

**CHARACTER AND ROLE OF THE STATE FROM A GOVERNANCE
PERSPECTIVE**

**Assessing the Effectiveness of Local Government in South Africa: A
Study of Service Delivery, Governance, and Financial Efficiency in
Ekurhuleni and City of Cape Town Municipalities post-apartheid**

by

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Submitted in partial fulfilment of the requirements for the

Master's Degree

in

Governance and Political Transformation

from the

Programme in Governance and Political Transformation

at the

University of the Free State

Bloemfontein

November 2023

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DECLARATION

I, Ongezwa Vili, hereby declare that this extensive mini-dissertation for the Programme in Governance and Political Transformation at the University of the Free State (Bloemfontein) is my own original work and has not been submitted by me or any other individual at this or any other university. I also declare that all reference materials, used for this study, have been properly acknowledged.

Ongezwa Vili

November 2023

ACKNOWLEDGEMENTS

I would like to express my sincerest gratitude to the following individuals for their guidance and moral support:

- Prof. Victoria Louise Graham, my supervisor – thank you for your guidance, support, and the insight you displayed in overseeing my work.
- Margaret Linström, my language editor.
- Ms Busisiwe Vili, my mother – thank you for being my pillar of strength and cheerleader throughout this journey.
- Mrs Nozuko Vili Tyali – thank you for your advice and support throughout my studies.
- Mr Kholekile Vili, my mentor – thank you for your advice and words of encouragement. It is much appreciated.

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CHAPTER ONE: INTRODUCTION AND BACKGROUND TO THE STUDY

1.1 Introduction

In 1994, South Africa left behind its unequal and racist past, ushering in a new system of democracy that brought hope for a brighter future for its citizens. This new system was meant to bring and advocate for equality, job opportunities, the eradication of poverty and freedom; however, it seems that many South Africans are still plagued by the same issues they faced in the past. Most citizens are still experiencing poor service delivery in their communities, such as in the townships and rural areas, and unemployment remains a problem, as is corruption (Masiya, Davids & Mangai, 2019). The Finance Minister, Tito Mboweni, stated in his May 2021 Budget Vote debate that 163 municipalities were in financial distress and 40 in financial and service delivery crises. Moreover, 102 municipalities adopted budgets they could not fund. Mboweni concluded, "It is indeed lamentable that the trajectory of municipal performance is unimpressive. Much of the progress made has been eclipsed by the widespread 'failure' of many municipalities. Rather than moving communities forward, many municipalities have themselves regressed." Lastly, Merton (2021) argues that ineffective political leadership, characterised by conflict among council members and undue political intervention in administrative affairs, has hindered the development of a functional municipal sector. One would assume that the local sphere of government would know and ensure the quality of service delivery as it is closest to communities; however, that is not the case in some South African municipalities.

This study will begin with a definition of the state, which will help to establish the role and character of the state as it is one of the underlying concepts of this study. Furthermore, this study will define 'effective government' to analyse or establish to what degree the South African government has been effective in addressing the issues or challenges faced by its citizens in the new democracy since 1994.

1.2 Conceptual Orientation

This study will make use of the following concepts to shape the purpose of this study, namely, 'the state' and 'effective governance'. According to Heywood (2013: 57), the state is defined as a political association that forms sovereign jurisdiction within established territorial borders and exercises authority through a set of permanent institutions. The state is characterised by the following features: the state is sovereign,

meaning that it exercises absolute power. Secondly, state institutions are recognisably public, which means that public bodies are responsible for making and enforcing collective decisions in the public's interest. Thirdly, the state is an exercise in legitimation. In other words, the decisions made by the state are accepted as binding on the members of society as it is maintained that these decisions are made in the interest of the public. Fourth, the state is an instrument of domination. Its authority is backed up by its coercion and the state must have the capacity to ensure that its laws are followed and that those who do not obey the laws are punished. Another feature is that the state is a territorial association. Its jurisdiction is defined by its geographical location and the state borders all those who live within its borders.

Another concept that is considered an additional feature of the state and which will shape the purpose of this study is that a state should have an 'effective government'. This will be used in this study to analyse the effectiveness of the new system of democracy and South Africa's ability to address the persisting issues faced by its citizens, such as poverty, inequality, poor service delivery and unemployment. In African democratic regimes, 'effective government' is defined as the way in which elected officials exercise their political authority to serve their voters (cvnm.org, n.d.). In other words, it is the criteria used to assess the credibility of local government by measuring the quality of local planning, financial management, and public services, while also rating the independence and impartiality of local personnel (Nissen, 2021). According to The United Cities Local Government (UCLG ASPAC, 2021), an effective government aims to combat and minimise corruption, listen to the opinions of minorities, listen to the issues of oppressed people in decision-making processes, and respond actively to the needs of the community in the present and in the future. In this regard, this political authority should be exercised in a legitimate manner. Furthermore, the decisions that the government takes and implements must be made in a transparent, participatory, responsive, and equitable manner to achieve effective policies and service delivery (Classen & Magalhaes, 2021).

This study will make use of the following indicators to analyse government effectiveness in South Africa's local government sphere, more especially the Ekurhuleni and City of Cape Town Municipalities, since 1994, regarding the following:

- The efficiency of revenue mobilisation and budget management;

- The quality of transportation infrastructure, telecommunications, electricity supply, public health care provision and public schools, and the availability of online government services (WGI, n.d.);
- Partnering and engaging with civil society; and
- Elements of good governance, which are accountability, combating corruption, transparency, an enabling legal/judicial framework, and citizen participation (Mbaku, 2020).

The following section will outline the motivation and background of this study, specifically focusing on the democratic framework in South Africa.

1.3 Motivation and Background

The importance of this study is to analyse effective government in South Africa with a specific focus on the local sphere of government as the application of it seems to be poor judging by the current state of the country. For example, the unemployment rate in South Africa is 46,2% (Writer, 2022), although it is not directly a local government responsibility; however, it is part of the persisting issues in South Africa. Furthermore, the application of these underlying concepts in real-life situations is one of the motivations behind this study as there seems to be a lack of political, social, and economic transformation in local government in South Africa (Masiya et al., 2019). As a result, South Africans are still plagued by poverty, corruption, violence, and crime (Campbell, 2019).

Before moving further, it is crucial to differentiate between the state and the government for the purpose of this study. Governments, unlike the state, are the temporary holders of state office which employ state power. As the state is no physical manifestation, it is the government that manifests state authority (Harrison & Boyd, 2018: 18). In other words, the government applies the rule of law passed by the state. This will be evident in the section below which provides the background on the role of the state prior to the current democratic system in South Africa.

