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GOVERNANCE CHALLENGES IN THE DELIVERY OF SERVICES IN ALEXANDRA

By

STEPHEN TSHINYADZO MAKWARELA

A research report submitted to the Faculty of Commerce, Law and Management, University of the Witwatersrand, in partial fulfilment of the requirements for the Degree of Masters of Management in the field of Public and Development Management.

June 2010

DECLARATION

I declare that this research report is my own, unaided work. It is submitted in partial fulfilment of the requirement for the degree of Masters of Management in the field of Public and Development Management in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other university.

_____

Stephen Tshinyadzo Makwarela

June 2010

ACKNOWLEDGEMENTS

First, I thank my supervisor, Dr Johnny Matshabaphala, for his support and encouragement throughout my studies towards this degree. My sincere appreciation also goes to all those who contributed to finalization of this research report. Special mention is made of Dr Miruka, Lucy Gaithi, Mr T G Mkhize, Ms N M Tlakula and Ms T S Matladi for their invaluable input and guidance in the realization of this research report.

Thanks also goes to the various participants in this research study, amongst others the Alexandra ward councillors and ward committee members, community members who participated in and provided valuable insights into better understanding the governance aspects of service delivery in this study's focus community. Without your considerable participation it would have not been possible to undertake nor complete this research output.

Last but not least, I thank the Almighty God for giving me the strength and for His protection and guidance during this study.

DEDICATION

This study is dedicated to my family members:

Busisiwe Makwarela, Vhutali Makwarela, Nokuthula Makwarela, Ndivho Makwarela and Thabiso Makwarela for their patience and support during the entire study period. I pray to God that He continues to protect, guide and bless them all.

LIST OF ABBREVIATIONS

ALEX	Alexandra Township
ANC	African National Congress
AU	African Union
AWC	Alexandra Ward Councillors
ACO	Alexandra Civic Organisation
ACF	Alexandra Community Policing Forum
AHA	Alexandra Hostel Dwellers' Association
ABF	Alexandra Business Forum
ARP	Alexandra Renewal Project
AZAPO	Azanian People's Organisation
BEC	Branch Executive Committee
CBO	Community Based Organisation
COSATU	Congress of South Africa Trade Unions
COJ	City of Johannesburg
COJRU	City of Johannesburg Research Unit
CPF	Community Policing Forum
DA	Democratic Alliance
DPSA	Department of Public Service and Administration
DPCL	Department of Co-operative and Local Government
EISA	Electoral Institute of Southern Africa
GPL	Gauteng Provincial Legislature
GDH	Gauteng Department of Housing
IDP	Integrated Development Program
IEC	Independent Electoral Commission
JRA	Johannesburg Roads Agency
LED	Local Economic Development
M & E	Monitoring and Evaluation
NGO	Non Government al Organisation(s)
NPM	New Public Management
NPC	National Planning Commission

PM	Performance Management
PSC	Public Service Commission
PAC	Pan Africanist Congress / Pan Africanist Congress of Azania
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa
SALGA	South African Local Government Association
SOPA	Socialist Party of Azania
SACP	South African Communist Party
SANCO	South African National Civic Organisation
SAHRC	South African Human Rights Commission
SRA	Sandton Ratepayers' Association
SAPS	South African Police Service
SADC	Southern African Development Community
TPSA	Transparency South Africa
UN	United Nations
WB	World Bank

ABSTRACT

The post-1994 period in South Africa heralded significant socio-economic and political transformation as well as new models of policy and programmatic governance. The political re-constitution was just one part of the democratisation process that engulfed the imaginations of South Africans at home and abroad. With the advent of South Africa's constitutional democracy in 1994, service delivery required radical and transformative policies that reflected the tenets enshrined in the Constitution. The re-engineering of South Africa's socio-economic and political landscape was intertwined with the multiple expectations located in service delivery. Service delivery is governed by a complex web of stakeholders, spheres of Government, funding models, implementation regimes and policy, institutional and legislative frameworks that often lead to contestation in the various spheres of Government.

Over the years, the ethos of how to govern and the overload of expectations have presented significant challenges for governance and service delivery in the country. Service delivery remains a burning issue in South Africa as years of apartheid resulted in serious socio-economic inequalities. The public has continuously expressed dissatisfaction with service delivery through protests. Poor governance has been cited as the major contributor to poor service delivery. This study seeks to explore the governance challenges in delivery of services at Local Government level. The study aims to assist Government, municipal councillors and ward committees, in particular members of the public, in deepening democracy at the Local Government level.

The study employed a qualitative approach and Alexandra Township in Johannesburg was used as a case study. The predominant data collection methods used were structured Interviews and an expansive review of Local Government policy, programme documentation and other relevant

literature. A total of eight people were interviewed: two councillors, two ward committees, two community members, one business representative, and one community based organization's representative. The study revealed specific governance challenges in the area of service delivery to the community. Amongst these are corruption, lack of communication, limited community participation, slow service delivery, unemployment, poverty, poor leadership, staff incompetency or lack of skills, dependency and lack of monitoring and evaluation. The study recommends that there should be political management of governance through training of councillors, officials, and ward committees around the management of the gaps in service delivery. There is also a need to focus on fighting corruption, improve the deployment of skilled and competent people, and improve systems of public participation, communication, transparency, accountability, community empowerment and monitoring and evaluation systems.

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CHAPTER ONE
INTRODUCTION

This chapter presents an introduction to the research report. The chapter comprises the background, the research problem, the purpose statement, research questions for the study and the outline of the structure.

The study explores governance challenges faced by Local Government councillors in the delivery of services within the City of Johannesburg Municipality. Alexandra, a township in which the local councillors and ward committees have experienced service delivery protests from the community, was used as a case study. The study used a qualitative research approach with interviews and a document review being used for data collection. Based on the findings, recommendations are made on how service delivery can be enhanced through an appropriate governance model.

Government has the responsibility of making policies and laws that give effect to its responsibilities towards citizens and the delivery of Government services as mandated by the South African constitution. A key function of Government is to collect revenue through taxes and use these funds to provide services and infrastructure that improve the lives of all citizens. There is a particular mandate to deliver services to previously disadvantaged citizens. The Constitution of the Republic of South Africa (1996) provides the overall framework for Government which has three spheres, namely national Government, provincial Government and Local Government. Local Government's operational and governing mandate is stipulated in a specific policy and legal framework. Local Government, being decentralised Government, is a representative institution with general and specific powers devolved to it by a higher tier of Government within a geographical area (Ismail, in Nyamukachi, 2005:17-18).

The 2009 election manifesto of the governing party, the African National Congress, stated that 'working together we can do more' with service delivery for a better life for all as the key promise and conceptual depiction of the priority areas of its governing platform. The effective realization of these promises calls for improvement in governance practices that are viewed as critical in Government operations. Good governance has remained elusive as corruption and other challenges persist. The current Government has clearly outlined its intention to address all the problems such as poor service delivery, unemployment, accountability, poor leadership and corruption. However, the ANC has been accused of deploying cadres or people who are not capable of managing or leading Government departments, especially at the Local Government level, to deliver services.

According to the ANC deployment policy (2007-2010) a 'cadre' is defined as someone who has been with the organisation for some time and has received targeted training, is knowledgeable about the organisation, and has a particular profession gained from within its ranks. Deployment is a process whereby the ANC takes time to identify cadres and members with the required personal attributes and relevant skills to serve in particular key governing centres of power and in other levels of both the public and private sectors (ANC deployment policy, 2007-2010).

Service delivery encompasses activities associated with the direct provision of services that include basic needs such as water, housing, education and health. In the case of the City of Johannesburg Municipality, the inability to meet the people's demands and expectations in delivery of such services has from time to time resulted in protests by the public. Poor governance is seen as one of the key issues contributing to the poor performance in service delivery in the public sector.

Since 1994, Local Government reform has signalled a new era of transition towards democratic and developmental Local Government in South Africa. The Local Government White Paper (1996) stresses that Local Government must play a developmental role and describes developmental Local Government as Local Government committed to work with citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It emphasises that development should target those members and groups within communities who are most often marginalized or excluded, such as women, youth, people with disabilities and very poor people. The White Paper (1996) is a government policy paper that builds on the constitution and sets out the vision and the approach that will be taken by Local Government in the provision of services.

In particular, the Municipal Systems Act (2000) gives effect to the national vision of developmental Local Government and outlines the role of politicians and communities in planning and monitoring development in municipalities. By defining local governance in such an inclusive manner, this legislation seeks to restructure the institutional organisation of municipal delivery systems. The local Government Municipal Systems Act (2000) requires significant changes in the relationship between citizens, councillors, ward committees and municipalities. The Act stipulates that service delivery should be oriented towards meeting the needs of the community.

The City of Johannesburg Municipality has an important role to play in service delivery to the constituent communities. In pursuit of this role, it has drawn up a plan for service delivery excellence, economic development, good governance, customer care, and by-law enforcement, eradication of HIV/AIDS, squatters, unemployment, and poverty. The delivery of this plan encompasses in the Batho Pele principles. This study

basically focuses on service delivery and good governance, with Alexandra Township as a case study.

Alexandra Township is located approximately 13 kilometres north-east of Johannesburg between Sandton, Marlboro, Kelvin and Johannesburg. It has a history of poor upgrading schemes. After unsuccessful attempts to create a white township, Alexandra was declared a black freehold township in 1912 (Vogel, 1996). The township grew rapidly and currently has a population estimated at 1 million, according to its councillors, and consists of eight administrative wards. Alexandra does not have enough space or land for development. However, there are other ongoing activities since the former president, Thabo Mbeki, and the former premier of Gauteng, Mr M Shilowa (2006) placed it on the national priority list under the Alexandra Renewal Project. Despite some success in the upgrading of Alexandra, a number of challenges remain. Unemployment, crime and poverty rates are high, and there is a high dependency on government social grants. In an effort to upgrade townships, the Government recently allocated an amount of R750 million for public sector investments, financed from RDP funds.

This is an applied research study that explores governance challenges encountered in the delivery of services in the Alexandra Township community, located within the City of Johannesburg Municipality in Gauteng Province. The study is motivated by concerns about poor governance as a cause of poor service delivery in townships. Based on the findings, the study proposes possible interventions that will enhance service delivery.

1.1 BACKGROUND TO THE STUDY

In 1994, the African National Congress (ANC) was given the mandate to lead the country under the charismatic former president Nelson Mandela.

The introduction of the African National Congress manifesto or programme of governing the country brought hope to those who had been oppressed by the white minority Government. The introduction of the Reconstruction and Development Programme (1994) with its promise of a better life for all was specifically aimed at providing for basic needs such as houses, water and electricity and was a milestone in fulfilling the provisions of the Freedom Charter of 1955.

According to the Municipal Financial Management Act (2003), all Local Government municipalities are liable for their budgets, programmes and delivery. To this end, these municipalities are compelled by legislature and policy framework to monitor, evaluate and report on the activities in their business plans. These are the plans on which the municipalities' budget allocations to national Local Government structures are based. Central to the government legislature and policy frameworks is the requirement of good governance practices in the public sector. This includes qualified audited financial reports from the Auditor-General and accurate reporting for accountability purposes.

The Constitution of the Republic of South Africa on Local Government (chapter 152 (1) a, b, c, d and e) relates to issues of monitoring, evaluation and knowledge management for purposes of documenting and reporting any inadequacies to different stakeholders. The legal framework that guides monitoring, evaluation and reporting in Local Government also includes the Municipal Financial Management Act (2003); the Municipal Management Systems Act (2000); and the Public Finance Management Act (1999), chapter five, which states that monitoring and reporting is mandatory. The nature of Local Government makes it central to socio-economic development, and assigns significant responsibility to local actors to manage this autonomy.

The City of Johannesburg Municipality is faced with challenges of providing efficient services to the poor and most vulnerable sectors of society mainly living in the townships and informal settlements. Access to basic services is a right of all citizens, and should ideally be community based and integrated (United Nations, 1997). Historically, basic service delivery was the responsibility of local government with the national government providing financial support through subsidies, as explained by former Minister of Provincial and Local Government, Mr. Valli Moosa, in 1997. The policy and legislation of the country has created a conducive environment for Local Government. The Local Government sphere has for many years been seen as a subservient sphere of government. It used to be dominated by both the provincial and national government structures, where Local Government was compelled to implement programmes of the national government even if not its priority. This would affect service delivery as the resources that were supposed to be used in providing services to the community, such as Alexandra, were used for unplanned activities.

In order for Local Government to achieve its purpose, namely service delivery, a focus on maximizing human potential, fostering self-reliance and community participation in decision-making is important. The participation of the community in partnership with the councillors and ward committees in the affairs of Local Government is one way of assisting Government in efforts to maximize human potential. This can lead to changes and improvements in their living conditions. Despite significant progress in changing the economy of the country to benefit the poor, unemployment, poverty, dependency, corruption and inequality remain serious challenges. The current administration under President Zuma in 2009 added two new ministries in the Office of the President to address governance challenges in the delivery of services. These are the National Planning Commission under the former finance minister Mr Trevor Manuel, and the ministry of performance monitoring and evaluation under

Mr Collins Chabane. The latter's role is to report to the president about performance of all public representatives including the ministers, mayors, councillors, and officials within the public sectors of all spheres of Government.

Partnership with existing local community structures is important in decision-making in the municipalities at the local level. The role of the local councillors and ward committees is to facilitate progress, development and management of community projects that form part of service delivery. The local Government Municipal Act 2000 (4.a & b) stipulates that the role of Local Government councillors is to provide services to the people. The *Batho Pele* or 'people first' principles adopted by all government departments were designed to improve service delivery to people.

It is vital to address the relationship between the Alexandra local councillors, ward committees and the community for effective and efficient service delivery, transparency and accountability in order to promote development. Quality data for monitoring and evaluation of service delivery is crucial in decision-making, planning and priority setting (Buckmaster, 1999: 188; Cloete & Wissink, 2000: 214). Although the constitution provides for the autonomy of Local Government, Central Government can use the issue of good governance to manipulate local governance (Healey, 1997). Governance is a tool of government that compels role-players like the ward councillors of Alexandra Township and the City of Johannesburg Municipality to comply and manage their constituencies in a particular way, by regulating choice to local actors (Dean, 1999; Raco & Miry, 2000). The Local Government Municipal Systems Act (2000) requires significant changes in the relationship between citizens and municipalities.

The City of Johannesburg Municipality, in line with section 72 of the Municipal Structures Act (1998), places great importance on data

information, as it is critical in improving service delivery and councillors' performance. The Municipality has identified leadership and management administration skills shortages as a hindrance to performance. However, dealing with the skills shortage alone will not necessarily lead to improved performance. Performance management is a means of getting better results from the organisation teams and individuals by understanding and managing performance within an agreed framework of planned goals, objectives and standards (Armstrong, 1994). Indeed, some of the poor performers in the public service are people with the required skills. Improving service delivery also depends on the quality of skills of those employed to provide public services (Nengwekhulu, 2008).

It is also important to note that Government may not provide certain services in the foreseeable future because of resource constraints. The public needs or expectations always exceed the available public resources. It is important to understand that ward councillors are accountable to a number of stakeholders in terms of section 32 of the Municipal Structures Act (1998). The ward councillor is accountable to party structures, the party caucus, the council and the voters in the ward. However, many councillors do not understand that responsibility and their mandates as councillors or they are ignorant of their responsibilities.

