitan Municipality"*** has been reviewed and permission is hereby granted for you to conduct research in the City of Tshwane Metropolitan Municipality.

It is noted that study seeks to answer what the service delivery status quo is rated, the problems and trends experienced in the implementation of network governance model in the City of Tshwane. In addition, please be informed that as a researcher you are required to sign the Confidentiality Agreement Form with the City prior to conducting research. Research and Innovation Department will be facilitating the whole process; therefore communication should be directed to this department.

Once you complete your research in the City, you will be requested to present your findings and submit the final report/copy of your dissertation.

Yours faithfully

**Zukiswa Ncunyana (Ms)**
Strategic Executive Director
Research and Innovation Department

15/12/2016
**Date**

IT'S MY RESPONSIBILITY
TO PAY MY MUNICIPAL ACCOUNT IN FULL ON TIME.

Kgoro ya Dinyakišišo le Mafelelo Umnyango • Wezenzunwemingo Nezobuchule • Departement Navorsing en Innovering •
Lefapha la Tlhotlhomiso le Boitlhamedi • UmNyango wezoCwaningo nokuNhlahlulula •
Research and Innovation Department

## ANNEXURE 4: CONFIDENTIALITY AGREEMENT FORM FROM CITY OF TSHWANE

ANNEXURE 4: Confidentiality Agreement Form from City of Tshwane

CITY OF TSHWANE
IGNITING EXCELLENCE

Research and Innovation Department

Innovation Hubl Mark Shuttleworth Street I Sappi Technology Building I Lynwood I
PO Box 440 I Pretoria I 0001
Tel: 012 358 2000 I Fax: 012 358 4464
Email: Zukiswanc@tshwane.gov.za I www.tshwane.gov.za | www.facebook.com/CityOf Tshwane

**CONFIDENTIALITY AGREEMENT BETWEEN THE RESEARCHER AND THE CITY OF TSHWANE MUNICIPALITY**

*(To be completed by researchers who require access to conduct research within the City of Tshwane Municipality)*

| | |
|---|---|
| **Name of Researcher** | CORREN DUMISA MOTHEMO |
| **ID Number** | 7702255357083 |
| **Research Topic** | NETWORK GOVERNANCE IN TSHWANE MUNICIPALITY. |

I, the undersigned, acknowledge, understand and agree to adhere to the following conditions of access.

*(Insert details of dataset fields and other information to be accessed in course of research)*

- I will maintain the privacy and confidentiality of all accessible research data and understand that unauthorised disclosure of personal/confidential data is an invasion of privacy and may result in disciplinary, civil, and/or criminal actions against me.
- I will not disclose data or information to anyone other than those to whom I am authorised to do so.
- I will access data only for the purposes for which I am authorised explicitly. On no occasion will I use research data, including personal or confidential information, for my personal interest or advantage, or for any other business purposes.
- I will comply at all times with the City of Tshwane's data/information security policies and confidentiality code of conduct.
- I am informed that the references to personal, confidential and sensitive information in these documents are for my information and research purposes, and are not intended to replace my obligations under the Data Protection and Privacy policies and regulations of South Africa.
- I understand that where I have been given access to confidential information I am under a duty of confidence and would be liable under common law for any inappropriate breach of confidence in terms of disclosure to third parties and also for invasion of privacy if I were to access more information than that for which I have been given approval or for which consent is in place.
- Should my work in relation to the research discontinue for any reason, I understand that I will continue to be bound by this signed Confidentiality Agreement.

**Researcher Signature:** .....  **Date:** 2016/12/16



## ANNEXURE 5: LETTER OF INTRODUCTION FROM WITS SCHOOL OF GOVERNANCE

ANNEXURE 5: Letter of Introduction from Wits school of Governance

WITS SCHOOL OF GOVERNANCE
UNIVERSITY OF THE WITWATERSRAND, JOHANNESBURG

**Research Office:**
Phindile Tsepetsi
Tel: 011 717 3133
Email: phindile.tsepetsi@wits.ac.za

**Research Director:**
Prof Pundy Pillay
Tel: 011 717 3501
Email: pundy.pillay@wits.ac.za

24 November 2016

**To Whom It May Concern**

This serves to confirm that Mr Corren Dumisa Mothetho (student number 9513129d) is registered for the Masters in Public Policy at the Wits School of Governance. The title of his Research is: **Network Governance in the Tshwane Metropolitan Municipality**

This is a request for you to kindly provide his with assistance in terms of research information he needs to produce his thesis for the Masters Degree. The information will be used for research purposes only.

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

Yours sincerely

**Prof Pundy Pillay**
**Research Director**

www.wits.ac.za/wsg

2 St David's Place, Johannesburg 2050, Parktown, South Africa
admissions.wsg@wits.co.za (Email 1), shortcourses.wsg@wits.ac.za (Email 2)
+27 11 717 3520 (Telephone)