Prior to the current democratic system adopted by South Africa in 1994, the state's role was to pass laws that allowed or enabled the apartheid government to implement and sustain the institutionalised system of racial segregation in the country. Under the apartheid government, non-white South Africans were forced to live in separate areas away from white residents and they were forced to use separate public facilities. For

instance, there were separate public toilets for whites and non-whites during the apartheid system. There was also limited contact between the two groups (white and non-white South Africans). In addition, racial segregation and white supremacy became the core aspects of the South African policy, which remained in effect forcing non-white South Africans into poverty and hopelessness as they were stripped of the land resources that sustained their quality of life. They were moved to the outskirts of the country, such as the Transkei region (Editors, 2010).

Furthermore, the government limited the participation and activity of non-whites in labour unions and denied their participation in the national government. The role and power of the state during the apartheid system gave effect to the institutionalised system of segregation and oppression in South Africa. This provided evidence that the state's power was employed by the apartheid government to sustain white supremacy in South Africa (Editors, 2010).

Fast forward to the democratic system in South Africa where the role of the state changed from that of passing racist laws to advocating for human rights, equality, freedom, and non-oppressive laws. However, this new system of democracy was supposed to create a new dawn where change, growth, political, social, and economic transformation would take place and address the persisting issues faced by South Africa but that has not been the case for the majority of South Africans (Mosala, Venter & Bain, 2017).

1.4 Research Problem

Current literature on the role and character of the state from a governance perspective has shown that change has occurred in every aspect of life as apartheid ended and South Africa transitioned to a democratic system. See, for example, "When, in 1994, a democratically elected government came to power, it inherited a contradictory legacy: the most developed economy in Africa on the one hand and major socio-economic problems on the other" (Terreblanche, 2002; Mosala et al., 2017). The government moved from implementing an institutionalised system of segregation to giving effect to a new democratic government that repealed racist laws (Brook, 1997).

¹Procedurally, a new democratic government brought about changes such as formal equalisation across races, sexes, and socio-economic and geographic boundaries. All

¹ Procedural is about how things are done, while substantive is about the actual content, significance, or outcomes of those actions or procedures (Burns, 2022).

South Africans have the same rights, and no segregationist or discriminatory laws are in effect in the new democratic system (Moletsane, 2012).

However, while much has changed for the better, it is also evident how much is not working in practice, namely, the unreliable supply of electricity, corruption, and ineffective and poor service delivery (Larson, 2019). Therefore, while procedurally there are many policies in place that guarantee rights for the people, these policies are not always upheld substantively; thus, showing that there is a lack of application of these underlying concepts.

Initially, the role of the state was to address the issues of its people, yet South Africans are still experiencing a perpetuation of the apartheid regime, and that brings forth the question: To what degree does the state address the current issues faced by its people? Current literature also shows that there is not a full application of this role of the state because the majority of South Africans are still living in poverty and hopelessness, and they still experience poor and insufficient service delivery (Sguazzin, 2021).

The application of these underlying concepts in real-life situations is evident through the service delivery processes. One of the primary objectives of the South African government is to provide services to all South Africans in an effective and efficient manner. These services are there to improve the health and safety of South Africans as well as contribute to the economy by increasing the sustainability of citizens' livelihood, which, in turn, positively influences the productivity of citizens. However, that is not the case in South Africa. Service delivery in the country has not been as effective and efficient as anticipated once the new democratic system came into being (Moletsane, 2012). This is mostly evident in the local government sphere as it is closer to communities, and it is also where service delivery happens, as municipalities are the most basic units of government in the country. The White Paper on Local Government calls for the provision of services to communities in an efficient and sustainable manner. However, service delivery by South African municipalities is widely considered to be lacking in various areas. For example, Moletsane (2012) reported that political instability in the Emfuleni Local Municipality had resulted in poor infrastructure around its jurisdiction. Firstly, it was reported that concerns had been expressed about the funding gap between what was needed and what was available

to maintain and upgrade infrastructure within the Municipality. For example, Emfuleni Local Municipality had planned to use R24 million for maintenance and new infrastructure development, whereas the town had a R5 billion budget for road and stormwater backlogs. In addition, the R1.6 billion that was needed to address the urgent maintenance of tarred roads was not available; this led to further deterioration of the roads network. As a result, the state of the towns that the Municipality of Emfuleni was responsible for remained appalling and it was reported that this fact would impact the ability of the Municipality to attract much-needed investment opportunities. These opportunities were necessary to reduce the unemployment rate in the Municipality's jurisdiction, as well as for the development of the town and its people. Such opportunities included new businesses setting up shops in town, which could improve people's quality of life. However, this was hindered by the poor state of the Emfuleni Local Municipality's infrastructure (Dangor, 2019).

Moreover, the Municipality experienced a shortage of compactor trucks; this led to an increase in the number of illegal dumping sites due to an unreliable waste pick-up schedule. As a result, the service quality gaps in the Municipality led to protest action against the Municipality. In addition, there were electrical outages in the areas supplied by Eskom. There were also human settlement issues, including housing backlogs, flat rate issues, and marches against crime and corruption in the Municipality's jurisdiction (Dangor, 2019). Thus, all the gaps in service delivery negatively impacted the lives of the people living in the Emfuleni Local Municipality.

The aforementioned case study introduces the research problem as it is evident that even though South Africa has had a new democratic government since 1994, citizens still face similar problems under the new leadership system. In this regard, the state, through the mechanism of the government, has failed to address the current issues of its citizens effectively. There must be a way in which the state and the government, which employs state power, can improve on applying these underlying concepts to yield good governance as well as improve the quality of lives of South Africans. The key to this is an actual application of set procedures by the government, which the state has given effect to.

The Emfuleni Municipality was used as an example above. This research will however specifically focus on the Ekurhuleni and the City of Cape Town Metropolitan

Municipalities because these municipalities have experienced water and power cuts, service delivery protests, unmaintained infrastructure in some areas, and they have townships in which the majority of the people are plagued by poverty (Zerihun & Mashigo, 2022).

The following section will outline the aims and objectives of this study.

1.5 Aims and Objectives

The aim of this study is to analyse what the government is doing regarding the poor quality of service delivery to South Africans, with specific focus on the local sphere of government in the case studies of Ekurhuleni and the City of Cape Town Metropolitan Municipalities. The objective of this research is to determine how effective the government has been in addressing the challenges that the majority of South Africans face in the new democracy at local government level.

The main objectives of this study are the following:

- To analyse the effectiveness of the government at the local level in addressing persistent problems such as poor service delivery, electricity supply (load shedding), water, and sanitation;
- To analyse the quality of service delivery in the new democracy at the local level of government;
- To examine the existence of good governance elements in these municipalities in order to address the aforementioned persisting problems; and
- To examine the efficiency of revenue mobilisation and budget management in municipalities (using Ekurhuleni and the City of Cape Town Metropolitan Municipalities as case studies).