The public service does not have enough skilled managerial staff. The heroes of the next wave of public sector reforms will not be a handful of powerful technocrats versed in the complexities of macro-economic management; rather they will be middle level managers adroitly building indispensable organisational structures and logistics to run the state. Building this cadre is a priority (Nengwekhulu, 2008). The key challenge for the public service posed by this principle is consolidating its transformation to ensure that those who serve it are fully equipped to deliver, but also that they are fully representative of the rich diversity of the people they serve. This can be achieved with honesty and integrity without

necessarily compromising sound personnel practices. For a democratic country like South Africa, a public service that fails to draw on the fruits of democracy is likely to remain impoverished and its legitimacy undermined.

In 2000 former President Mbeki noted that Government needed to play a central, active and leading role in the process of ensuring that it was not left out of the information society. It also had to avoid technological cumulative slow-down which has the ability to cause economic marginalisation; it was therefore deemed important to bring appropriate skills into the public service to urgently address the challenges. Skills development in the South African public service (1999) is seen as one of the priorities for improving the living standards of society but is also a means to increase productivity levels to meet the social demands.

Harrison (1993: 264) defines the concept “skill development” as the process of enabling individuals to assume new roles and implement systems effectively in order to successfully achieve stated performance outcomes. It is important to mention that the concept “skill” is frequently and correctly identified as an important area of knowledge that is needed to function effectively and efficiently if any task is to be executed and implemented. Robbins (1995: 15) defines skill as the ability to demonstrate behaviour that is realistically related to the attainment of a performance goal and it can also be explained as a capacity that can be transferred from one person to another, implying that skills are more concerned with the art of knowledge application.

1.2 PROBLEM STATEMENT

Since 2005, South Africa has been experiencing many poor service delivery protests. Gauteng Province has been the most affected as evidenced by the recent and ongoing protests. Poor governance has been identified as one of the major contributory factors to poor service delivery, especially at the Local Government level. However, nothing has been done to establish why there is poor governance in Gauteng Province at the Local Government level. Unless the reasons for poor governance are addressed, poor service delivery will persist.

1.3 PURPOSE STATEMENT

The purpose of this research is to investigate the reasons for poor governance in service delivery in the City of Johannesburg Local Municipalities. Alexandra Township is used as the case study. In addition, the research study makes recommendations based on the findings regarding how poor governance in service delivery in the Municipality can be addressed.

1.4 RESEARCH QUESTIONS

This research investigates the governance challenges in the delivery of services in Alexandra Township by its councillors and ward committee members. The study seeks to answer the following questions:

1. What are the current governance practices in the City of Johannesburg Municipality?
2. What are the underlying reasons for poor governance in service delivery?
3. What can be done to improve democracy in governance practices?

1.5 STRUCTURE OF THE REPORT

This chapter presented an introduction to the study. The report is structured as follows:

Chapter two presents a review of the current existing literature on governance and some associated theories of service delivery;
Chapter three presents the research methodology used in the study;
Chapter four presents the data collected;
Chapter five presents an analysis and interpretation of the data collected;
Chapter six concludes the study and makes recommendations.

CHAPTER TWO
LITERATURE REVIEW

2.1 INTRODUCTION

This chapter presents a theoretical framework on which this study is premised and for the discussion that follows in chapter five. The chapter reviews broad concepts on governance and some relevant governance theories from different scholars regarding governance and service delivery.

Literature is a theoretical or conceptual writing in an area and data-based research studies in which someone has gone out, collected and analyzed data (Merriam, 1992: 49-50). This perspective is based on the fact that in most research studies, the researcher's interest in a particular topic is influenced by what other people have written concerning the topic (Creswell, 2003: 27). A literature review helps researchers to limit the scope of their investigation and convey the importance of studying a particular topic.

Prior to consideration and choice of the literature to be reviewed, it is important to identify the topic of study and reflect on whether it is practical and useful to undertake the study. The topic, described in a few words, is the central idea to learn about or to explore in a study. This study focuses on governance challenges in the delivery of services in Alexandra within the City of Johannesburg Municipality. Whilst transformation of Local Government is not addressed in detail in the Republic of South Africa interim constitution Act 200 of 1993, the 1996 constitution of the Republic of South Africa Act 108 of 1996 deals broadly with Local Government, its aims and duties, and envisages a system of Local Government comprising municipalities throughout the country.

In line with the research problem and questions, the literature review covers the following key areas: governance, service delivery and participatory democracy. The literature review also covers international or other countries' practices and experiences in areas of governance challenges in service delivery, and the interventions designed to address them. Case studies and lessons from Scandinavian countries, Britain and the United States, as well as from Brazil, India and other developing countries, are reviewed.

2.2 LOCAL GOVERNMENT

Chapter 3 of the constitution describes the functioning of co-operative government. The constitution states that national, provincial, and local government is an inter-related and inter-dependent sphere of government. National government should support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers, and to perform their duties. The principles of co-operative government are set out in section 41 of the constitution. All sections of Government and all state organisations are to co-operate with one another in mutual trust and good faith. There is a fundamental principle that informs the vision of democratic and developmental Local Government, in which municipalities fulfil their constitutional obligations to ensure sustainable, effective and efficient municipal services, promote social and economic development, and encourage a safe and healthy environment.

Local Government now has a place in the constitutional order, as it is recognized as a sphere of Government, established by a competent authority with the power to make laws and impose rates and taxes. Although the detailed powers and functions of Local Government are predetermined by laws of a competent authority, structures of Local Government are vested with original rather than delegated powers to exercise power and carry out the functions accorded to them in terms of

national or provincial legislation. Local government finances are managed in terms of the Public Finance Management Act (PFMA) (1999) section 35 and 57. This Act is an extremely important piece of legislation as it promotes good financial management practices as part of good governance practices to ensure efficient and effective use of the limited resources. The Act's main objective is to ensure accountability using standardized and the sound financial management practices of monitoring and evaluation. Monitoring is a continuous function that uses the systematic collection of data on specified indicators to provide management and the main stakeholders of an ongoing development intervention with indications of the extent of progress and achievement of objectives and progress in the use of allocated funds (OECD, 2002:27).

The challenges facing the Government at the Local Government level are profound. The country's history has produced a rigid pattern of racial division in the society. Black residential areas were, and still are, characterized by a lack of amenities, physical infrastructure and basic services. Where these exist, they are of inferior quality compared to those enjoyed in historically white residential areas. Local Government was equally divided along racial lines. In recognition of this history, the negotiations relating to the transformation of Local Government were conducted separately from the negotiations regarding the transition of power at the national and provincial levels. These negotiations gave birth to the Local Government transition Act 209 0f (1993), which was intended to govern the transition of Local Government from racially determined to a democratically elected Local Government.

In recent years, effective local governance is increasingly viewed as pivotal to the Local Government sustainable development and poverty alleviation, as well as the deepening of democracy. The Government commitment to decentralisation and democratization has been explicitly stated in the constitution (Act 108 of 1996) and the white paper on Local

Government (South Africa 1998). The constitution gives mandate to Local Government in South Africa to address socio-economic and developmental issues. The critical role of Local Government is clearly spelt out in the Section 156 of the constitution, which defines the objective of Local Government as the provision of democratic and accountable Government for local communities and the provision of services to the community in a sustainable manner. The (1996) constitution further outlines the development role of Local Government as to structure and spells out how it manage its administrative, budgeting, and planning processes in order to give priority to basic needs of the community, and to promote the social and economic development of the community.

2.3 THEORIES AND CONCEPTS OF GOVERNANCE

There are seven theories of governance, which are discussed briefly herein. Amongst these theories, is the democratic and legal theory, which is central to this study? The implications of these various modes of governance for democracy have been neglected in governance studies, which focus primarily on the efficiency and effectiveness. While the new modes of governance have the potential to increase participation and citizen involvement and may enhance the problem-solving capacity of politics, critical questions remain. Putnam (2000) puts across several questions such as; are governance practices able to overcome service delivery challenges? How can governance standards of liberal democracy be evaluated? How can equality of access be secured when informal networks of actors flourish? Is there a bias in the new governance arrangements privileging some groups? The democratic and legal theory also focus on policy fields and if new forms of participation can be identified and which governance arrangements tend to escape democratic control and accountability (Abromeit, 2002; Rosenberger, 2005).

From a normative point of view, connecting discourse theory and forms of democratization is one of the key issues at stake. The notion of legal pluralism reflects the epistemological and indeed ideological struggles with more rigid state-centric positions that portray law as a unified, homogenous, exclusive and territorially binding category in juxtaposition to theories of pluralistic, govern mentality (Wiener, 1999). One core critical aspect of research is to show, if and how a political system, network, or relationship is tied to broader society- wide communicative processes that have a democratic, accountability, and transparency and legitimating quality. The amount of political power that is transferred from the centre to lower tiers of Government depends on the form of decentralisation envisaged. Decentralisation refers to any change in the organisation of the state and involves the transfer of power or functions from the central to any sub-nationals levels.

In pursuit of decentralisation, Local Government councillors and administrators are to be clear on who is responsible for what at any stage of policy formulation, implementation and execution and where the buck stops. Essential to the achievement of this is the ability to give a clear sense of resource utilization in particular, Government finances. Central to the creation of a better life for all is the prudent use of scarce state resources. A review by the public service commission supports the practice of the principle of financial accountability (Public Service Commission, 2005). However, other elements of accountability such as those that relate to the evaluation of councillors also receive attention. Building local councillors accountability require that both capacity and capability be built systematically and instrumentally. Institutions, an accreditation system for local councillors could perhaps help ensure that elected councillors have the skills, experience and competence needed for their work. Competence is widely used in the public service to express adequacy and having the necessary ability, capacity, skills, and knowledge that would endow a person with the ability to properly execute

the task and mandate assigned to her/him (Cowrie, 1998: 234). The concept competency denotes the ability of a person after obtaining the necessary or adequate qualification, specific skills and knowledge to properly perform allocated tasks.

Effective and good state structures should symbolise their interest of good governance by applying their strict method of compliance to their rules and regulations in a very effective and efficient manner. By designing such laws they should ascertain that their aim and purpose is to protect every citizen holistically irrespective of the status. In policy formulation instruments, judges, consultants and economists are seen as appropriated individuals who are capable hence are recommended to steer the process. Further, this system will also grant and award a justice system that dignify and ensure that there is application of appropriate legal procedures and all related matter attached to legal process are complied and respected.

The legal domination is basically based on the system of rules applied according to the judicial, transparency, accountability, participation, governance with rule of law being adhered, obeyed, respected by all citizens of the country (RSA constitution, 1996) hence the South African system is basically democratic where the rule of law is being practiced and in the South African context; we have the executive, legislative and judiciary. The persons who exercise the power are people appointed or elected following the legal procedures and practices. The incumbents of the office are subjected to the rules that limit their powers.

This research study revolves around the democratic and legal theory of governance. The issue of governance in South Africa is a challenge especially on the Local Government sphere the direct provision of services is a requirement. Traditionally, Local Government is understood to be Government that is closest to the people and responsible for the delivery of services such as water, electricity, sewerage and waste disposal,

municipal roads and public transport. It is at Local Government level that the gross disparities in South African society, brought about by apartheid policies, in the townships and the suburbs, and rural areas are most obvious. These disparities occur along lines of race, class and gender. Local Government faces the challenge of addressing stark imbalances in infrastructure and service delivery across South Africa.

In a modern state detailed provisions are often required for the purpose of implementing and regulating laws, and parliament cannot be expected to deal with all such matters. There is nothing in the constitution, which prohibits parliament from delegating subordinate regulatory authority to other bodies. The power to do so is necessary for effective law-making. It is implicit in the power to make laws for the country. This means under our constitution parliament can pass legislation delegating such legislative functions to other bodies. There is however, a difference between delegating authority to make subordinate legislation within framework of a statute under which the delegation is made, and assigning plenary legislative power to another body, including the power to amend the Act under which the assignment is made.

The second governance theory is argumentative theory. This theory focuses on the constitutive forces and formative conditions for the emergence and operation of particular governance regimes. Argumentative approaches towards governance share an emphasis on language as a key feature of any policy process and thus as a necessary key component of governance and policy analysis. Argumentative policy analysis links post- positivist epistemology with social theory and methodology and encompasses theoretical approaches such as discourse analysis, post-structuralism approaches, frame analysis and interpretative policy analysis (Fischer, 2003).

The third theory of governance is cultural theory. This theory represents the second wave of qualitative approaches to gain an increasing influence on the social sciences since the eighties. The reintroduction of cultural theory as an important tool for political analysis is closely linked to some key issues of contemporary politics; the changing behaviour of consumers and voters, the loosening of traditional social relations as well as of political affiliations and the transformation of society towards new cultural group patterns reopened the question of political culture as a basis for democratic governance in the advanced society (Gibbins, 1989; and Reimer, 1999).

These political developments lead to a constant increase of the use of the term, culture as an explanatory variable of political differences and encounters (Huntington, 1996). This also applies to the mass media and to a re-evaluation of approaches of cultural theory concerning their explanatory force for contemporary politics (Schwelling, 2004). The extension of political analysis of the subcultures of society by means of cultural studies approach or the reformulation of the term and these contributions are considered an integral part of the program of the Vienna school of governance.

The fourth governance theory is gender theory on political science. The theory of gender points out how politics and policies structure and construct gender differences and inequalities. They also conceptualize regimes the ways in which gender regimes have an imp Act on politics, policies and polities. Starting with the integration of gender difference as a variable in studies on political behaviour and mind sets, gender differences and gender relations since 1980s have been developed as category which structure societies, economics and politics (Scott, 1990). Political science gender studies are located for instance in institutionalized approaches in theories of democracy and state (Phillips, Squires and Sauer, 2003) and in discursive approaches to policy- making (Bacchi, 2005).

The fifth theory of governance is the network theory. This theory includes approaches that investigate patterns of interest intermediation and public - private cooperation in the making and implementation of public policies. The theory's common concern is on how actors and agencies come to form networks, what holds them together, what determines their choices and how they influence political decisions (Rhodes, 1997; march and Olsen, 1989). Most importantly, political scientists and sociologists have moved beyond the 1970s and 1980s debate on corporatism and have analyzed the rising importance of governance by policy networks (Kohler-Koch & Eiseng, 1999). It is important to pay attention to new forms of network governance on one hand, and the evolution of the content of specific policies, on the other hand so as to give focus to issues of legitimacy and accountability, which are crucial to this debate.

The sixth governance theory is the political economy. Often, policy makers make and seek to sustain policy choices that are economically indefensible or sustainable and strongly resist measures. Measures that make perfect sense from an economic point of view do not function in reality, while the other, seemingly less efficient ones turn out to be perfect match for a given politically determined situation. Key questions are: why do policy makers make such governance choices? Or why do technically sound governance measures succeed in certain environments but fail in others. One key methodological approach towards this end is the understanding of institutions or rules of the game in a society (North, 1992). This approach helps us to directly incorporate many of the findings of East Asian studies into the wider concept of governance, instead of viewing them just as the residual after all other approaches or explanations have failed.

The last governance theory discussed herein is the theory of transformation and transition. This theory presents an explanation of change from one regime type to another (form of authoritarianism to

democracy and vice versa) and an understanding on the problems of governance that are involved in such changes. In the context of East - European transitions, a governance problem of central importance is the simultaneity of economic, political, and social change (Beyer & Stykow, 2004). In order to understand changes in regime, some topics and differences in socialist regimes are of a particular importance. This is especially on the long-term effect of the pre-socialist heritage and the two different types of path dependency and recently the question of post-socialism. The East European development and transition in East Germany is a special case that meets growing interest (Segert 2003; Land 2003, 2005).