Key questions informing the study are the following:

- How has the transition to democracy in South Africa in 1994 impacted the roles and responsibilities of local government in addressing issues such as service delivery and poverty eradication?
- What are the specific challenges and persistent issues faced by local governments in the Ekurhuleni and the City of Cape Town Municipalities in terms of service delivery, infrastructure maintenance, and financial efficiency?

- How does the financial distress observed by Finance Minister Tito Mboweni affect the ability of local government to provide essential services and to meet the needs of their communities?

1.6 Research Methodology

Silejwe (2019) defines research methodology as the way through which researchers conduct research. It is also the process, procedure, and principles that should be followed in a particular study.

This study will make use of a case study analysis method, and not a comparative one. A case study is a research method employed to gain a comprehensive understanding of a complex issue in its real-world setting. This research design is widely utilised across various fields, especially in the social sciences. Case studies can be defined in multiple ways, but the core idea is to thoroughly investigate an event or phenomenon within its natural context (Crowe et al., 2011).

This study will make use of the qualitative research methodology. Qualitative research can be defined as the study of the nature of existence and is especially appropriate for answering questions, assessing complex multi-component interventions, and focusing on intervention improvement. Moreover, qualitative research includes data in the form of words rather than numbers (Busetto, Wick & Gumbinger, 2020). In addition, qualitative research methods employ analytic methods which emphasise an interpretation. Hence, this methodology will be useful to understand effective government at the local sphere of government in South Africa in order to establish the role and character of the state from a governance perspective, as well as to analyse the effectiveness of the South African government post-1994. Qualitative research methods will also be useful in examining the influence and power of the state in compelling the government to do right by its citizens and to address and resolve the problems that impact their liveability.

Furthermore, qualitative research methods will provide more information on the application of the aforementioned underlying concepts through exploratory investigation. Hence, the focus will be on the impact of the transition from the apartheid regime to a democracy in terms of the quality of service delivery and the liveability of South Africans.

Qualitative research also bases its investigations on qualitative information presented as words, sentences, and images. This study will further focus on how the role and character of the state have evolved in a manner that should enable the state to address the current issues faced by its citizens; however, these issues continue to persist.

In addition, this study will utilise secondary data such as journal articles, books, and internet sources to explain how South Africa's persistent poverty, the ever-increasing unemployment rate, inequality, the health crisis, corruption, and violence remain a reality for South Africans. This study will further probe the role and character of the state in allowing such issues to prevail when the state has given effect to policies, procedures, and freedoms to enable the government to address these issues.

The approach of the study will focus on a case study that will assess the quality of democracy and effective government in South Africa. It will include variables such as racial inequality, and the role and effectiveness of the state:

- The efficiency of revenue mobilisation and budget management;
- The quality of transportation infrastructure, telecommunications, electricity supply, public health care provision and public schools, and the availability of online government services (WGI, n.d.);
- Partnering and engaging with civil society; and
- The elements of good governance, which are accountability, combating corruption, transparency, an enabling legal/judicial framework, and citizen participation (Mbaku, 2020).

These variables will collaborate with the indicators that will measure effective government in South Africa post-1994 to establish the degree to which this new system of democracy is serving the people and improving their quality of life through service delivery.

The case study will help to relate the research findings with the results of research to provide relevant recommendations to address these challenges that South Africans continue to face. For the collection of data, this study will make use of a desktop study. This means that secondary sources, such as existing literature, will be used for purposes of this study.

1.7 Literature Review

The objective of this review is to analyse the effectiveness of the government in addressing the persisting issues that the citizens of South Africa continue to struggle with even after obtaining freedom and adopting a new system of government post-1994. This will be done by defining the underlying concepts using the current literature and assessing the contribution of this study to the existing literature.

The UCLG emphasised in the Global Agenda of Local Regional Governments that effective local government can be a fundamental mechanism for solving various challenges that hinder development. An example of how effective government would contribute to development is the achievement of the 2030 Agenda for Sustainable Development (UCLG ASPAC, 2021). This is an initiative that will form a global development policy and actions for the next 15 years. This will ensure momentum and strategic direction for the prevention of global violence. Therefore, since local and regional governments are closest to communities, they have the advantage of putting people at the centre of every decision-making process, putting into effect the elements of good governance, which are citizen participation and transparency (Lee et al., 2016: 14).

Kaufmann et al. (2008) assert that government effectiveness encompasses the quality of service delivery, the quality of policy formulation and implementation, the quality of civil service, the extent of its independence from political pressures, and the credibility of a government's commitment to such policies. Sacks and Levi (2016) further expand on effective government as a concept that examines how governments deliver services to their people to improve their social welfare. These authors (2106) state that an effective government is one that is competent in protecting its inhabitants from violence and crime, while ensuring the honesty and competence of its bureaucracy, as well as enabling the provision and maintenance of infrastructure that makes it possible to provide efficient services.

Mbaku (2020), on the other hand, emphasises the notion of good governance, stating that it goes hand-in-hand with an effective government. He (2020) asserts that the lack of good governance in African states has led to extreme damage to governments' corrective intervention role, particularly in the maintenance of peace and security, as well as the promotion of economic growth, and the creation of wealth and development needed to address poverty and sustainable service delivery and to improve human

development. Mbaku (2020) further states that without good governance, African states will never achieve their political, social, and economic goals. This literature contributes substantially to this study. From a South African government perspective, it seems to be lacking all the qualities of good governance and that of an effective government. Hence, the research problem of this study focuses on an analysis of effective government, with specific focus on the local sphere of government.

In the South African local government context, the effectiveness of the local government sphere can be analysed by the quality of its service delivery post-1994, as well as the aforementioned indicators of effective government. This is because the quality of service delivery can be used to describe the distribution of resources that the citizens of South Africa rely on, such as electricity, water and sanitation, infrastructure, land and housing, as well as health and safety (Mshayisa, 2020: 18).

South Africa moved from the oppressive apartheid system, where many of the systems that existed were detrimental to the development of marginalised people (Rulashe & Ijeoma, 2020). Miller (2004) stated that post-1994, the democratically elected government inherited a public service that was plagued with problems. Such problems included poverty, corruption, crime and violence, discrimination, and unequal opportunities. Even so, it has been over two decades since the democratic government promised people better service delivery and jobs; however, South Africans are still plagued by the same problems, even with the help of legislative frameworks like the Constitution of the Republic of South Africa (1996), which gives effect to local government to enable it to create positive development (Mshayisa, 2020). According to the Constitution (1996), service delivery is the provision of sustainable services by a municipality to a community. If not provided, it endangers public health and welfare (Mshayisa, 2020).

South Africa has made great progress since its transition from the apartheid regime to a democratic system. such as a new Constitution and a legislative framework that advocates for the rights and development of the livelihoods of citizens. However, the overall capacity of the state to accelerate the progress in addressing the issues faced by South Africans remains a challenge. Therefore, this study will be able to contribute to the existing literature in determining the extent to which South Africa's local

government sphere has been effective since post-1994 and to provide relevant recommendations where it is lacking.

1.8 Layout of the Study

Chapter 1: Introduction and Overview

The chapter commences with an introduction and an overview of the research study. It focusses on the motivation for the study, the identification of the problem statement; the aims and objectives of the research, and the methodology to be used to conduct the research and the empirical study.

Chapter 2: Conceptualisation

This chapter will focus specifically on effective government and its indicators, as well as defining the role of the local sphere of government. The specific focus on assessing government effectiveness at local government is because it is closest to communities and is responsible for the rollout or distribution of resources through efficient and effective service delivery.

Chapter 3: South Africa and effective government at the local government level focusing on the Ekurhuleni Metropolitan Municipality as a case study

This chapter will focus on the literature review that was undertaken to analyse the effectiveness of the government at the local level post-1994 with a specific focus on the Ekurhuleni Metropolitan Municipality as a case study. The analysis will be based on the following indicators used to examine effective government:

- The efficiency of revenue mobilisation and budget management;
- The quality of transportation infrastructure, telecommunications, electricity supply, public health care provision and public schools, and the availability of online government services (WGI, n.d.);
- Partnering and engaging with civil society; and
- The elements of good governance – accountability, combating corruption, transparency, an enabling legal/judicial framework, and citizen participation (Mbaku, 2020).

Chapter 4: South Africa and effective government in the City of Cape Town Metropolitan Municipality

This chapter will focus on to what degree the government has been effective in addressing the problems faced by South Africans post-1994. The analysis will specifically focus on the City of Cape Town Metropolitan Municipality as a case study and the analysis will be based on the following indicators to examine effective government in the aforementioned Municipality:

- The efficiency of revenue mobilisation and budget management;
- The quality of transportation infrastructure, telecommunications, electricity supply, public health care provision and public schools, and the availability of online government services (WGI, n.d.);
- Partnering and engaging with civil society; and
- The elements of good governance – accountability, combating corruption, transparency, an enabling legal/judicial framework, and citizen participation (Mbaku, 2020).

Chapter 5: Findings, Conclusion and Recommendations

The findings of the empirical study will be discussed in this chapter, followed by a concise conclusion of the entire study undertaken to determine the degree to which effective government and good governance exist in the South African local sphere of government. The chapter will include whether the government has the capacity to address the persisting issues faced by South Africans post-1994, with a focus on turnaround strategies. Lastly, some key recommendations in relation to the research will be presented.

CHAPTER 2: CONCEPTUALISATION AND THEORETICAL FRAMEWORK

2.1 Introduction

South Africa is a sovereign state with a constitutional democracy comprised of three spheres of government (national, provincial, and local) and an independent judiciary system (South African Government, 2017). According to Cloete (2005: 1), the state's role is to protect, develop, regulate, maintain and sustain a good quality of living for its citizens, and ensure proper governance. When the state takes on this key role in society, it has to prioritise its objectives and policy programmes in order to have the best chance of achieving these objectives.

For the purpose of this study, the focus is on the local sphere of government, with specific reference to two metropolitan municipalities as case studies. The local sphere of government is defined as the sphere of government that is closest to the people or communities. It consists of municipalities that are established across the Republic of South Africa (Africa, 2015: 74). According to Koma (2010: 112), the signing of the new South African Constitution in 1996 shaped local government as the epicentre of the government delivering system and at the core of poverty eradication initiatives. This chapter will provide the theoretical framework that will be used in this analysis of effective government with specific focus on the local sphere of government in South Africa. In addition, important concepts that shape this study will be briefly described or discussed in this chapter.

2.2 Critical role of the local sphere of government

Post-apartheid South Africa experienced rapid changes and coordinated local public policy set out to expand and improve the quality of basic services provided to the public. The local sphere of government plays a pivotal role in the process of service delivery and has been subjected to intense reform to enhance its effectiveness and broaden its range of activities in serving the public (Dollery & Van der Westhuizen, 2009: 111).