2.3.1 Governance

Governance is not a new term or concept. It has continuously featured in the literature of political studies in the last two decades. The term can be traced from the scholars of political science such as Plato and Aristotle. Some other developmental scholars used the term governance as conditionality for aid to developing countries. Furthermore, Kooiman (1993) maintains that scholars are in a period of creative disorder on the definition of governance. This section provides a description and key elements of governance

For this study on service delivery it crucial to conceptualise a perspective of public policy-making and policy is viewed as that which we identify as public problems, their resolutions, the institutions and the politics of the processes. As Parsons (1995), suggests public policy-making is concerned with how issues and problems come to be defined and constructed and how they are placed on the political and policy agenda. There are a number of technically sound definitions of terms like governance and public policy incorporating the actors and the system of rules that shapes the actions of social actors (Treib, Bahr, Falkir, 2007)

Weiss (1998:797-798) provides some definitions of the word governance, which provide a rather much clearer understanding of the concept. Governance is defined as the manner in which power is exercised in the management of a country's economic and social resources. Since governance is the process of decision-making and the process by which decisions are implemented, an analysis of governance focuses on the formal and internal actors involved in decision-making and implementation of decisions made and the formal and informal structures that have assisted the decision making process and implementation.

Other scholars like Rhodes (1996) and Hyden (1992:7) maintain that it is about steering, co-ordinating and bringing various players functionalities into a context of a transparent, accountability, predictability way, following rules of laws and procedures, knowing what you want in a democratic country and free societies (Bang, 2009). This means that having good institutions and strong rules will lead or result in good governance. The World Bank (2000:16) defines governance as the manner in which power is exercised in the management of a country's economic and social resources. The World Bank identifies four aspects of governance which include: the form of political regime; the process by which authority is exercised in the management of the country's economic and social resources for development; the capacity of Government s to design, formulate and implement policies.

The South African Government has a policy framework that establishes the platform for a governance system. However, the extent to which this policy framework is operationalised or has led to cohesiveness and consistency remains a challenge even at a time when focus is on integrated service delivery. The development of a more comprehensive policy framework and more rigorous implementation of the existing legislation may assist to overcome this challenge.

Fung and Wright in their paper on deepening democracy list three characteristics of institutional design that may harness and deepen governance practices: the decentralisation of public decision authority to 'empowered' local municipalities; creating formal linkages of responsibility, resource distribution and public participation that connect these spheres to national level; and employing state institutions to support and guide these decentred public policy issues.

South Africa is a liberal democracy and is mandated by its constitution to provide democratically elected officials to its citizens. These elections are conducted at all levels of Government namely the provincial, Local Government and the national Government. These three spheres of Government are independent of each other. Nevertheless the constitution of the country places great emphasis on the need for the three tiers to be integrated so that they can work together to provide good governance (RSA, 1996). Building a governance system fundamentally involves building institutional framework, based on flexibility and consistency of practice that is aligned to policies and program programs to promote sustainable development.

The autonomy of Local Government is a constitutional right (RSA, 1998). The Local Government is a separate sphere of Government in South Africa working in relation to provincial and national Government (RSA, 1996). This separation is not about superiority but is about quality. Many Local Government s in South Africa have poor capacity (Harrison, 2001-2003) and the City of Johannesburg is no exception. Local Government reforms in recent years under the new public management have brought Government closer to the people. In addition, they have facilitated popular engagement in the making and implementation of decisions. As a result of popular participation, the public is generally better able to keep track of policy implementation unlike when implementation was the preserve of the central Government or its local level representatives. Services have

improved considerably as a result and as a consequence of generally increased resource availability (Mutebi, 2007:28).

Good governance contributes to progress and is regarded as a key cornerstone of development by stakeholders. Mkandawire (2007:33) indicates that lack of good governance can be the main hindrance to economic growth in Africa especially at Local Government level. Addressing the issue of service delivery protests, former President Thabo Mbeki, in his speech when opening parliament in (2004), promised to strengthen the system of Local Government. In his pledge for improved delivery of services, he stated that the state would be tough on inept municipal officials to ensure that policies are implemented swiftly and evaluation is enforced in all municipalities. Evaluation is the systematic and objective assessment of an ongoing or completed project, program, or policy, including its design, implementation, and results and the aim is to determine the relevance and fulfilment of objectives, development efficiency, effectiveness, imp Act and sustainability (OECD, 2002:21).

As part of good governance, former President Mbeki (2004) emphasized that national departments would be expected to channel resources to local level. In addition, the municipalities would consolidate the practice of creating public-private partnerships and building civil society co-operatives to ensure that the system of traditional Government plays the role ascribed to constitution and legislation. The state will conduct municipal elections in 2011. Guidelines that clarify the role of the three spheres of Government into one single public sector are said to be finalized and will be disseminated to municipalities for discussion. Therefore, good governance is taken here to mean a condition whereby such responsibilities are discharged in an effective, transparent and accountable manner while bad governance is associated with maladministration in the discharge of responsibility.

Government requires good governance for accountability, effectiveness and efficiency. This means that the processes and institutions produce results that meet the needs of society while making the best use of resources at their disposal. The Public Service Commission (2007:19) prescribes good governance as a key requirement not only in Government institutions but also in the private sector and civil society organisations that must be accountable to the public and to their institutional stakeholders. Generally Local Government is accountable to those who are affected by its decisions. However, accountability cannot be enforced without transparency and the rule of law.

In view of the analysis of governance, it should briefly be stated that governance has to do with the way in which power relations are managed and regulated. Good governance refers to the use of public power to serve the interests of those who are affected by the decisions and actions of those who hold power in the public sector. Governance and ethics should not to be seen as vague ideals or aspirations. Concrete steps need to be taken to check all our spheres of Government in regard on how we are doing in terms of governance and the use of power. The national constitution of the Republic of South Africa (1996) sets out the framework within which to manage social relations. Some of the basic principles include multiparty democracy, the doctrine and practice of separation of powers in a constitutional democracy, equal human rights and access to opportunity, freedom of speech and of the media.

The local Government also has a major capacity problem mainly due to vacant positions that are not filled. The point is noted that positions are not filled as well as that if they are filled the incumbents are incompetent because of nepotism amongst other reasons. This is tantamount to breeding corruption and inefficiency in the Municipality Government. The former general secretary of United Nations Koffi Annan in his annual report on governance (1998:155) proclaimed that good governance is

essential for the political and economic transformation and perhaps is the single most important factor in eradicating poverty and providing efficient service delivery and development.

The South African Local Government white paper (1995) states aptly that in forging ahead with the processes of reconciliation, reconstruction and development, the South African Public Service would have a major role to play as the executing arm of Government. To fulfill this role effectively, the service would need to be transferred into a coherent, representative, competent and meeting the needs of all South Africans (Department of Public Service and Administration, 1995:11).

Almost sixteen years after emergence of the new political dispensation, the transformation of the Public Service remains a major challenge. However, some successes have been achieved. The transformation envisaged in the white paper does not only focus on organisational and structural transformation but also on the mindset of public servants to model them into a team of public cadres committed to providing services to the public (Department of Public Service and Administration, 1997). Of importance is the need to capture the complex reality of governance, which encompasses all the structures and process for determining the use of available resources for the public service delivery within the country.

According to Nengwekhulu (2008:13-18), growing indiscipline in the public service has added to poor as well as non-delivery of public services because of not taking their jobs as a calling but as a way of making living. Political interference in the management and supervision of departments by political principals who are placed in charge of departments as political heads is one of the main factors affecting the delivery of services. Too much political control has the capacity to undermining the efficient management and supervision of the department by senior public servants in management posts. However, too little political oversight may reduce

the political principal into passive spectators and a tool in hands of some unscrupulous accounting officers, especially those with vaulting political interests. Conversely the case of Local Government and its politics of transformation, socio-economic advancement and securing of political support are evidenced in the deplorable state of service delivery post 1994 and the inability to implement funded mandates.

Outcomes-based performance management was a feature of the 1980s style of the new public management. It was really only in the 1990s that it became central to the functioning of public authorities and explicitly linked to planning instruments. The South African Government in 1996 introduced the integrated development planning (IDP) as a governance tool within the Local Government. The IDP approach required that all municipalities' councillors and mayors consult the community on their needs and priority area of focus. In other words it was endorsing the involvement of the community in any development that may be facilitated by the local councillors.

This undermines the capacity to deliver services because in certain instances officials receive contradictory instructions. A communication strategy must be developed to communicate the services that would be rendered by councillors. The existence of bureaucracy in the new public service in the public service has in a way, been one of the factors which continued undermining the effective implementation of the *Batho-pele* so aptly articulated in the white paper (1996) on the Transformation of public service delivery. According to the White Paper, improving service delivery also calls for a shift away from inward-looking bureaucratic systems, processes and attitudes, and a search for new ways of working which put the needs of the public first, is better, faster and responsive to the citizens needs (Department of Public Services and Administration, 9th May 1997:3).

2.4 ACCOUNTABILITY

The area of accountability in the society is an important one. In South Africa, the Parliament has formed the Special committee on public accounts (SCOPA) that overlooks and holds all Government departments including the President's office accountable for their expenditure. Accountability as defined by Gutto (2007), is a social relationship where an elected politician or leader feels obliged to explain and justify his or her conduct to some significant others. It is through this process that in South Africa we have seen so many recalls of political heavy weight in the country by their respective political structures. An example was the recall of the former president of the country Mbeki by the African National Congress (2007). This recall also included those councillors and mayors who either did not perform or performed badly. SCOPA has also exposed a number of high level corruption cases within certain departments. Accountability is one of the most important elements or principles of governance and democracy and this process should also happen in service delivery and financial management as evaluation criteria and systems become used.

The Public Finance Management Act (PFMA, 1999) sets down the financial management system for Local Government, regulating financial reporting, procurement, management of assets, investments, liabilities and expenditure. It also puts in place a framework for borrowing and defines financial management responsibilities within a Municipality and between the different spheres of Government. The Public Finance Management Act increases or enhances accountability through performance measurement and management of all who are involved or are stakeholders within the daily activities of the public sector.

Corruption, even in its most commonly known form of bribery, is not only a cross-sectoral problem in the sense that it is found in the public and

private sectors as well as in civil society. It also ranges from the level of individuals or group attitudes and behaviour, local communities, provincial, national and international levels to the extent where the resources of the country or Government are being stolen or looted. This leaves the poorest of the poor affected as the resources that were supposed to benefit them in the form of service delivery are misused. Corruption is identified as a major contributing factor towards poor governance and thus poor service delivery.

Good governance enhances the transformation of the social structure and creates changes in the form of a democracy. According to the Germany scholar Webber (1989: 79), bureaucracy is the form of organisation and administration in which power is mainly in the hands of officials with the requisite skills. Generally bureaucracy is the collective organisational structure, procedures, protocols and a set of regulations that are in place to manage activities, usually in large organisations and in Government within the legal rules that dictate the execution of most or all processes within that structure.

2.5 TRANSPARENCY

Transparency in the municipalities is viewed in terms of the degree of clarity and openness with which decisions are made by local councillors. It involves making the workings of Local Government visible so that citizens know what is being done with public resources. The quality of annual reports by councillors in their areas of operation or constituencies will be improved with time as this will also continue to address the areas of weakness within the councils and more importantly provide the assurance that there will be improvements made. The code of conduct expects councillors to act in an honest and transparent manner at all times and in the best interests of their community. This includes the disclosure of interests and any potential for personal gain.

Councillors may not use their influence to gain any benefits from municipal work or contracts. If councillors, their business partners or family members have any interest in a matter that is being discussed by a council meeting or committee of which they are part, they are required to disclose this to the meeting, and should recuse themselves from the meeting until a decision has been taken. Councillors may be given contracts with the Municipality if the council approves the decision, but if more than one quarter of the councillors objects, the matter must be decided by the provincial minister (MEC). Transparency and accountability should form an integral part of the public service so that all transactions involving public funds are undertaken ethically. Public service institutions should be accountable for service delivery and financial management in accordance with the evaluation criteria and systems in use.

The political leadership of the ANC has attempted to ensure that most gaps in governance and administration have been addressed. Authentic and coherent efforts have been made to address current and future problem areas such as corruption and service delivery improvement. South Africa has begun to play a leadership role in related world affairs, sharing its lessons and contributing meaningfully to current debates.

2.6 SERVICE DELIVERY

The core business of municipalities is to deliver services to people within their area of jurisdiction. Doing so in a developmental manner means expanding services to people who may not have had them previously, responding to people's real needs, consulting them about their needs, and discussing service levels with them. The country's resources must be used in such a way that future generations can still meet their service needs. Financial sustainability is equally important. Municipalities often get grants for large new development projects from the national department of Local Government or the Treasury, but lack the finances to pay for ongoing

operating costs. For example, municipalities are under pressure to extend sanitation to all and most people prefer flush toilets. In many areas, there is not enough water or sewerage treatment capacity to make this sustainable. Due to high unemployment in most townships many residents do not have sufficient income to pay for water and sewage charges that the Municipality needs to fund its operating and maintenance costs.

The effectiveness of the delivery of services to meet the basic needs of all citizens is judged by the extent to which citizen expectations of these services are met as per the Municipal Management Systems Act (2000). In 2002 the Public Service Commission of South Africa rolled out a project to survey citizen satisfaction and focused on some of the crucial departments such Home Affairs. Areas that needed attention in the provision of public services were the availability of adequate information and also the possibility for redress of complaints. These were not only principles of the *Batho Pele* campaign, but formed part of the right to administrative justice in terms of chapter six of the Constitution's Bill of Rights.

The key challenge remains the consolidation of the developmental state in South Africa. This requires a public service that is attuned to the needs of the citizenry, is capable of meeting these, and is highly focused on effective policy implementation and service delivery. President Zuma (2009) also identifies the need for delivery as a critical challenge for the public service in the country especially with regard to Local Government. Further challenges to improve delivery include a continuous focus on institutional and capacity building coupled with enabling processes to improve the capacity of provincial and Local Government. The interaction with the electorate, developing and maintaining partnerships with civil society and further strengthening existing systems to address fraud and corruption will also help in speeding up service delivery.

Service delivery protests are not isolated incidents, but are an indication of increasing frustration that has affected various parts of South Africa during the past four years (Fick, 2007). It is of great concern that these protests are increasingly accompanied by violent incidents resulting in destruction of property, injuries, xenophobic attacks, looting and even deaths. In areas like Alexandra Township, where demonstrations have been protracted, the economic loss to the area has been substantial. These protests have come in the wake of the draft of the National Framework on Public Participation (2008), which emphasizes the importance of community participation and the responsibility of organs of state to involve communities. Such protests expose the weak links in Local Government structures.

The root causes of protests have been identified as the lack of, or poor service delivery on the part of Local Government municipalities particularly in places like Alexandra where local communities are often in opposition to local councillors. Reports in the media have highlighted the concerns of the community, and the complaints about slow or non-existent delivery of housing and other basic services in their areas. A key factor in many cases may be that communities feel marginalized or excluded from decision-making processes that affect them. It is evident that the channels of communication between municipalities and affected communities are distorted if residents feel the need to resort to protests in order to be heard (Fick, 2007). According to Kotter (1998), leadership and service delivery are broad concepts. It is therefore critical for one to have an explicit understanding of the context of application of these concepts.