Figure 1: The structure of the South African government

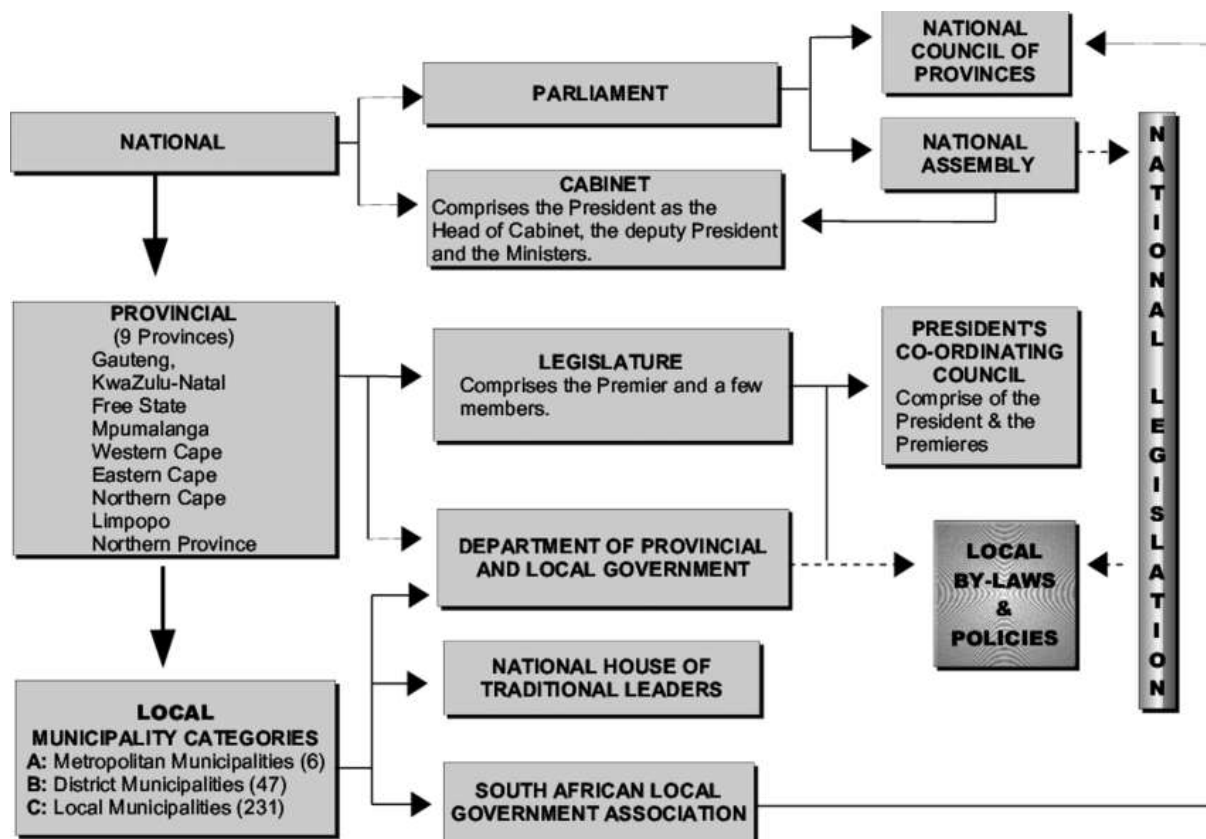


Figure 1 is an organogram that shows the structure of the South African government and how the different spheres link with one another. They operate through different authority branches, the Executive, the Legislative and the Judicial authorities, independently.

In defining the role of the local sphere of government, it is important to highlight that South Africa is a developmental state and local government is at the heart of delivering government systems that are important for developing citizens' standard of living and to alleviate poverty (Koma, 2010). The following are the attributes of a developmental state:

- A state that excels in public administration and is actively involved in the economy to promote social development. Local government makes up a fundamental part of public administration, which also ought to excel regarding the provision of public services and fast-tracking service delivery.

- A strong state capacity is important as a distinguishing feature of a developmental state. It is achieved through the creation of an economic, efficient, and effective public service, operated by the nation's skilful and best officials functioning without constraints, and capable of being innovative in addressing the social and economic needs of citizens (Palidano, 2000).
- A state that involves integrating two separate economic sectors within a country by addressing the socioeconomic needs of the entire population, especially the poor, the marginalised, and the historically disadvantaged.
- Lastly, a well-governed and democratic state that builds its legitimacy on its capacity to simultaneously foster productive economic activities and economic growth, qualitatively improving the quality of life of its citizens and reducing poverty (National Capacity Building Framework, 2008).

In the context of the South African Constitution (1996), and specifically Section 152, a developmental state implies that municipalities assume a greater and more significant role in economic and social development. In other words, this concept resonates with the emergence of democracy in South Africa and is often implemented at local government level when formulating the policy provisions and development in terms of the Constitution (1996) and the White Paper on Local Government (1998) (Govender & Ramodula, 2021). In essence, local government is the sphere of government within communities, and it has the responsibility to respond appropriately to people's needs, interests, and expectations. Van der Walt (2006) argues that the local sphere of government is at the coalface of the government's service delivery system. Hence, it is at this level that this analysis of effective government in South Africa will be conducted.

In addition, local government is a constitutional obligation (Koma, 2010: 113). It is stipulated in Part B of Schedule 5 of the Constitution (1996) that the following services fall within the scope of local government and municipalities within its jurisdiction: the provision of water and electricity, town and city planning, road and storm water drainage, safety and security, waste management, and economic planning (Africa, 2015). Part B of Schedule 4 of the Constitution (1996) further identifies the following matters that are also the responsibility of municipalities: air pollution, building regulations, childcare facilities, electricity and gas reticulation, local tourism, municipal

airports, municipal planning, municipal health services, municipal public transport, and municipal public works (Koma, 2010: 113).

In summary, the decree for local government is also coherently contained in the preamble to the Local Government: Municipal Structures Act, 1998 (Act 117 of 1998), as follows:

A 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, encourage a safe and healthy environment by working with communities in creating environments and human settlements in which all our people can lead uplifted and dignified lives.

The White Paper on Local Government (Republic of South Africa, 1998) lays out four objectives for “developmental local government”. The first objective is the provision of a basic level of household services such as sewage and water. The second objective is that municipalities must work to improve the “spatial legacy of apartheid segregation” through the incorporation of previously segregated urban areas. Thirdly, local economic development should be simulated through economic growth and local job creation. Fourth, community and redistribution should be addressed.

As much as the objectives and functions or responsibilities outlined above are meritorious in the context of post-apartheid South African society, they placed a huge burden on a municipal system that had previously confined its activities to a narrow range of local services that were not inclusive of certain races, such as blacks, who form the majority of South Africa’s population. Moreover, the municipal system was not inclusive of areas that this population inhabited (Dolley & Van der Westhuizen, 2011).

Now, this ushers in the concept of local government ‘capacity’ as these objectives have placed a huge burden on the municipal system to deliver on these meritorious objectives and functions of the local sphere of government.

2.3 Government capacity

State or government capacity refers to the government’s ability to accomplish its intended policy goals, such as the aforementioned ones in the White Paper on Local

Government (1998) (Dincecco, 2017). According to Brynard (1999) and De Coning (2006), capacity refers to the availability of and the access to tangible resources such as human resources, financial or technological resources, possessing the knowledge to implement policies, and the delivery of public services in an efficient and effective manner. Mutually, state capacity refers to the use of intangible resources such as a commitment to, and leadership for, the implementation of public policies and the delivery of public services effectively and efficiently.

The National Capacity Building Framework (NCBF) for local government defines capacity as the potential for something to happen or to be completed. The Framework has a three-pronged definition of capacity, touching on individual, institutional and environmental capacity factors. Individual capacity refers to one's distinct ability to do something or the potential and competency, or lack thereof, found within a person. This type of capacity is normally revealed through a person's specific technical and graduate attributes, knowledge, attitudes, and behaviour accumulated through forms of education, training, experience, networks, and values. Institutional capacity is the potential and competency, or lack thereof, found within an institution. It includes factors such as human resources, organisational purpose, strategic leadership, intergovernmental relations and functions, partnerships, infrastructure, institutional memory, and financial capability. Environmental capacity, on the other hand, refers to the potential and competency, or lack thereof, established outside of municipalities' formal structures. This includes socio-economic composition (e.g., the tax base) and the demographic composition, the political, legislative and social capital within communities, and the natural and mineral resources available (NCBF, 2008: 26).

Capacity is multi-faceted and dimensional in nature. However, it is within the context of these three-pronged definitions of capacity that local government performance should be viewed to understand its critical role and functioning as per legislative prescripts and policy aspects (Koma, 2010: 115).

2.4 Capacity versus capability

Another concept that marries capacity is capability. As this study delves into government capability as well, it is important to highlight the difference to understand the state of local government in democratic South Africa. Capability refers to what is possible under actual circumstances, conversely to capacity, which is the potential for

something to happen in ideal circumstances. Making this useful distinction reflects Amartya Sen's conceptualisation of human capabilities as what the government is able to do in real-life situations, as opposed to what it could do in a perfect world. In other words, this distinction will make a significant impact in this analysis as what is prescribed in legislative prescripts may or may not take into consideration the government's capability, rather than its capacity only (Pakkies, 2022: 11). Hence, the current state of South African local government whereby municipal services are not delivered in an efficient and effective manner; however, this will be discussed in the next chapter.

The use of the term 'capability' thus centres attention on what is possible in a distinct context; therefore, it compels critical thinking about how that context can limit and constrain what is possible. This concept thus incorporates factors such as:

- Individual skills, which refer to the abilities possessed by a person that are deemed to be their strengths (Hendricks, 2019).
- Financial resources, which refer to the assets and logistical means to conduct a programme (Tomilova, 2019).
- The effective use of technology refers to how government institutions utilise technology to effectively assist citizens and improve their standard of living. For example, if a citizen is able to reach a city mayor online or through a telephone call to ask for assistance from their home, then that saves them time and effort. Thus, it enhances citizen participation in open discussions with municipal leaders (Henry, 2015).
- Community participation refers to the direct involvement or engagement of ordinary people in the affairs of planning, governance, and development programmes at the local level of government. This helps to build an informed and responsible citizenry, as well as offers control to underprivileged people over their own situation. This ensures their full participation in determining their own developmental needs (Madzivhandila & Maloka, 2014).
- Political stability in this context refers to the distribution of power in order to cater to the needs of the public and how the public is obedient to the rule of law (Ake, 1975).
- Staff morale refers to the attitude, satisfaction, and overall work ethic of employees within an organisation (Harris, 2021). In this context, it refers to public servants.

- Staff turnover refers to the number of employees who leave an organisation during a specific period (Holliday, 2021).

For example, a programme implemented at local government level to improve the capacity of public servants, individually, may produce significant results for the individuals. However, that alone may not improve the organisation's capability to deliver quality services to people in an effective and efficient manner, or it may not improve the organisation's capability to achieve its objectives, collectively. This is where the distinction lies. Hence, it is entirely possible to invest a considerable amount of time and financial resources in building the capacity of individuals (public servants) without making much difference to the organisation (a municipality) to deliver quality services efficiently and effectively.

Having discussed the capacity and capability of an organisation or the state, as well as linking it to the critical role of local government, the question arises whether the South African local government sphere possesses the capability and capacity to cater to the public's needs and expectations post-apartheid.

In the process of analysing the effectiveness of South African local government, it is important to critically discuss the state of local government in regard to responding to people's needs. This will be done using the following indicators:

- The efficiency of revenue mobilisation and budget management;
- The quality of transportation, infrastructure, telecommunications, electricity supply, public health care provision and public schools, and the availability of online government services (WGI, n.d.);
- Partnering and engaging with civil society; and
- The elements of good governance – accountability, combating corruption, transparency, an enabling legal/judicial framework, and citizen participation (Mbaku, 2020).

2.5 Effective government indicators

2.5.1 The efficiency of revenue mobilisation and budget management

Revenue mobilisation refers to the implementation of tax systems that are fair, as well as revenue that is raised to support inclusive growth, effectively and efficiently. This growth includes infrastructure, education, and healthcare services (Largade, 2016).

Raising revenue is a key objective of any tax system, as well as the expenditure needs of a country, which are substantial. Poverty eradication and sustainable developmental growth depends on economic growth and investment, as well as on the provision of welfare services. These services require more expenditure on them and should be covered by the revenue of the state, which can be collected through taxes and the exploitation of natural resources such as access to royalties and extraction dividends (Girard et al., 2017: 8). To be able to provide these services, budget management is a particularly important aspect in allocating funds for the provision of welfare services. Budget management refers to the regulation of finances and ensuring that all the revenue, expenditure, assets, and liabilities of a state are managed effectively and efficiently (The National Treasury, 2018).

2.5.2 Quality of services

The analysis of this indicator will be based on the provision of services, such as transportation, infrastructure, telecommunications, electricity supply, public health care provision, and public schools, as well as the availability of online government services (WGI, n.d.). This can be achieved under the umbrella of the provision of social welfare services wherein an integrated and inclusive system of social services, facilities, programmes, and social security promotes social development in communities. In addition, these services promote social justice and the social functioning of citizens (The White Paper on Welfare, 1997: 9). Effective service delivery is at the core of local government. Therefore, an analysis based on this indicator will be useful in determining the effectiveness of the South African government post-apartheid.

The following services will be assessed for the purpose of this study:

2.5.2.1 Transportation services in South Africa

According to Joubert (2009: 44), transportation is at the core of the South African economy. It involves the transportation of goods from the manufacturer to the consumer. It also involves the transportation of people from one point to the next as they participate in the economy. Before democracy, previous policies and transportation services only catered for the minority of the population as the majority was marginalised in urban planning at the time. Now, post-apartheid, more people have moved to the urban areas from the outskirts of metropolitan areas, adding strain

to the existing public transportation system which uses busses, trains, and minibus modes of transportation. The taxi industry, on the other hand, commutes an extremely large group of South Africans with low incomes from the outskirts of towns and cities to dispersed economic centres.

2.5.2.2 Infrastructure

Infrastructure refers to the fundamental structure, facilities and systems that serve a state. It encompasses services such as roads, water supply infrastructure, and energy supply infrastructure, which are needed daily. Infrastructure development plays a crucial role in attaining South Africa's long-term economic and social goals (De Lille, 2022: 6).

An analysis of how this service is developed, maintained, and delivered to the public will determine the effectiveness of the South African government post-apartheid. Infrastructure delivery is considered as one of the most fundamental contributions to South Africa's transition from a closed economy, which was mineral based, to a globally and regionally integrated one (De Lille, 2022: 14).

2.5.2.3 Telecommunications

According to Muller (2020), South Africa is home to some of Africa's largest operations, for instance, Vodacom, MTN, Liquid Telecom and Telkom. In other words, South Africa is a telecommunications powerhouse. The country also has exceptional ISPs such as Axxes, Cool Ideas and Afrihost, which provide internet access to residential customers and businesses. This service is important as it makes it possible for people to connect and communicate effectively – no matter where they are. Communication between different stakeholders is facilitated by these telecommunications. The provision of these services goes hand-in-hand with the power supply in South Africa.