In response to a growing number of complaints from the affected communities and increasing public concern, the office of the Public Protector (2007) announced that it would initiate its own investigations into the root causes of service delivery protests. In a statement issued on 16 August 2007, the Office indicated that it was in the process of identifying

specific municipalities around the country in which the investigations would be conducted. The Public Protector has already embarked on consultations with key stakeholders including the chairperson of the South African Local Government Association (SALGA) to establish the terms of reference for the investigation.

Community members, like those of Alexandra, vote ward councillors and ward committees into positions of leadership in order to address their development needs. The challenges experienced with ward committees and ward councillors may contribute to the perceptions that an entire municipality is not responsive to its community's needs. The failure on the part of municipalities to adopt effective mechanisms to address complaints is an indication of the communication problems (Local Government board 8:3 July, 2006). Community members are more likely to respond to a Municipality which is accountable to them and which takes time to explain why their needs and service delivery expectations are not being satisfied. There have also been claims of political motives or third forces being behind some of these protests.

The ward councillors are directly elected to represent and serve the people in a specific ward. It is expected that the ward councillor should ensure that the interests of the people in her or his ward are properly represented. The ward councillor should stay in touch with the issues in his/her area, understand the key problems and monitor development and service delivery. In committees, caucus meetings, and council meetings, the ward councillor should act as a spokesperson for the people in the ward. The ward councillor is also the face of the Municipality in the ward; people will bring all kinds of problems and issues to them and expect that they will be addressed immediately.

The other challenge of service delivery in Alexandra is the internal fighting amongst ANC branches or members of the Alliance structures, namely the

South African National Civic Organisation, the South African Communist Party, the Congress of South African Trade Unions, or ward members who are keen to become a councillor, resulting in battles for power or control. It appears that communities have become frustrated with the slow pace of service delivery and the challenge in this area is overcrowding where the space (such as for building RDP houses) is not available. There is also the problem is that some community members are perceived to be renting or selling their RDP houses to foreign tenants. This has caused some friction in the communities. It seems that the biggest problem or challenge is that once councillors are voted into power, including ANC councillors, they do not keep in mind that they represent the entire community and not only their own party.

The purpose of ward committees is to assist the ward councillor with organizing consultation, spreading information and encouraging participation from residents in the ward. Ward committees should advise the councillor on issues affecting the ward and can make submissions to council through the ward councillor or other participation and consultation mechanisms. Ward committees can assist the ward councillor to maintain a dynamic and active link with the broader constituency. Ward committees must be broadly representative of the different sectors of the community. However, ward committees are not ward executives or formal representative structures that can make decisions. Their role is to deepen democratic participation and they must ensure that people are included in discussions especially around their own development, projects, service delivery, budgets and integrated planning. In Alexandra it seems that most of the ward committee members do not understand their role, which is why there is instability in the area, which in turn impacts on service delivery.

According to recent media reports, protests have been experienced in different locations especially in the townships. While politics may have certainly played a role, it appears that the protests have not been

contained within a particular area, which is an indication of a broader problem facing local Government, although Local Government often has to bear the brunt of community dissatisfaction that may also be located at a national level.

Service delivery in Local Government is critical as the mandate of Local Government is local level development through provision of services. The level of services delivered reflects the nature of leadership in Local Government, and their abilities as well as competencies.

Community members are likely to co-operate with the local authorities that listen, engage or consult them and are responsive to their needs. This includes the councillors who understand their daily living conditions and provide solutions on how to overcome the frustrations that they are facing. According to various stakeholders of the community, people who were not elected as councillors and wish to use the impoverished communities to fight the local Municipality in the name of poor service delivery lead these protests. Given the varying conditions between municipalities in South Africa, it is important to realize that there is no single factor driving all these protests. The different imperatives which drive them must be addressed by the local Municipality.

The public service delivery challenges that Government faced in 1994 were abnormal challenges, the result of the previous limited service delivery. However, the transformation processes that have taken place and are continuing to take place could not, and cannot, be seen as a panacea for the challenges of public service delivery (Nengwekhulu, 2009). Government believed that the introduction of the public service transformation would assist in accelerating service delivery. While some significant inroads have been made in the struggle to provide and improve public services, this has not met expectations. It is therefore not surprising that the earlier optimism is being replaced by cynicism and frustration.

Local Government often has to bear the brunt of community dissatisfaction because it is the sphere of Government most accessible to the people. Some of the protests accusing the Local Government municipalities at the lower level would be best addressed at the provincial and national Government level. For example, as mentioned above, many of the protests concern housing delivery, which is a provincial Government responsibility. While Local Government has a designated role in housing delivery, it cannot take sole responsibility for delivery failures. Given the varying conditions between municipalities in South Africa, it is important to realize that it is not one single factor that is motivating all these protests. The different motives which drive the protests need to be explained case by case. However, according to Fick (2006: 3-6), the frequency of the protests and the violent incidents that occur clearly demonstrate the extent to which channels of communication between Government and communities have broken down. The Code of Conduct for Local Government councillors indicated that councillors are elected to represent local communities on municipal councils, to ensure that municipalities have structured mechanisms of accountability to local communities, and to meet the priority needs of communities by providing services equitably, effectively and sustainably within the means of the Municipality.

In fulfilling this role, councillors must be accountable to local communities and report back at least quarterly to constituencies on council matters, including the performance of the Municipality in accordance with established indicators. In order to ensure that councillors fulfil their obligations to their communities, and support the achievement by the Municipality of its objectives as set out in section 19 of the Act, and in schedule 5 of the code of conduct, Government must continue to honour the obligation that will create an enabling mechanism for communities to participate in issues governing their lives. This will deepen and extend participation by local communities in matters that affect service delivery and building of communities, since the strategy is to plan and work with

the people in all municipal activities (Hangana, 2007). The concept of a "people's contract" confirms this approach and will be implemented in partnership with all the social partners, amongst other initiatives.

Municipalities therefore need to undertake a dispassionate, introspective assessment of the root causes of these protests. However, since it is evident that poor governance is among the main contributors of poor service delivery, there is a dire need for municipalities to identify the impediments to good governance practices for efficient and effective service delivery. It is only then that remedial measures can be taken. In addition, with investigations still at an early stage, the partnership between the stakeholders involved can influence the outcome of the investigation. These stakeholders have the authority and political will to drive the investigation process forward and to ensure that a strategy for improved municipal performance in problem areas is improved.

The new Minister of Human Settlements Mr Tokyo Sexwale, in 2009 painted a gloomy picture of meeting the targets of 2014 due to the previous mistakes and corruption in the awarding of tender to contractors especially to those contractors given a mandate to build houses. The Government is likely to have to spend R3 billion to rebuild those houses as some are incomplete while others are below standard. (*Mail & Guardian*, 2009; *Sowetan*, 2009). An investigation has been commissioned to assess the extent of corruption and the misuse of public funds.

2.6.1 Effective Service Delivery

The Municipal Act No. 32 of 2000 requires all councillors to ensure that all aspects of the legal requirements of the Act and other legislation that seeks to improve the quality of service to citizens and communities are met and exceeded. The Act is aimed at ensuring that communities are aware of their rights and responsibilities and actively exercise those rights

and responsibilities. The problem in Alexandra is that effective service delivery has not been achieved. The speaker of the City of Johannesburg Municipality, Ms Ntingane (2008) indicated that the City is aware that information was not always available, accurate, provided within an acceptable timeframe, or complete. The City is also aware that the failure to ensure that information was made available to citizens could negatively impact on citizen and community awareness of services and the associated ability to access services they are entitled to. The Government has also addressed the need for fairness in service delivery through a number of initiatives, such as the Promotion of Administrative Justice Act of 2000. However, research indicates that compliance by all spheres of Government with the provisions of the Act is almost uniformly disappointing. The necessary training has been limited, and service users are seldom advised of their rights.

The Constitution of the Republic of South Africa (1996) states that municipalities have the responsibility to make sure that citizens are provided with services to satisfy their needs. These services directly affect the quality of lives of the people in that community. For example; if the water that is provided is of poor quality it will contribute to the creation of unhealthy and unsafe living environments. In most areas, all users get a certain amount of free water and electricity enough for their most basic needs. The Alexandra community is also benefiting from this Government initiative. Developing service standards is important because it defines the levels of delivery that councillors and Municipality officials are expected to achieve. The development of service standards should also be done in an inclusive and participatory manner, so that levels of services and standards can be said to be truly responsive to the needs of the citizens of the country. More importantly, developing service standards enables councillors and officials to be consistent in measuring performance over time and demonstrate the progress being made in improving service delivery.

The Municipal Systems Act (2000) requires that all South African municipalities should establish performance management systems. The development of these systems is ultimately the responsibility of elected councillors, but ward committees and community organisations can help to ensure that the Municipality uses its resources to provide the priority services needed by the community. Performance management is a system used to make sure all parts of the Municipality work together to achieve the goals and targets for development and service delivery, with specific targets and time-frames. Every department and staff member should know what has to be done to make sure the targets are met. Their performance should be monitored to identify problems as they arise. Chapter 10 (107) of the Constitution provides for people's needs to be responded to; the public should be encouraged to participate in policy-making; and services must be provided impartially, fairly, equitably and without bias.

The current economic recession presents both challenges and opportunities for Local Government in providing quality services for its people because it impacts on employment and financial status. In light of these challenges, the municipalities find it very difficult to increase capacity, which is a great concern. The hiring of well-qualified engineers, for example, is expensive, but essential for delivering quality services. However, there are also reasons for concern, relating to issues of effectiveness. The public service is still susceptible to the loss of experienced personnel to well-paid jobs in developed countries such as the United States of America, Great Britain and New Zealand, and this has a serious impact on institutional memory. Basic administration and management practices are often not implemented properly, officials are still often distracted and services remain fragmented. Important initiatives are left unfinished when new ones are started, while the support provided to implementers is often not comprehensive or practically useful (Public

Service Report, 2005). The back ends of service delivery chains are still not properly integrated and seamless delivery remains a challenge.

2.7 PARTICIPATORY DEMOCRACY

Participation means there is an input from the public and from the Government and the two reach some consensus (Smith and Fakir, 2003). Public participation in terms of the Constitution, section 118, compels the legislature and Local Government to facilitate public involvement in the affairs that affect them. Public participation means citizens must have a belief in their right to participate on public policy issues and receive guidance and information. It also requires that citizens should have the right to participate and form informed opinions on public policy issues. Therefore, public participation programmes should assist communities to understand reasons for, and the potential implementation of proposed legislation. Public participation programmes should encourage individuals to form interest groups which share the same concerns. This means that the more institutionally aware the public becomes, the more empowered it will be to form views and opinions on public matters, and this will contribute to the strengthening of democratic governance. This means that a public participation process seeks out and facilitates the involvement of communities who may be negatively or positively affected by service delivery.

Public participation and consultation is important because it draws people into decision-making processes. The consultation and involvement of citizens in all phases of Government's programmes is essential and it helps in promoting participatory governance, which requires clear policies and procedures. In many instances, public participation tends to be managed on an *ad hoc* basis although there are some efforts to ensure genuine participation. The service delivery improvements are more successful when communities are mobilized and actively involved (Public

Service Commission, 2005: 5). Planning, management and public participation in line with the Municipal Systems Act (2000) describes the systems that must be used to ensure that Local Government functions properly and implements its tasks in an accountable and effective manner. It also deals with service delivery, integrated development planning and decision-making processes which all councillors, including those of Alexandra, must follow.

Section 152 of the Constitution stipulates that Local Government must encourage the involvement of communities and community organisations. The White Paper (2007) that sets down policy on Local Government asserts that building local democracy is a central role of Local Government and municipalities. It also highlights that municipalities should develop strategies and put in place mechanisms to continuously engage with citizens, business, and community groups. During the first phase of the new public management, the emphasis was on citizens as clients or customers, and on the need for public agencies to provide their clients with an efficient service. However, as Vigoda (2002: 528) points out, this increased responsiveness to the public was also accompanied by an unwillingness to share, participate, collaborate or partner with citizens.

In the 1990s, as the network perspective on governance took hold, fresh attention was given to the need to collaborate with citizens as partners (often referred to as stakeholders' engagement), and a series of initiatives was introduced in countries, including the United Kingdom, the United States and Scandinavian countries, to promote a more participatory mode of citizenship. The involvement of citizens and improved community participation in Local Government in the above-mentioned countries has resolved many of the problems such as service delivery protests that may otherwise have been ignored. Collaborative governance has become a common refrain, although there are contradictions between the idea of collaborative governance and performance management culture, which

places officials under enormous pressure to attain targets within specified time-frames. There is also tension between participation and a model of 'joined-up' Government that seeks to maintain control for policy-making and finance at the centre and in between has participation and the often-technocratic approach to policy-making by third way administrations.

The Municipal Systems Act of 1999 sketches the duties of municipalities to ensure community participation and the rights of communities to be consulted. It is this piece of legislation that obliges councillors and ward committees to consult the community whenever there is a need. Local Government is the driving process of building participation in democracy at local level and ward committees are mechanisms to increase such participation. Tomlinson (2002) and Cohen (1996) emphasize that Local Government should encourage participatory democracy by the community especially on Local Government matters. Service delivery in the Municipality or Local Government requires partnerships of all stakeholders such as business, community and councillors, in order to avoid conflicts. Local Government is driving the process of building participation in democracy at local level and ward committees are a mechanism to increase participation.

It is very important for ward committees, including the Alexandra ward committees, to understand that any decisions that are made in their meetings are not binding on the ward councillors and have no legal standing in the council decisions. The political powers in a local area rest with the formal council meeting where binding decisions can only be made. According to Bovaird and Halachmi, (2001) in the 1980s and 1990s, excellence in public service delivery was one of the key themes of international public sector reforms and the elected representatives needed to recognize and acknowledge the people who voted them into power through participatory democracy in all affairs that could affect them.

Ward committees are an important link between Government and the community. Section 72 of the Municipal Act (1998) allows for certain types of municipalities to set up ward committees and describes their role as being to enhance participatory democracy, providing broad guidelines on setting up and running ward committees. The approach to democracy is guided by the core values encapsulated in the Reconstruction and Development Programme that democracy and development should be people-centred. Ward committees are an important vehicle to mobilize, educate and empower people to become involved in addressing their needs and problems, leading to a process of empowerment and thus improved prospects for development.

The ward committees should encourage communities to participate in drawing up integrated development plans (IDP) (1996). The IDP is a super plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of Government in a coherent plan to improve the quality of life for all people living in the area. It should take into account the existing conditions, problems and resources available for development, and the economic and social development needs for the area as a whole. It must set out a framework for how land should be used, what infrastructure and services are needed, and how the environment should be protected.

Ward committees are the elected representatives closest to the people and it is at this level that democracy and participation should be most vibrant and visible. Communities should use ward committees to help achieve their vision through people's participation. They should advise the councillors and keep them in touch with their needs. The community ward committees should conduct informal research to understand the needs of residents, assist them with consulting residents on choices and priorities around development, budgets and service delivery, and communicate municipal information to residents regarding their access to services. It is

such mechanisms that assist the ward councillors to become better representatives of the people in the area and ensure broader consultation and accountability to the people. The ward councillors remain accountable to the people who elected them as well as to their political party.