2.5.2.4 Electricity supply

This is one of the most important services in the country. It plays a significant role in the betterment of citizens' lives. Besides its social benefit, electricity is also a driving factor for the economy and local government plays a fundamental role in the electricity industry. Schedule 4B of the Constitution lists electricity and gas as a local government responsibility and Section 153 of the Constitution further places the responsibility on municipalities to ensure the provision of these services in an effective and sustainable

manner. Moreover, the Section also stipulates that the provision of electricity promotes social and economic development (The National Treasury, 2008: 109).

2.5.2.5 Provision of public healthcare services

According to ASC Consultants (2020), public health promotes the welfare of the citizens of South Africa. This service ensures the population's safety and protects it from the spread of infectious viruses and environmental hazards like floods and landslides. It also ensures access to safe and quality healthcare to benefit the population. Schedule 4A of the Constitution lists health services as one of the essential services accessible to the public. As local government is closer to the people, municipalities bear the responsibility to provide this service in an effective and sustainable manner.

2.5.3 Partner and engage with civil society

This indicator is also important since partnering and engaging with civil society can positively impact the processes of an effective government. Partnering and engaging with civil society promotes the advocacy for policy change, transparency, and exceptional accountability in governance. The key attributes of civil society are the common needs, interests, and values of people such as tolerance, cooperation, equality, and inclusion. As a result, partnering and engaging with civil society can have a positive influence on the state in terms of promoting good governance through the practice of governance principles (Karodia, 2016: 1).

2.5.4 Elements of good governance

According to Srivastava (2009: 2), good governance is connected to efficient and effective administration in a democratic framework. In other words, it is a development-oriented administration that is committed to improving the quality of life of its citizens.

The elements for governance that are used to analyse effective government are the following:

Element 1: Citizen/Community Participation

This is a key element in governance as it provides citizens with the opportunity to participate in decision-making processes. They are able to inform, influence, monitor and evaluate public decisions, processes, and actions (Srivastava, 2009). In South Africa, community participation is mostly linked to the planning and management of

development initiatives at the local sphere of government. Community participation is defined as an active process of assembling communities to participate in socio-economic and political activities, which will make them effective participants and beneficiaries of collective decisions made and executed by public officials (Madzivhandila & Maloka, 2014: 652).

Furthermore, this element provides communities with opportunities to express their grievances, expectations, and needs in an effective and efficient manner. It also allows marginalised people to have a voice in decision-making processes, as well as in development projects in their communities. The involvement of people creates consensus among different stakeholders and gives people the platform to direct and implement development projects with the purpose of improving their quality of life (Madzivhandila & Maloka, 2014: 653). According to Nzimakwe and Reddy (2008), community participation plays a key role at local government level and forms part of local engagement and citizenship, which is considered as a significant principle of effective local government. As previously mentioned, this principle includes marginalised communities and incorporates them in local affairs in order for them to take ownership of local resources and use them in a sustainable manner for the betterment of their livelihoods. Thus, community participation empowers local communities with skills and develops their abilities to enable them to engage and execute informed decisions with regards to their developmental needs (Madzivhandila & Maloka, 2014: 653). Moseti (2010) expanded on this element by stating that participation serves as a fundamental tool that bridges the gap between the local sphere of government, civil society, and the private sector.

Element 2: Consensus Oriented

Participation from citizens in decision-making processes is not enough; their opinions and ideas need to be properly acknowledged by officials. For instance, when a diverse council reaches consensus, it is more likely to better serve the broader interests and basic needs of its citizens effectively and efficiently (Adel, 2021).

Element 3: Accountability

The element of accountability refers to the relationship between the state and its citizens and how the state takes responsibility for its actions. Good governance stems

from individuals knowing exactly what they are always responsible and accountable for (Nissen, 2021).

Element 4: Transparency

Transparency refers to the government's willingness to providing the public insight on the procedures and processes of its administration. Increased citizen participation and fighting against corruption is impossible without a sufficient level of information available to the public. Moreover, an effective government needs to be transparent with its citizens (Jashari & Pepaj, 2018).

Element 5: Responsiveness

Responsiveness is crucial in the process of delivering services effectively, as well as in tending to the public's need. Associations that have proper governance structures in place can respond to people's needs and interests in a quick and effective manner without leaving out critical stakeholders and ensuring that all relevant parties are informed throughout the process (Linde & Peters, 2018).

Element 6: Effectiveness and Efficiency

One of the greatest benefits of good governance is that it reduces the amount of time and resources spent on finding solutions to people's problems; thus, it promotes effectiveness and efficiency. Good governance is not only being able to achieve the maximised use of resources, but it is also the state's ability to accommodate the needs of the public (Nissen, 2021).

Element 7/8: An enabling Legal/Judicial Framework

South Africa has an independent judiciary system which is a constitutionally enshrined principle that is fundamental to the democratic system of governance. In addition, the primary role of the judiciary is to protect the rule of law and ensure its supremacy. The responsiveness and compliance of the public to the country's rule of law can be an element used to assess effective governance (Adel, 2021).

Compliance, while not the entire focus of governance, makes up a major part of good governance. Governance requires a government to abide by and implement fair legal frameworks that can be enforced impartially (Adel, 2021).

2.6 Conclusion

The purpose of this chapter was to outline the concepts and theoretical framework for application throughout this study. The critical role of the local sphere of government was discussed, as well as the concepts and indicators for effective government.

It was established that the local sphere of government plays a critical and pivotal role in delivering services, not just to the minority of South Africa's population, but to the entire nation, post-apartheid. However, this has placed a huge burden on the government's capacity to practice its role as prescribed in the aforementioned legislative frameworks. Hence, it remains a challenge to address the persisting issues faced by South Africans.

Furthermore, the distinction between state capacity and capability was made in order to facilitate this analysis and not to confuse the two concepts when conducting this study. This was followed by an explanation of the chosen indicators for effective government, as well as a description of some of the services delivered by the local sphere of government in order to provide context.

The following chapter will focus on the Ekurhuleni Metropolitan Municipality as a case study in which some of these concepts will be analysed and discussed using real-life examples.

CHAPTER 3: THE EKURHULENI METROPOLITAN MUNICIPALITY AS A CASE STUDY

3.1 Introduction

In the previous chapter, the framework for assessing, monitoring, and evaluating effective local government in the current democratic South Africa was established. The concepts and indicators that will be used throughout this study were identified and briefly explained. This chapter will classify municipalities and outline how local government is divided in order to gain insight into the responsibilities and objectives of each category, respectively (this section is necessarily descriptive to provide a clear understanding). This will yield an understanding as to how effective the local sphere of government is in providing quality services to improve the quality of life of its citizens. This effectiveness will be measured by analysing how responsive and capacitated the service delivery system is at local government level. Furthermore, this chapter will provide a brief background of the City of Ekurhuleni and will discuss the quality of service delivery by assessing the provision of basic services, which are the fundamental building blocks of an improved quality of life. The capacity of South African local government in delivering quality services, with a specific focus on the Ekurhuleni Metropolitan Municipality, will be examined.