Public participation is a principle that is accepted by all spheres of Government, and assists in helping Government to address the real needs of communities in the most appropriate way. Participation also helps to build an informed and responsible citizenry with a sense of ownership of Government development and projects. It allows municipalities to develop partnerships with stakeholders. However, more innovative consultative techniques are also required, including the wider adoption of participatory approaches like citizen forums, *imbizo* weeks, and provincial executives council outreach programmes. In order to achieve this, clear policy guidelines with supporting regulations should be issued prescribing the minimum levels of consultation and participation required when developing service delivery plans, policies and legislation and it is this plan that could help councillors and ward committees in Alexandra to communicate any development with the backing of the community. Promoting participatory governance will require the involvement of all stakeholders of the community.

A number of laws make it compulsory for municipalities to consult or inform the community. However, sometimes politicians and officials see this as something they are forced to do rather than something that will benefit them. Some are also scared of facing the community because reporting back or consultation meetings can easily become forums for complaints and protests about problems or against non-delivery. The Municipal Systems Act No. 32 of 2000 requires municipalities to develop a communication strategy for the participation of the community that embraces and sustains community partnerships and promotes participatory governance. This type of municipal governance promotes

openness, transparency and accountability on the part of the council where the community is given opportunities for public participation.

Participation is one of the cornerstones of our democracy and has equal benefits for politicians, officials and civil society. The more informed people are, the better they understand what Government is trying to do and what the budget and resource limitations might be. Government alone cannot effectively address development and the participation of the private sector and communities is also required.

These two main forms of democracy, representative and participatory democracy are irreplaceable. Participatory democracy is where people are involved in decision-making, especially on issues that affect them. Effective local democracy needs a combination of representatives and participatory democracy. While elected councillors make the ultimate decisions, residents should be consulted as much as possible.

Councillors receive a mandate from communities when they are elected to serve on the council in Local Government elections which are held every five years. It is these election processes that determine the future of the community, and who will govern them amongst those political parties that contest the Local Government elections. Communities are continuously undergoing change and the nature and the causes of problems also change over time. Councillors have to be in touch with these changes and the shifting needs of residents. In addition, councillors have to keep residents informed about decisions taken by council.

To make democracy meaningful, communities need to be in touch with the work of the council. Democracy requires more than voting for a council every five years. The laws governing Local Government encourage communities to participate in the Local Government decision-making processes through various methods, including ward committees,

consultation meetings calling for public comment on issues, and stakeholder meetings. The involvement of communities and all other stakeholders in the democratic process go beyond simply voting and promote the strengthening and deepening of democracy. The African National Congress has on its Local Government election manifesto an enforced code of conduct for ANC councillors, who make a pledge to all ANC voters as follows.

Each candidate standing will, before the election, take an oath in a public meeting. After signing the oath, the code of conduct will be prominently displayed in the nearest ANC public representative's office. It is interesting to note that the oath is complementary to the Republic of South Africa Constitution (1996) which also binds all occupants of public office.

> *I stand to serve the community*
> *I solemnly declare that I stand to be elected as a representative of my community, without motives of material advantage or personal gain.*
> *As a councillor of the ANC I will place my energies and skills at the disposal of my community, and carry out the tasks given to me. I will work side by side with the whole community as we strive to build a better life for all South Africans.*
> *I will listen to the views of the community and hold a public meeting with all community members to report back on my work, at least four times a year.*
> *I will live in the community that has elected me.*
> *I will do my best to build and develop my community.*
> *I will uphold the policies of my organisation, the African National Congress.*
> ANC Local Government Manifesto, 2006, p. 17

The challenge is for the councillors to live up to the pledge as a legal and binding document. The local councillors are the democratically elected representatives of the people in their area. They are expected to behave in an honest and transparent manner and always remain accountable to voters and they are many laws and procedures in the Municipal Management System Act (2000) in place to ensure that corruption is avoided.

2.8 CONCLUSION

The literature review has shown how political support is pivotal to improving service delivery. Adequate support is required from the governing party and top management to ensure that all the policies and Government plans are implemented and developed. It is only with the support of politicians that all role-players involved in service delivery and political management of governance can begin to make the required improvements. Furthermore, the literature indicates that without appropriate plans in place, service delivery will be compromised. Lastly, a culture of commitment and the capacity to manage Government plans at all levels is crucial in improving governance and service delivery so that decision-making is not flawed.

Governance and service delivery are related concepts that complement each other and are essential for all sectors such as the public sector, civil society, private or corporate sectors. These concepts are critical to Government as they link Government activities with people who require services, and good governance is a driving force in the realization of such service provision.

CHAPTER THREE
RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter presents the research approach and describes the nature of the research, data collection methods, data analysis as well as validity and reliability. It is important to select a research method that spells out the approach that will be followed in the study. The study is descriptive in nature to provide a clear understanding of governance problems or challenges in the delivery of services in Alexandra Township. A descriptive research study presents a picture of the types of people or social activities. Habermas (as cited in O' Donoghue, 2007: 10) contends that a researcher engaged in descriptive research is pursuing the second human cognitive interest of attempting to understand the meaning behind a certain issue.

3.2 RESEARCH APPROACH AND DESIGN

The research approach used for this case study is qualitative. Data was collected from two sources during the study, which are the primary and secondary data. The unit of analysis is another aspect of the research methodology.

The researcher used Alexandra Township as a case study. Alexandra falls within the City of Johannesburg Municipality and is located close to the northern suburbs of Sandton, Marlboro and Kelvin. The study explores how governance practices influence decisions in service delivery, examining the effectiveness of councillors and ward committees. Some of the strengths of case study research are as follows: firstly, a case study is not limited to only being exploratory, but can be both exploratory and

descriptive. Secondly, it allows for the retention of the holistic and meaningful characteristics of real-life events as it provides empirical evidence (Yin, 1994: 3).

A case study research strategy is successful if due consideration is given to conditions relating to the research questions and the researcher's extent of control over behavioural events. The researcher has taken all this into consideration. The research question deals with "what" local councillors, ward committees and also the community are doing with regard to the governance challenges related to service delivery protests. This is part of the exploratory study. The study provides three types of evidence, namely, interviews, documents and observations. The researcher interviewed a total of eight people from different sectors. These include two councillors representing all the eight wards in Alexandra, two Ward committees representing all the eight ward committee teams, two members of the community representing all the wards, one person from the business community and one from community-based organisations. The interviews were conducted in the Alexandra community hall at the wish of the interviewees. It was critical for the researcher to get all sides of the story and not only political inputs so as to avoid the views of the governing party possibly dominating the study.

The qualitative approach to the research was chosen because "The essence of qualitative research consists of two conditions: (a) the use of close-up, detailed observations of the natural world by the researcher, and (b) the attempt to avoid prior commitment to any theoretical model" (Van Maanen and Faulkner, 1992:16). Therefore, a qualitative paradigm was chosen to help the researcher gather rich and in-depth information in the field. Further to this, Henning and Smith (2004: 3-4) state that the distinction between a qualitative paradigm and the better-known quantitative paradigm lies in the quest for understanding and for in-depth

inquiry. In a qualitative study the "variables" are usually not controlled because it is exactly this freedom and natural development of action and representation that the researcher wishes to capture. The researcher wishes to understand, and also explain, by using evidence from the data and from the literature, the phenomenon that is being studied.

In a quantitative study the focus will be on control of all the components in the actions and representation of the participants; the variables will be controlled and the study will be guided with an acute focus on how variables are related. The researcher plans and executes this control in the way the study and its instruments are designed. Respondents or research subjects are usually not free to express data that cannot be captured by the predetermined instruments.

The qualitative research technique lends itself to in-depth interviewing and was appropriate in the research study as the researcher interviewed a "small number of respondents" to determine their point of view with regard to the status of service delivery and governance within the Municipality, as well as their thoughts and experiences in addressing challenges in service delivery. The qualitative research technique generated a greater amount of information about issues but has its limitations in that it does lend itself to researcher bias as well as respondents' bias. Other disadvantages of this approach were that in-depth interviews were time-consuming, both in the gathering and the analysis of data. The depth of information generation was dependent on the expertise of the interviewees and the results of the research are unique to the unit of analysis and "not generalized" (Boyce and Neale, 2006: 3-4).

Qualitative research is an umbrella concept covering several forms of inquiry. Denzin and Lincoln (1994) claim that "The field of qualitative research is far from a unified set of principles promulgated by the networked groups of scholars." It has numerous variations, depending on

the researchers. The perspectives of this study, therefore, were situated within the characteristics of the qualitative research paradigm.

3.3 DATA COLLECTION

The data collection strategies embraced both primary and secondary data collection. The sampling method was one of convenience sampling as Alexandra Municipality is near the researcher's work environment. Data analysis is the process of bringing order, in a search for general statements about relationships among categories of data, as it builds grounded theory (Marshall and Rossman, 1989: 112). Analysis involves the information collected during interviews, as well as the theory explored in the literature review. The aim of the analysis is to arrive at findings that will provide answers to the research questions.

According to theoretical sampling (Glaser and Strauss, 1967) and grounded theory (Strauss and Corbin, 1998), as the data collection advances, the researcher must revise the data collection methods, and reformulate the previous hypothesis. In this study, therefore, data collection and data analysis have been separated.

3.3.1 Semi-Structured Interviews

An interview guide or "schedule" is a list of questions or general topics that the interviewer wants to explore during each interview. Although it is prepared to ensure that basically the same information is obtained from each person, there are no pre-determined responses, and in semi-structured interviews the interviewer is free to probe and explore within these predetermined inquiry areas. Interview guides ensure good use of limited interview time; they make interviewing multiple subjects more systematic and comprehensive; and they help to keep interactions focused. In keeping with the flexible nature of qualitative research designs,

interview guides can be modified over time to focus attention on areas of particular importance, or to exclude questions the researcher has found to be unproductive for the goals of the research (Lofland and Lofland, 1984).

3.3.1.1 Primary Data

The choice of the targeted group was important as the Alexandra Municipality councillors, the ward committees, stakeholders in the Alexandra community, the City of Johannesburg Municipality including the Gauteng Provincial Government for support services, and the community were the respondents. The primary data was obtained through semi-structured interviews using the above key respondents. The researcher also observed methods of data collection, recording and analysis within the Alexandra Local Council. Finally, document analysis of internal reports was done to complement responses of the key respondents.

For Bogdan and Biklen (1982) qualitative interviews have been used as the primary strategy for data collection in conjunction with observations, document analysis, or other techniques. A basic decision going into the interview process was how to record interview data. Whether one relies on written notes or a tape recorder appears to be largely a matter of personal preference. For instance, Patton (1990: 348) observes that a tape recorder is “indispensable” while Lincoln and Guba (1985: 241) “do not recommend recording except for unusual reasons.” Lincoln and Guba base their recommendation on the intrusiveness of recording devices and the possibility of technical failure. Recordings have the advantage of capturing data more faithfully than hurriedly written notes might, and it makes it easier for the researcher to focus on the interview.

3.3.1.2 Secondary Data

Secondary data was sourced through library, newspaper and Internet searches. Books and articles were used to generate secondary data, and reports on housing information were also considered.

3.3.1.3 Sampling

In quantitative inquiry, the dominant sampling strategy is probability sampling, which depends on the selection of a random and representative sample from the larger population. The purpose of probability sampling is subsequent generalisation of the research findings to the population. By contrast, purposeful sampling is the dominant strategy in qualitative research. Purposeful sampling seeks information-rich cases, which can be studied in depth (Patton, 1999p.169 -183). According to Lincoln and Guba (1985), the most useful strategy for the naturalistic approach is maximum variation sampling.

Sampling is defined by Merriam (1998: 60) as the selection of a research site, time, people and events in field research. According to Merriam (1998: 62) the number of participants in a sample depends on questions being asked, data being gathered, the analysis in progress, and the resources available to support the study. She further noted that purposive sampling emphasizes a criterion-based selection of information-rich cases from which a researcher may discover, understand and gain more insight on issues crucial for the study.

3.4 DATA ANALYSIS

Data collection and data analysis run concurrently (Merriam, 2002: 14). The themes of service delivery, governance, and participatory democracy have formed the basis of this analysis. Photos, cuttings of newspapers of the quantitative data were used to support the above themes. The data

analysis also attempted to answer the research questions indicated in section 5 above. Constant introspection by the researcher and comments from peers and supervisor were considered in extracting meaning from the available data during all phases of the development of this research report.

Analysis begins with identification of the themes emerging from the raw data, a process sometimes referred to as “open coding”. During open coding, the researcher must identify and tentatively name the conceptual categories into which the phenomena observed would be grouped. The goal is to create descriptive, multi-dimensional categories, which form a preliminary framework for analysis. Words, phrases or events that appear to be similar can be grouped into the same category. These categories may be gradually modified or replaced during the subsequent stages of analysis that follow (Strauss and Corbin, 1990).

3.4.1 Validity and Reliability

Joppe (2000: 1) defines reliability as the extent to which results are consistent over time and an accurate representation of the total population under study, and if the results of a study can be reproduced under a similar methodology, then the research instrument is considered to be reliable.

Due consideration was given to ensure that the data presented was valid and reliable. Data verification was a priority in the process to ensure that the research study was credible. Permission from the City of Johannesburg Municipality Research unit, and Alexandra councillors was obtained to conduct the research study and to ensure that the study was conducted in an ethical manner. The following strategies for promoting validity and reliability (Merriam, 2002) were considered during data collection, data verification and reporting:

1) Triangulation – Use of different sources of data to ensure consistency.
2) Member checks – providing feedback to respondents to verify, clarify and enhance the report findings.
3) Peer Review/Examination – documentation generated through various stages in the research report was shared with the Monitoring and Evaluation team as well as the Data Management Component for their comments and expert insight into data quality issues.
4) Adequate engagement in Data Collection – the research management has taken into account the need for adequate data collection and analysis, giving the researcher sufficient time to interrogate the data and ensure data integrity.

The traditional criteria for validity find their roots in a positivist tradition, and to an extent, positivism has been defined as a systematic theory of validity. Within the positivist terminology, validity resides amongst, and was a culmination of, other empirical conceptions: universal laws, evidence, objectivity, truth, actuality, deduction, reason, and mathematical data, to name just a few (winter, 2000).

3.5 SIGNIFICANCE OF THE RESEARCH

Given the challenges facing the improvement of service delivery quality, the study has provided a framework for improving service delivery and good governance within the Local Government, especially in Alexandra. It must serve as a benchmark application for adaptation in similar Local Government contexts. Policy and legislative framework requirements make it imperative that Local Government actively engages in improving service delivery and good governance so as not to compromise on decision-making, planning and reporting. The potential interventions

identified in this research have provided guidelines for information users to improve service delivery and good governance within their sphere of work.

3.6 LIMITATIONS

It must be noted that this research was carried out with limited resources and that time for submission was also limited, hence it focused on Alexandra Township which was accessible to the researcher as compared to other areas or townships such as Balfour, Sakhile, Diepsloot, or Thokoza. The researcher has an interest in this research study and may have a bias towards ways of improving quality of service delivery and good governance in Alexandra Township which may influence the level of service delivery analysis as well as the interview process.

CHAPTER FOUR
DATA PRESENTATION

4.1 INTRODUCTION

The requirements for good governance and effective service delivery in the development process have been outlined in chapter 2 and the Alexandra case study in chapter 3. The South African constitution (1996) provides for good governance, and there is a commitment to service delivery. This is evident in the number of policies and legislation meant to provide opportunities to promote good service delivery.

This chapter presents the main findings from the data collection exercise. These findings are the views and understanding of different informants and focus groups regarding governance and service delivery. It mainly draws from primary data obtained through informant interviews which included councillors, ward committees, business, community-based organisations, youth groups, politicians, taxi drivers, hawkers and focus groups that represented the community.

The various informants from different sectors were useful in shedding more light on poor governance and service delivery problems. Drawing responses from different viewpoints was useful in that their contrasting views gave more depth on the perceived role of Local Government and community participation. This data collection method helped in analyzing data objectively, instead of focusing on one side of the problem, and provided an opportunity to capture information from councillors, ward committees, hostel dwellers, hawkers, taxi drivers, the community and general members of the public who are the recipients of Government service delivery and are affected by the poor service delivery which is

caused by a lack of good governance from the local councillors and ward committees.

The structure of this chapter follows the themes of the interviews and the data collected and it is also aligned to the research objectives. The City of Johannesburg Municipality and the Alexandra township responses are analyzed and similarities discussed later in the chapter. The main initiative of this research, as stated in chapter one, was to establish the reasons behind poor governance and service delivery protests and how the community through their involvement could improve good governance practices. Mkhize (2006) mentions different objectives to deal with governance problems, which is similar or related to that of the Alexandra Township situation. The study sought to answer the following questions:

1. What are the current governance practices in the City of Johannesburg?

2. What are the reasons for poor governance in service delivery?

3. What can be done to improve participatory democracy in governance practices?

4.2 FIRST INITIATIVE: GOOD GOVERNANCE

What can be done to address good governance practices in the Alexandra local council within the City of Johannesburg Municipality?

The initiatives sought to determine the impact of good governance at the local level and quality of service delivery in Alexandra Township. Mkhandawire (2007) in the literature review indicated that unless lack of good governance is addressed, poor governance would continue to affect service delivery problems in Local Government. Preliminary findings from existing literature point out that community involvement serves to promote

participation, tolerant and good utilization of limited resources to avoid wastage. These observations were shared by the Mayor of Johannesburg, Mayor Masondo in 2008, the Mayor of the City of Johannesburg who added that through involvement of the community, Local Government councillors irrespective of their area would be able to provide services that were needed by the local communities.

Local councillors do not have to impose services on local communities but it was the responsibility of local councillors to inform and hear what exactly the community wanted in their area. Smith and Fakir (2003) in the literature review emphasized the importance of getting input from the public through public participation and that the community should take ownership of development in their area through public participation.

The local ward committees of all eight wards in Alexandra and opposition parties had observed that consultation with the community enabled local communities to feel that they were part of the broader development processes. Ward committees advised the eight Alexandra local councillors that they should take the community along with them in any decisions that had to do with development and that there should be communication and participation in the process. Fick (2006) viewed the breakdown of communication as one of causes of service delivery protests in South Africa, even though this is a requirement on the part of councillors within the IDP process.

In the words of five ward councillors of those eight wards, community involvement through participation enabled people to advise the councillors about their priority needs. Their final observation was that Government must also address the issue of assistance, such as food vouchers, to the ward committee members because some of these members currently are unemployed, dependent on handouts, affected by poverty and can easily be bribed, corrupted, or manipulated by the same members of the political

organisation who want to achieve their political ambitions. It seems that community involvement has served to enable the local Municipality to provide services that the community of Alexandra wanted instead of what the councillor and City of Johannesburg think is suitable. The process of community involvement and awareness programmes has allowed the community to take ownership of the process, which has resulted in improved governance and service delivery in the area. The deployment of councillors and officials with the relevant skills will also help to address the shortfalls, but it appears that the current councillors are not sufficiently skilled.

The literature review addresses some aspects of good governance such as transparency, participation, and participatory democracy together with leadership as strategies to address the problem of poor governance. Combating of corruption and improving the level of communication would do much to address such challenges. The City of Johannesburg must develop a plan of action with regard to good governance in line with the country's principles on good governance. The Human Rights Commission and the Public Protector can assist in raising awareness in communities regarding rights and obligations related to service delivery.

Improved public participation by the community will help to promote good governance practices, since the level of participation by the community is essential for promoting democracy and rule of law. This will also close the gap between political organisations and the public on challenges of service delivery.

4.3 SECOND INITIATIVE: COUNCILLORS

What are the challenges of councillors in governance practices in the delivery of services in Alexandra?

Many Alexandra councillors are not honest and transparent which has affected governance. Some councillors were not giving correct reports to the City of Johannesburg and the community on development matters. The lack of accountability and responsibility and poor leadership are some of the challenges of governance in Alexandra, as well as nepotism and corrupt activities by councillors complement. The communication breakdown between councillors and community is also contributing to poor service delivery and governance challenges. There is also a concern that accounting for expenditure that has been allocated to them by the City of Johannesburg is not done properly.

Tampering with the local tendering system by giving tenders to their relatives or family members has affected service delivery and poses governance challenges as those relatives or family members do not usually have the required skills to do the work. The councillors in drawing up the integrated development plan (IDP) were not involved which is crucial to the implementation process of this plan. The involvement of the community will encourage the councillors to revise the strategy and start to work with the community.

This research established the importance of community involvement in service delivery. The Alexandra local councillors and ward committees have observed that community participation or involvement is important in order for the local municipalities to know the needs of the local communities they serve. This view was also evident in the review of existing literature especially the implementation stage. The Integrated Development Plan (IDP) (1996) states that all councillors must consult their communities during the formulation process. The ward councillors and ward committees also added that this process would encourage partnership, hence there is a demand for revisiting the mandate of the ward committees as this structure benefits the community and the local councillors. Section 72 of the Municipal Management Act (1998) in the

literature review requires the ward committees to facilitate public meetings between the community and the council. The structure is important for the community of Alexandra to explain its concerns regarding daily problems.

According to some members of the community-based organisations, it is important for local councillors to involve local communities in the service delivery processes so that the councillors do not lose touch with people and their development demands. This is also important insofar as effective community assessments are concerned and also enables planners to conduct objective consultations with the local community. The ward councillors found it important for local communities to actively and effectively involve local people in the development of their communities in that these people are able to advise the Municipality exactly what they want and how to prioritize service delivery.

During the focus group discussion it emerged that through involvement of the community with local municipal affairs it was possible to better provide the services that the community wanted. Members of the focus group dismissed the role played by political organisations including the opposition parties in the local community development as they accused them of stealing, bribery, fraud and corruption as those politicians tend to award themselves tenders or employ their family members and other relatives to run projects. Sometimes those politicians abuse their power where they do not even consult the community on major developmental issues. They only start to think about the community as an important stakeholder when it is election time. Their motive is to use voters to vote for them and after that the community is abandoned.

Developing the capacity of councillors and community on Local Government will ensure a shift in attitudes between the community and the councillors including the interest groups such as civil society. All stakeholders should begin to work together and address the problem of

service delivery and development in the area through partnerships, promoting strong values and demonstrating good governance through actions and behaviour. The councillors must be transparent in order to win the hearts of the community which they presently have not done. Unemployment, corruption, dependency, the slow pace of service delivery, poverty and inequality in Alexandra's diverse society creates tensions and fuels xenophobic attacks and narrow nationalism. This requires tolerance and understanding through the promotion of peace and the reduction of poverty in the area.

4.4 THIRD INITIATIVE: IMPROVING PARTICIPATION

What can be done to improve participation in governance practices in Alexandra Township within the democracy arena?

The councillors must act transparently towards the community if they want to improve and to address governance challenges. The involvement of ordinary citizens in the municipal budget or IDP processes will strengthen democracy. Good Local Government requires public engagement on the distribution of resources by the local councillors. The Alexandra councillors by not adhering to this principle have violated and deprived the citizens of their rights, and the findings of the study will reveal a number of weaknesses of the local councillors and ward committees.

In this section the researcher presents findings that highlight the major contributing factors in poor governance and service delivery. According to existing literature on governance and the responses by both the ward councillors and ward committees, there is a lack of community communication channels or organisations. Many of the councillors are old with no leadership and other skills to run Local Government affairs. This affects the service delivery heavily in the area as some of those councillors are not honest and work with criminals to sell Government

RDP or low-cost houses to people who are not eligible, while some own these houses and turn them into *spaza* shops when the majority of the community are desperate for those houses as a family home or shelter.

Some of the politicians, especially the opposition parties in Alexandra, are not politically mature or skilful to challenge the local ANC councillors in confronting the issues of community development and they are afraid to face the communities. The solution to this problem is the involvement of the community in the affairs of Local Government especially on planned development or projects. Projects must be community-driven processes through participation. The lack of co-ordination in management and leadership of councillors is another challenge for governance in the day-to-day running of the Local Government.

The problem of comrades fighting comrades is another problem of governance in the rendering of service delivery as most of the political organisations are experiencing their own internal challenges. This happens especially in the governing party which holds all the wards in Alexandra, where the problems of two centres of power are common. For example, one person is a regional ANC chairperson; the other is a mayor who is the political head in the Local Government, while another could be a political head in the political organisation structure. In this case, the local councillors oppose the local ANC branch chairperson and the in-fighting that results impacts on services being delivered.

One of the opposition parties in Alexandra indicated that most of the councillors feel threatened by their political structures in the area if a councillor is not a member of the local branch executive and he or she must report council activities to the same structure. This negation of the local political structures affects governance and service delivery in the area and the community feels neglected. They may shift their problems on to other targets, seen as a cause of xenophobic attacks, when in reality

the problems lie with the councillors and their local political structures that continue to interfere with the running of the local municipality.

The local chapters of the Azanian People's Organisation, the Inkatha Freedom Party and the Pan Africanist Congress, on the other hand, observed that service delivery in Alexandra is very slow and they, as local opposition parties, are tired and angry and blame the community for continuing to vote for one party in all the wards within Alexandra, effectively removing all opposition. They also mentioned that community involvement in Local Government matters would play a critical role in shaping development in Alexandra. They raised the issue of environment in some parts of Alexandra that are not properly addressed such as the informal settlements, the hostels, and shacks along the Jukskei River that continue to grow in the township, especially since many of those occupants do not have adequate water and sanitation provision. This was attributed to a lack of leadership among the local councillors, as no-one is willing to co-ordinate development in the area except where these politicians are connected. It is also believed that since skills are generally lacking, those with a few skills or connections stand to benefit from the development proceses. In the Alexandra Renewal Project processes, opposition parties were excluded. This goes against the advice of Bovaird and Hachmi (2001) that the politicians should recognize the voters if participatory democracy is to work successfully.

The inability of the Municipality to create jobs for local people is another unfortunate arena where available jobs are reserved for comrades, friends, partners and relatives who have no skills to execute these jobs. It was also established that the Municipality of Johannesburg deployed incompetent people with no experience to execute developmental agendas assigned to the Alexandra councillors. Ward committees also complained that people or officials assigned to service in Alexandra have

no skills and this has been an ongoing problem for governance as it affects service delivery in the area.

According to one of the ward councillors community involvement in local government will improve governance and service delivery, since, according to the focus groups, poor governance and service delivery protests are due to lack of information, participation or involvement of the community or members of the public as they are not invited to meetings or are invited at night which is not suitable for safety reasons. The ward councillors and some community members observed that Local Government meetings should take place at a time suitable for all stakeholders such as a Saturday or Sunday afternoon, and should also be better publicised. The focus groups emphasized the importance of hiring competent people in the City of Johannesburg unlike the current situation of connected members only.

4.5 CONCLUSION

The major finding from the study is that communities are aware of the ward councillors and ward committees. The informants and the focus groups gave informative and interesting views about the role of Local Government and the need for their contribution in the Local Government development initiatives, especially their involvement in the development process, as this will improve governance and service delivery in the area.

In the process, opposition parties in the area such as the PAC, IFP and AZAPO in their response felt that there is a need to do more regarding the limited involvement of development stakeholders and community partners in development as co-owners of the development challenges in Alexandra. It seems that these stakeholders feel as if they are being sidelined in the development process and only members of the African National Congress

and its alliance members such as COSATU, SACP and SANCO are being given the opportunity to participate in the development process.

A further challenge is that most of the elected councillors have problems in understanding their mandate as community councillors. The participation of the community in decision-making processes, especially women and the youth, will improve the democratic process and participation by the community and all stakeholders.

CHAPTER 5
ANALYSIS AND INTERPRETATION OF DATA

5.1 INTRODUCTION

This chapter presents an analysis of the data presented in the previous chapter. The data was mainly collected through interviews and document reviews. The structure of the chapter takes a thematic approach as explained below and these reflect the research initiatives. The aim of this chapter is to interpret in detail all the data collected from interviewees in response to all the questions. The chapter focuses on Alexandra Township as a case study and will provide a summary of the insights gained and various perspectives from the literature in relation to the issues of governance described by the literature review.

5.2 THE DEMOCRATIC AND LEGAL THEORY OF GOVERNANCE

Governance is defined as the manner in which power is exercised in the management of a country's economic and social resources, based on the promotion of democratic values, direct civil society involvement, accountability, transparency, equal opportunities, people-centered leadership and broad participation of people and civil society in governance (Nzewi and Zakhe, 2009; Baccaro and Papadakis, 2009).

Mhone and Edigheji (2003: 3) emphasize that governance is understood as the manner in which the machinery of the state is constituted, how it executes its mandate, its inter-connectedness with society, particularly constituents like civil society, non-governmental organisations, the private sector and community-based groups. The concept of governance emphasizes the transformative, empowering creativity embedded in the network of government, civil society, business, NGOs and individual citizens, which produces policy solutions (Bang and Esmark, 2009).

This theory of governance has the potential of increasing participation in Local Government as it promotes good governance practices such as improving communication, transparency, accountability, democracy, participation, rule of law, and legitimacy of councillors, and allows voters to participate in Local Government affairs in their area. Voters should be part of the integrated development planning processes, working together with multiple community stakeholders from the ward committees, councillors, business community and others.

It is important for Alexandra councillors to adhere to democratic principles as this is part of good governance, creates awareness at the community level and provides for potential increased participation in Local Government policies. Policies are critically in the engagement with communities, ward councillors, ward committees and all interest groups. The emergence and growth of democracy has increasingly continued to contribute to policy incoherence due to interests and pressure of various stakeholders in policy-making. As such it is important that the policy processes should balance and harmonize the various stakeholders' interests and address the power relationships in decision-making. This implies that the community and civil society groups have a critical role to play if the councillors want development to take place so participation by all stakeholders must be prioritized.

5.3 BEST PRACTICE IN ALEXANDRA

Notwithstanding the levels of dissatisfaction with service delivery and the glaring challenges with regard to the delivery of basic services, the community of Alexandra continues to support popular institutions of governance and participate in elections and municipal activities. From the point of view of democratic and legal theory still applied in Alexandra, there is a rule of law that exists in the area as people still vote for the organisation of their choice through their participation in election

processes. The people still have a platform to register their concerns about problems in the area and to protest their unhappiness about certain councillors. The opposition parties still have a role to play in the area even if the community has less confidence or trust in them because of their unconvincing policies. The results from this study show that no matter how much effort the opposition parties make the people of Alexandra still believe in the ANC as their liberation organisation hence loyalty is still there. The study also acknowledges the roles of the opposition party's participation in election processes although they have not won an election or ward there since 1994, according to the Independent Electoral Commission (2007).

The communication breakdown is being addressed by the governing party and the City of Johannesburg is working on it although this area still needs improvements. The councillors are now communicating better with the community about the activities of Local Government in the area. This was one of the areas that contributed to governance challenges in Alexandra Township. The willingness to change attitudes and accept the importance of working with the community is something that can improve the relationship between the relevant stakeholders. When the community is informed, their support and loyalty is unquestionable as they also spread the information to those who have not been reached by the councillors and ward committees due to logistical problems. However, this is a concern, since it is not the duty of the citizens to do the work of the councillors in ensuring proper communication.

It was found that in the City of Johannesburg Municipality, the involvement of the local community in the decision-making processes, especially those that affect public service delivery promotes good governance. With the minimum resources the Municipality is able to provide services based on need. However, it has been noted that in Alexandra Township the level of community involvement is still lacking, hence we see a number of service

delivery protests. It has been established that poor governance was a major contributing factor and this has painted a negative picture of local councillors in the area.

5.4 POTENTIAL AREAS FOR IMPROVEMENT

The dilemma for democracies of inclusive and participatory politics is that a multiplication of demands on the state can undermine the policy effectiveness, as is typically the case in populist regimes. Inequality and poverty can prompt a wave of demands for immediate benefits that endanger sound policy since high short term- term gains for the poor are hard to finance properly (Luckham, *et al*, 2000). In the case of the Alexandra community the demands are so huge example the demands of houses is much higher than the budget Government has budgeted for and many people have been on the waiting list since 1996. The Government has a plan of moving some of the community to a safer environment where they will get those houses.

5.4.1 Service delivery

It is encouraging to note the acknowledgement by the councillors of their mistakes in relation to disengagement with the community as their core constituency. They have the commitment and willingness to learn from other local councillors from other areas and the ward committees that work together closely with their community in improving good governance practices and service delivery. The most important factor is that councillors want to work with the community through their involvement on new policies and programmes. The interviewees in this case study conceded the importance of working together with the community through the involvement of all stakeholders.

The findings indicate that the City of Johannesburg Municipality has made significant improvements in consulting local communities on projects and development matters, something that was not always the case in Alexandra. The improvement in governance in Alexandra has consolidated the relationship between all stakeholders in the community.

5.4.2 Providing political leadership

If political leadership is being provided in Alexandra by the political organisations and the City of Johannesburg then improvements are more likely to take place. This will also help the councillors themselves to forge partnerships. It appears that the ANC has already started some new programmes of political management of governance focusing on helping local councillors with leadership skills which will hopefully contribute to improvements. The councillors acknowledge the gap between them and the community, and intend to address issues of corruption and other contributing factors of poor governance.

5.4.3 Combating corruption

Corruption has been defined by scholars in the literature review such as Van der Merwe (1998) as the abuse of entrusted public power for private benefit. Good governance has also been referred to as the exercise of authority through political and institutional processes that are transparent and accountable and encourage public participation. Corruption needs to be rooted out because it weakens democracy and it will undermine the Government's ability and efforts to deliver an array of services. Strategies of combating corruption stress the importance of transparency and accountability. Communities should have a toll free number to report corrupt activities by councillors, officials, ward committees and other interest groups to the City of Johannesburg Municipality. This will improve good governance in the area and accountability by the councillors. The

City of Johannesburg recently unveiled its plan to deal with corrupt councillors within the Municipality hence the introduction of a toll-free number.

5.5 REASONS FOR POOR GOVERNANCE IN SERVICE DELIVERY

5.5.1 Communication

The communication breakdown and poor governance are some of the reasons that service delivery in the area is poor. Public participation processes have not been consistently managed. The communities feel strongly that information is not shared with them and this leads to feelings of disempowerment and anger. Community involvement at Local Government also provides a platform for local community to take part in decisions that directly affect them. In Alexandra, the City of Johannesburg acknowledges that and has able to contribute ideas and empower the councillors during the formulation of environmental laws that helped them to resolve the problem of Jukskei River. These ideas made up the core of the by-laws specifically needed to address the environmental problem. This has provided a shared project for the community and councillors and promoted good communication.

5.5.2 Incompetence

There is a problem of effective administration due to lack of knowledge and management skills. The lack of leadership skills of some of the councillors has worsened poor service delivery in Alexandra. The incompetence or lack of skills by the local councillors and officials within the City of Johannesburg Municipality is a concern that must be addressed through provision of proper staff support.

5.5.3 Lack of participation

In order for Local Government to succeed it should actively promote the processes of sustainable and participatory community development with community involvement. Lack of community participation in most areas will encourage strong civil society with a high degree of accountability, transparency and the right to participate in decision making processes which affect communities in their local area.

It was revealed by respondents that the Alexandra councillors were not in touch with reality, as they have neither engaged local communities in development processes. As a result these councillors are proposing different projects, and impose them on the community. Therefore councillors must avoid imposing decisions on the community as they are now aware that such decisions will lead to service delivery protests where property or life could be lost. This argument is consistent with the observation by Cleaver (1999) that development interventions that come from consultations with the local communities through involvement have more often been found to serve the needs and aspirations of specific communities more than those that have been preconceived by Government.

5.6 IMPROVING DEMOCRACY IN GOVERNANCE PRACTICES

It was observed that respondents across the Alexandra Community Township acknowledge the need for participatory democracy as this is important for good governance and service delivery in the area. Clapper (1996) observed that Government that invests its resources in education normally in the long run bears fruit. Democratic Local Government is one that not only waits for periodic elections, such as in 2011, but it should also be able to build cohesive relations with civil society that enables their active participation in matters of governance and also facilitates

accountability. There can be a lack of co-operation with the elected councillors, and there is also a concern about the lack of any opposition party being represented in local government structures since the ANC is the dominant party in Alexandra. In certain instances before they call for a public meeting, they caucus amongst themselves and organize their people that will deal with those that oppose the councillors on issues under debate or issues that affect the community by calling them counter-revolutionary.

Ward committees have also a crucial role to play in organizing community for participation in Local Government affairs. It was also observed in Alexandra that levels of community or public participation are inadequate as people are not getting invitations to participate in development processes that take place in the area. Where the local councillors are aware of meetings they do not make an effort to ensure that all members of the public are informed in time. Some members of the public complained that members of the ANC and its alliances that govern the area in Alexandra dominate those meetings and the ANC is dominating all the eight wards.

These problems are some of the contributing factors for poor governance and affect service delivery as people are implementing projects along political affiliations, which discourages other members of the community to be involved or participate. Most decisions are being taken at the local political level or branch level of the ANC and they call a public meeting just to rubber-stamp their decisions and follow the required consultation process. Responses from the local community indicated that the internal problems within the governing party in the area were one of the reasons for poor governance and the root cause of service delivery protests. This is happening because of internal infighting for positions of power within the alliance structures.

The feeling among respondents at Alexandra was that the councillors did not sufficiently provide wider publicity and sustained community involvement on the ward committee system. Although the City of Johannesburg felt that the communities had shown interest in the process by attending the general public meetings and also voting for ward committee members, the impression from the interviewed local people was such that there was a growing level of political members in the voting process. The respondents also mentioned that community involvement will enhance the chances of local development and more importantly this will bring Municipality and the local councillors closest to the community.

It was also highlighted in Alexandra that the local community, especially the ward committees, are under-utilized as these are the people who can facilitate the process of encouraging the community to be involved or participate in the affairs of Local Government. The ward committees can improve governance and participatory democracy in the area as long as the local councillors and communities utilize them, but this is not happening enough.

While it is evident that ward committees are an advisory structure to the ward councillor there seems to be an overlap or gap in their responsibilities which can lead to power struggles amongst the two which affect service delivery and it also fuels the problem of governance challenges. A councillor is an elected representative and therefore has a mandate to provide the necessary link between the community and the council, and ward committees are also popularly elected by the people and closer to the grassroots level communities than the councillors. Ward committees also enjoy legitimacy, but their role is limited to playing advocacy roles for the local people. Ward committees have proved to be more direct representatives of the local communities than councillors and this plan can help increase level of participation by the community and democracy in Alexandra. It is important for councillors and the City of

Johannesburg to have an integrated approach but also reinforce and improve the relationship between all the stakeholders in the area.

5.6.1 Communication

Politicians or councillors cannot succeed without communicating the message to the people. We have seen how political organisations campaign to the people when they need votes as they sell their manifesto or programme to gain votes. This means communication has a critically role to play in the community and it is something that cannot be ignored by councillors. Ward committees were supposed to facilitate community development of local councillor's activities, which is lacking in Alexandra. Communication is also a skill that is needed to send information to the community and can improve democracy as long as community is engaged and communicated to them.

5.6.2 Citizen and Community Participation

If the councillors want democracy to work in their area participation by citizens will play a critical role. The civil societies or non-governmental organisations must mobilize the resources to educate the community around issues of democracy and how the community contributes to the success of democracy in the area. Better awareness programmes about the activities of Local Government will improve democracy in Alexandra. The opposition parties in the area must also be visible and hold the governing party councillors to be accountable to the community that elected them. Community Local Government exchanges through neighbourhoods committees, churches, meetings, gatherings in halls will consolidate the effectiveness of democracy. The community can also play a role as an agent of change and development in the area and increase the level of communication in the area.

5.6.3 Anti-Corruption Organisations

The community organisations that focus on exposing corruption will improve transparency, accountability, and democracy principles by the local councillors. The media can assist these organisations to expose local councillors and officials that are involved in corrupt activities in the area and this includes working together with the local police or law enforcement agencies. The community may also hold the relevant political organisations responsible that are the custodians of elected councillors. The City of Johannesburg should act against corrupt officials and councillors. The anti-corruption organisation in the community will be a good corruption watchdog. The opposition parties may also assist this anti-corruption work by linking them with the right institutions that are involved in fighting corruption and the relevant networks that will assist to promote democracy in the area.

5.6.4 Visibility of State institutions

The relevant institutions or state organs such as the Human Rights Commission, Public Protector, Commission on Gender Equality, and SALGA can play a viable role to promote governance practices and service delivery in the Local Government. The Gauteng legislature through the Office of the Speaker may call public hearings in community halls where members of the public can participate especially on Local Government affairs because it is the sphere that is closest to the people. The local Municipality through the Office of the Speaker can also plan a programme of action that will allow for public participation on the activities of Local Government in their area and how to access services offered by the local councillors. Good governance encourages public participation in Government, and inclusion in law-making and policy-making process. The rule of law increases the responsibility, transparency, and accountability of elected and appointed officials. The civil society should also become

involved in policy-making to ensure a wider representation of the community.

5.7 CONCLUSION

In concluding this section, it can be highlighted that the Alexandra councillors and ward committees exhibited contrasting levels of community involvement in Local Government activities. The Alexandra councillors to a certain extent lost the confidence and faith of the local community through continued reliance on consultants who seek tenders only to enrich themselves. This has resulted in people registering their displeasure through service delivery protests. This is a learning experience and problem of governance that needs to be addressed as soon as possible. The ANC which is currently dominating the Local Government election in this area must provide political education on leadership to councillors, and ward committees as per its code of conduct where each councillor was required to take the oath in front of the community in pledging to work hand in hand with the community. However, the question is “Are the councillors working together with the community in Alexandra?”

The answer is that the ANC must also put some intervention strategies in place that will deal with the local internal political fighting within the ANC members and its Alliance partners especially ward councillors and ward committees, as this is one of the contributing factors of poor service delivery in Local Government. In addition, where councillors perform badly the governing party should act quickly by replacing them irrespective of their organisations, as they are bad ambassadors for the organisation they represent in Local Government where service delivery is the burning issue. The above is consistent with the tenets of the Reconstruction and Development Programme of providing basic needs to the community (ANC RDP policy document, 1994).

The Honourable Minister Shiceka (2010) of Co-operative Government and Traditional Affairs, commenting on his department's strategic plan of resolving the challenges of governance and service delivery protests, mentioned that lack of monitoring and evaluation is a problem with local councillors and he proposed that monitoring is vital as this will ensure accountability and improve performance. This includes interventions where there is a crisis but also places those municipalities that are underperforming under the administration of provincial Government as one of the proposed initiatives.

CHAPTER SIX
CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

In this chapter, the conclusion and recommendations of the study are presented. These are largely informed by the findings from the study and reference to the relevant literature. This is an attempt to close the knowledge gaps between theory of governance challenges and its practice in the delivery of services at a Local Government level in Alexandra. The recommendations are in line with the three themes referred to in the previous chapters.

6.2 FINDINGS

Although the City of Johannesburg Municipality does provide councillors with administrative and financial support, service delivery is still poor. In this study, the researcher learnt that there was not enough political management of governance training in leadership and management development programmes for councillors, ward committees, and officials. In addition, the method of training that was provided to them by the City of Johannesburg Municipality was of poor standard and weakened the participation of other stakeholders such as the civil society organisations based in the community of Alexandra, who were left out of the process.

The problem of incompetent councillors and administration officials can arguably be attributed to lack of performance monitoring and evaluation strategies on the part of the municipal council. Therefore, establishing a performance monitoring and evaluation framework will help enhance the delivery of services in Alexandra with the following guidelines.

1. The City of Johannesburg Municipality will know what leadership, resources; capacity or support skills are required based on the priority issues to be discussed by ward councillors and ward committees. This would ensure that ward councillors are not a referee and player at the same time in implementing community development needs. The community awareness education campaign about local council activities will also improve the performance of the councillors as members of the public can play the role of a watchdog within the area. The White Paper on Local Government (1997) encourages Public Servants to treat or recognize members of the community or public as customers through the *Batho Pele* initiative. This will improve the level of communication between ward councillors, ward committees and municipal officials with a modernization of administrative systems and personnel that are accessible and welcoming. The improvement process must at the same time empower all the stakeholders so that they discharge their responsibilities professionally.

2. The breakdown of communication between the ward councillors, ward committees and community members revealed in the study contributes to poor governance. Poor performance of the ward councillors and ward committees can be addressed by the acknowledgement of their willingness to put more effort into meeting their mandates as this may solve some of the gaps and problems identified by the community. These include poor leadership, unemployment, poverty, corruption, poor skills or incompetency, lack of housing; crime and dependency are some of the causes of poor governance in the delivery of services.

3. According to some members of the communities and the opposition parties in the area, not all councillors are incompetent or corrupt. It

is unfortunate that in the eyes of the public all councillors seem corrupt. Unless the bad councillors are removed, the negative image in the eyes and minds of the public will remain. It is pleasing and important to note that the governing party is taking strategic measures to intervene and prevent maladministration practices in some wards in communities. The ANC investigation (2009) report on service delivery protests also concurs with the study that some of the challenges of governance are as a result of complaints raised by members of the public concerning some of the ward councillors, and their involvement in corruption. The report elaborated on what is feasible from a municipal point of view. It is from this report that the governing party realized that the training of political management of governance is needed for councillors and ward committees to improve their leadership and management capacity.

4. The rendering of effective service delivery by means of reporting and communicating directly poses a good performance measurement and governance management challenge to the council. This is a reference to linking the systems to accommodate ward councillors, ward committees and communities to feature in the monitoring and evaluation of performance for councillors, ward committees as well as officials. The advantage of this is that such a method of measurement will increase the credibility level of the results of well-performing ward councillors and ward committees.

6.3 FACTORS CONTRIBUTING TO GOVERNANCE CHALLENGES

In order to understand the challenges of governance one needs firstly to identify the contributing factors or causes of those challenges. A cause can be seen as something that contributes to the problem like poverty, dependency, corruption, crime, disease, hunger and unemployment. Poor governance has also been identified as a key contributing factor. It is also

essential to establish linkages and synergies between causes and factors, in order to identify potential areas for intervention and then prioritise them. Poor governance has been caused by a number of reasons, which include communication breakdown, corruption, dependency, unemployment, poverty, crime, poor leadership, lack of skills, poor service delivery, and lack of training and development.

The lack of communication by the local councillors on their activities is amongst the main causes of communication breakdown and corruption through nepotism, tampering with the local tendering system, lack of leadership skills and political will to address those challenges. Dishonesty is when local councillors divert the resources budgeted and intended to be used for service delivery into private use. The abuse of power normally compromises their morality and value. The high levels of poverty and unemployment in Alexandra Township make it difficult for the local councillors to cater for every member of the community timeously. This is worsened by lack of adequate resources and business potential to invest in the area.

Poverty is a social problem and is a deeply embedded wound that permeates every dimension of culture and society. Poverty in Alexandra may have contributed to crime such as evidenced in xenophobic attacks. Criminals may also conduct their criminal activities in the name of service delivery protests. Most of these protests lead to looting and stealing from shops owned by foreigners, which raises doubts as to whether the issue at hand is really one of poor service delivery. Poverty has made the people of Alexandra Township sometimes part of the problem.

Overcrowding and lack of decent houses has led to the service delivery protests by the communities as everybody is fighting to get government-subsidized houses or the so-called RDP houses although the waiting list is long and many houses have yet to be built. The dependence of the

community of Alexandra on Local Government projects for jobs and government social grants has also created some level of dishonesty by the community in their demands.

6.3.1 Poor leadership

Poor leadership by councillors has been identified as a contributing factor in governance challenges in the area because the service delivery protests are genuine issues that require a leader who has the leadership skills to confront it or address it. But if the councillors lack those skills the Local Government will fail as they lack skills to govern their local affairs in the area. Leadership normally needs a person who influences a group of people towards the achievement of a goal. The Alexandra community has experienced some leadership vacuums as most of the councillors lack such skills. The community is in need of transformational leaders who will motivate, move and inspire them and it is that kind of leader who will allow the community to take the lead on the development of their area. They could begin to alter the environment to support being successful and this requires the governing party to deploy people with the right skills. The current councillors from all the wards appear to contribute to the service delivery protests through their greed and they are not accessible to the community. Poor leadership destroys democracy as the community cannot participate in the Local Government activities because bad leaders always feel threatened by the community and contribute to non-participation.

6.3.2 Dependency

In many municipalities, dependency on the Government or municipalities is very high as mostly the communities rely heavily on Government grants such as social grants, RDP houses and municipality projects for jobs. The Alexandra community also has a high number of unemployed people that depend on Government grants, as the community is poor. Dependency is

an attitude and a belief that some individuals are poor and they cannot help themselves. This dependency in the long term contributes to the increasing of instability, frustration, anger and crime, as poverty will continue to grow in the area. There is a need for a development plan such as community empowerment strategies to be put in place and become an alternative to addressing those challenges. This empowerment will assist a community to be self-reliant and the training in small business skills will contribute to people finding other means of earning a living. The high level of dependency in Alexandra contributes to governance challenges due to a resulting shortage of resources in the Local Government.

The above-mentioned causes of poor governance in Alexandra need to be addressed quickly if the Local Government democracy is to work or the problem will remain. The solution to all those problems is to move quickly to remove all bad elements of councillors and officials within the city that are seen to be involved in corrupt activities.

6.3.3 Skills

Skill is defined as the process of enabling individuals to assume new roles and implement systems effectively in order to successfully achieve stated performance outcomes. The Alexandra elected councillors lack the skills to perform the tasks that they are elected to perform. Skills go with knowledge that is mostly needed to be acquired to function or to work effectively. Skills are about being competent with the ability to execute the task and mandate assigned tasks to individuals. The shortage of skills among councillors is one of the challenges of governance in Alexandra due to the high number of illiterate people, whether councillors, ward committees, or the community. Technical skills, task management skills, contingency management skills are needed to run Local Government effectively and efficiently.

6.3.4 Training and development

Training can be defined as a systematic process of changing behaviour and attitudes of officials and councillors into a new behaviour which can achieve the desired goal. Lack of proper training of officials, councillors and ward committees within the City of Johannesburg is causing problems as they continue to fail in meeting goals set by the Municipality. Training will provide required skills, knowledge and bring competence to councillors. If the City of Johannesburg wants to see better results, proper training of ward councillors, ward committees and officials will play a critical role in shaping the performances.

6.3.5 Lack of co-operation

The internal fighting amongst ward councillors and ward committees is a problem because some of the ward committees sabotage the activities of the councillors so that councillors can be seen to fail. These ward committees have ambitions of becoming councillors hence their level of co-operating with the councillors is not good and this affects service delivery to the community. The internal political interference by the local ANC branch committees and interference of the alliances structures of the ANC is contributing to challenges of governance in the area. Unless this problem is resolved by the governing party the problem of service delivery protests will continue and poor governance within the Local Government structures will remain.

6.4 GOVERNANCE

Governance as it has been defined differently by relevant scholars such as Weiss (1998) as the manner in which power is being exercised. Good governance is one of the requirements if the Local Government is to function effectively. If good governance is in place effective service

delivery is adhered to by those who are in power. When one talks about governance this refers to the rule of law, the practicing of democracy by the country.

Good governance practices will ensure that councillors communicate with all stakeholders or the community when they develop integrated development plans so that the plan will allow the community to identify their priority needs, unlike the councillors deciding on their own. This process will increase the level of participation by the community, since the research revealed that communication breakdown was one of the problems between the councillors and the community. The councillors will benefit from these practices as the level of service delivery protests decrease in line with improved delivery. Good governance encourages democratic practices such as accountability, transparency, honesty, and responsibility by leaders where they have elected to serve the community.

6.5 RECOMMENDATIONS

6.5.1 Recommendations to the Johannesburg Municipality

The City of Johannesburg as the custodian of the Local Government Municipality where the Alexandra councillors are based and report their activities must take responsibility for failures by the councillors in the area. It is the responsibility of the City of Johannesburg to offer performance management contracts to every councillor that has been elected to serve in any one of the areas that falls within the City of Johannesburg. Performance management contracts would allow the Municipality to intervene within a short space of time as soon as it has been established that governance is a challenge in a particular area and this avoid protests. The City of Johannesburg must remember that the constitution of the country compels everybody who holds a position of public representation or elected office to adhere to the principles of good governance.

This initiative is to inform about the steps to be undertaken in creating a conducive environment that enables all spheres or levels of Government, communities and individuals to achieve their respective goals in service delivery and governance practices. The process of community involvement in performance measurement will also help the local Municipality to identify capacity problems and address these within a short time.

The purpose of this assessment is primarily to measure the degree of change attributable to a particular initiative or intervention and it should not be seen as a plan or strategy that the communities may use to fight local councillors but to play a critical role in assisting the councillors to improve their performance. The City of Johannesburg Municipality must design a number of empowerment programmes for the community of Alexandra such as skills and small business development to reduce dependency, poverty and unemployment. There should also be an awareness programme for educating the community about the services offered by municipalities in the area. The involvement of the community in local affairs will increase public participation and improve communication between the councillors and community.

In Alexandra Township ward councillors and ward committees provide a platform on which community members are allowed to decide on the services they want. These are structures within which the community directly relates its experience pertaining to service delivery rather than as reported matters for notification through ward councillors. The communities must be able to assess the performance of the councillors based on individual councillor performance through progress made in their area. The use of community information systems in monitoring provides a reliable flow of information to allow Municipal councillors to keep abreast of the progress in the implementation of policy thrusts, plans or programmes and activities based on decisions made in different

gatherings by the councillors through public participation in the affairs of Local Government.

In the implementation process stage of an assessment exercise, reasons for doing so must be mentioned as clearly as is possible. In the meantime, the level of communication of the assessment will be to know if there is improvement in public confidence in the councillors and ward committees and whether the issue of good governance and service delivery in Local Government has increased or decreased in relation to providing service delivery in the area. The proof lies in the manner in which relationships and communication levels by the community with the ward councillors and ward committees on a daily basis. Lastly the City of Johannesburg must establish a Governance leadership academy for councillors, ward committees and its officials as this will motivate them to function effectively and improve service delivery.

6.5.2 Recommendations to Gauteng Provincial Government

The provincial Department of Local Government and Housing of Gauteng province has the responsibility to safeguard the interests of the community including in Alexandra. The provincial minister should ensure that corrupt officials and councillors in Local Government are severely dealt with but there is currently no oversight committee (SCOPA) in Local Government similar to SCOPA at national level.

The Department of Local Government must work closely with the law enforcement agencies in the country to combat corruption in Local Government municipalities that fall within its jurisdiction. The province must take charge of those municipalities which are collapsing, or near collapse, because of corruption by the councillors and officials. The auditing of finances and the auditing of the work that has being done by

the councillors in different areas must be one of the Province's priorities in assessing individual councillor performance.

Monitoring and evaluation of the Municipality's performances must be done jointly with the national department of Co-operative Government and Traditional Affairs. Where the municipality fails to perform according to the expectations, reasons must be established and if the leadership needs to be change this must be done. Where there is corruption action must be taken with immediate effect by calling law enforcement or state organs that have been empowered to arrest the perpetrators of corruption and with the intention of recovering the lost funds or resources.

6.5.3 Recommendations to the National Department of Co-operative Governance and Traditional Affairs (CoGTA)

The Minister has been empowered by the constitution to intervene where there is a problem within the Local Government area. He or she has the power to remove the non-performing councillors, mayors and other officials. The firing of corrupt officials and councillors is crucial in the restoration of good governance in Local Government. This includes deploying people with relevant skills to run Local Government. This in turn will improve governance and visibility by local councillors to perform and provide effective services to the community.

If poor governance is addressed the community will give the local councillors the benefit of doubt and stop the service delivery protests to allow the councillors to do what they have been elected to do in providing services to the community. A plan of monitoring and evaluation for Local Government elections will go a long way to revealing the underperforming and corrupt councillors and officials at an early stage and will allow the minister to intervene in good time.

Monitoring in the government-wide framework refers to a set of activity and milestone tracking techniques to measure Government performance including the status and change over time in any of the initiatives. The process of monitoring can benefit the communities like those of Alexandra as it increases the level of performance by councillors. Monitoring can be put in place as a management tool that may be used to improve initiatives by identifying aspects that are working according to plan and yielding positive results, while on the other hand it can identify those initiatives that need mid-course corrective measures. Monitoring and evaluation should be enforced and made compulsory for Local Government officials and councillors, as this will help the Municipality to identify the gaps early in the process. The problem of poor governance in Alexandra Local Government by the councillors can be addressed by this initiative through tracking the progress made in implementing the Municipality programmes in line with Local Government priorities. These include indicators to measure progress made in meeting the programme level objectives or outputs, developed within each ward. This measure would address the timeframe in which the IDP was implemented. Monitoring and evaluation should also be seen as a way of addressing governance challenges through accountability, transparency and predictability.

The national department of Co-operative Government and Traditional Affairs as the custodian and distributor of funds to municipalities' must hold all mayors and councillors and municipalities that are failing to perform their duties accountable through an effective monitoring and evaluation system. Together with the provincial Government, they must develop a risk intervention strategy that will allow the two Governments to take a joint decision in removing councillors, and mayors that do not perform well. These include putting the administration of the failing municipalities under the provincial administration. The plan that was unveiled by the minister of performance monitoring and evaluation, Hon. Chabane (2010) must also start to be used by all spheres of Government

as this plan will expose many corrupt activities in all sectors of Government.

The policy must be amended to arrest and prosecute those that are involved in corruption activities with the help of the national directorate of prosecutions. The issue of governance challenges must be addressed within a time limit and skills must be provided to councillors and mayors by developing a programme for leadership skills and management. The auditing of finances must be done with local councillors to verify if the budget allocated to them is being spent wisely.

The skills audit on councillors and officials that work closely with finance and accounting will help all the three spheres of Government to provide intervention plans. Corruption by councillors must be dealt with immediately and communities must know their rights in reporting corruption.

There is a need to address the areas that are lacking in terms of governance challenges. A competent administrative strategic plan for ward councillors and ward committees aimed at increasing the technical level expertise base on the part of officials is necessary if the ward participation process is to have a positive impact on the community service delivery process. While it is noted that this could have serious negative financial burdens for the Municipality, these meetings will serve as a learning forum for the community as well.

In view of the challenges of governance in the area one may argue that there is no evidence relating to forward planning for ward committees, councillors and the community. The officials need not only to have an integrated approach but also to reinforce the levels of trust and promote community communication with ward councillors and ward committees. It is also important for the councillors to understand their mandate including

the honouring of the oath that they undertook with a promise to be loyal to the community that elected them, irrespective of their affiliations. Training in political management skills and governance can assist to address some of the challenges.

In line with the national and provincial government, the Minister must request the Parliament to amend a law that will compel all municipalities to have SCOPA committees that oversee their finances. These committees will hold each councillor accountable for spending the public funds allocated to them for development in their respective area. The committees will also monitor local councillors' adherence to democratic principles and participation of the communities in Local Government programmes in the area. The national Government must design a training programme for councillors and officials who work with councillors in Local Government to empower them with skills and thus improve service delivery.

6.5.4 Recommendations for further research

It is recommended that further research be conducted on other aspects of governance such as transparency and participatory democracy to establish how related challenges in Local Government can be addressed.

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ANNEXURES

Annexure 1: Interview questions were asked of a number of all stakeholders in Alexandra Township from wards councillors, wards committees, business people, opposition parties, focus groups, and community members or public members as follows according to status.

WARD COUNCILLORS

1. Is the Local Government in Alexandra working?
2. What are the challenges of governance in Alexandra local councillors?
3. What are the reasons for service delivery protests?
4. What are the challenges of service delivery in Alexandra?
5. What need to be done to improve public or community participation?
6. Who are the target groups for public participation?
7. What is the best way to address the problem?
8. Who will drive the service delivery process?
9. Who will implement this plan?
10. What mechanism and support are needed?
11. Do communities play an active role in service delivery? How?
12. In what ways can you assist your local Municipality to improve services in the area?

WARD COMMITTEES

1. Do you understand your role in the ward?
2. Do you call public meetings in your ward?
3. When do you call these public meetings?
4. Who participate in those meetings?
5. What are the reasons of service delivery protests?
6. What are the challenges of governance?
7. How do you encourage public participation in your ward?
8. How do you promote participatory democracy in your area?
9. Do you have proof of success in your ward?
10. Are there any activities of Local Government in your area?
11. What do think will be the solution to this problem?

COMMUNITY members and other stakeholders

1. What are the reasons for service delivery protests?
2. What are the main challenges to this problem?
3. Did you participate in the local ward development activities?
4. Do you attend public meetings in your ward?
5. Do you know your ward committee members?
6. Do they call public participation meetings?
7. Do they consult the community on development matters?
8. How can the situation be improved in your area?
9. Do they have any relationship between the ward councillors, ward committee?