3.2 Classifying municipalities

According to the Constitution (1996: 81), the local sphere of government is comprised of municipalities, which must be established throughout the state's territory. Section 151(2) provides that the Executive and Legislative authority of a municipality is vested in its Municipal Council. Hence, it states that a municipality has the right to govern the local government affairs of its community, independently. However, is subject to national and provincial legislation. Moreover, the national or provincial government may not compromise or impede a municipality's ability to exercise its powers or perform its functions.

In addition, municipalities are understood as the most basic units of government responsible for delivering basic services and encouraging development in their jurisdiction. Furthermore, municipalities are assigned the task to mobilise economic resources, for example, from property rates or service fees, to improve the quality of life of all citizens (Lehohla, 2016: 1).

As a sequel to the introduction of the Interim Constitution of 1993 and the final Constitution of 1996, there was a White Paper that sought to establish three categories/kinds of municipalities with certain defined demarcations. Section 155(1) provides that national legislation must define the different types of municipalities that may be established within each category. Furthermore, this establishes the criteria for determining when an area should have a single category A municipality or when it should have municipalities of both categories C and B.

Chapter 7 of the Constitution (1996) divides the local sphere of government into three categories, namely metropolitan (Category A), district (Category C), and local municipalities (Category B). Category A refers to metropolitan municipalities, which are situated in large, densely populated areas with diverse, strong, and complex economies. Municipalities have executive and legislative authority in their respective areas. Category C municipalities, namely district municipalities, are mostly situated in poorer, sparsely populated areas. They have the responsibility to coordinate with other spheres of government, as well as to plan and allocate resources across their constituent municipalities (Lehohla, 2016: 1-2).

The following are the objects and duties of a municipality as provided for in the Constitution (1996):

Objects of local government:

Section 152. (1) The objects of local government are –

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

(2) A municipality must strive, within its financial and administrative capacity, to achieve the objects set out in subsection (1).

Developmental duties of municipalities

Section 153. A municipality must –

- (a) structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community; and
- (b) participate in national and provincial development programmes (The Constitution, 1996: 81-82).

To provide relevant context for the discussions in this chapter, the following section will briefly define and outline the role of metropolitan municipalities in South Africa.

Metropolitan government

Metropolitan municipalities were established to manage South Africa's urbanised areas. Post-apartheid, urbanisation challenges exacerbated by ongoing socio-economic problems led many people to relocate to the cities from rural areas or the outskirts of the country and put a strain on the existing infrastructure. This is one of the challenges confronting many cities and municipalities. As a result, there are three compelling reasons for the establishment of metropolitan municipalities:

- To create the basis for fair and impartial local governance throughout the municipal region;
- To promote strategic land use planning; and
- To ensure coordinated public investment in physical and social infrastructure (Tshiyoyo, 2021).

The characteristics of metropolitan municipalities in terms of the White Paper on Local Government (1998) are as follows:

- Metropolitan government is able to develop a city-wide framework for economic and social development, and enhance the economic competitiveness and well-being of the city; and
- It creates the basis for metropolitan development that is socially just and equitable, as well as spatial and economically integrated across the metropolitan area. They are able to do this by attracting investments and new businesses.

The following map shows the eight metropolitan municipalities in South Africa and the areas they are situated in:

Figure 3.1: Metropolitan municipalities of South Africa



Source: Kienast (2020)

It is important to understand the establishment of municipalities as this chapter's focal point is found in one of these categories, specifically. Out of the eight metropolitan municipalities in South Africa, only the City of Ekurhuleni will be discussed in this chapter.

3.3 Background on the City of Ekurhuleni

The city of Ekurhuleni is one of the largest metropolitan municipalities in Gauteng and one of the eight metropolitan municipalities in the country. On 5 December 2000, six years into the South African democracy, the previous local government authorities of the nine cities and towns east of Gauteng were dis-established. The previous councils were:

- Alberton (Thokoza),
- Benoni (Daveyton, Actonville, Wattville, Etwatwa),
- Boksburg (Vosloorus, Reiger Park),
- Kempton Park (Tembisa),
- Germiston (Katlhlong),

- Palm Ridge (Zonkesizwe),
- Springs (Kwa Thema, Bakerton),
- Nigel (Duduza),
- Brakpan (Geluksdal, Tsakane),
- Edenvale/Lethabong, and
- The Khayalami Metropolitan Council and the Eastern Gauteng Services Council (Government Communication and Information System, 2021).

During apartheid, the government centrally organised and managed resources. During that time, local municipalities had no significant role in the system, especially in matters that included economic development planning. There was also clear negligence of the majority of the population and the areas in which they lived (Sithole, 2022). However, post-apartheid, there was a major change in the government and governance system, and, with the new system of democracy, municipalities became a significant vessel for the government to implement grassroots initiatives to improve the quality of life of its citizens and foster participation of local communities. Municipalities inherited a pivotal role in the process of service delivery, as well as assuming a wide range of responsibilities and managed resources within their jurisdiction. This change came with numerous challenges for the new municipalities as local government was subjected to intense reforms in an effort to enhance its effectiveness and broaden its range of activities in serving the public (Dollery & Van der Westhuizen, 2009: 111).

Figure 3.2: Ekurhuleni Metropolitan Municipality map



Source: StatSA (2021)

To address the pressing issues that came with this change, a new metropolitan municipality was established, and 11 further administrations were formed into the Ekurhuleni Metropolitan Municipality (Sithole, 2022: 22). The City of Ekurhuleni covers a large area from Germiston to Springs, and to Nigel in the East. The following towns fall within the City of Ekurhuleni's jurisdiction: Alberton, Bedfordview, Benoni, Birchleigh, Boksburg, Brakpan, Clayville, Daveyton, Durnottar, Edenvale, Geduld, Germiston, Katlehong, Kempton Park, Kwa-Thema, Machezierville, Nigel, Olifantsfontein, Springs, Tembisa, Tokoza, Vosloorus, Vorsterkroon. It is known as South Africa's manufacturing hub due to its location. The economy is larger and more diverse in this region, and it accounts for almost a quarter of Gauteng's economy. Moreover, Ekurhuleni has a network of roads, electricity grids, railway lines, telephones, airports, and telecommunications. The City of Ekurhuleni is also considered a transportation hub. OR Tambo International Airport, South Africa's largest railway hub, the Maputo Corridor Development, and a number of South Africa's freeways and expressways are situated in the Metropolitan Municipality's jurisdiction

(Khupuza, 2021: 2-3). In 2022, the Municipality accounted for almost 20 per cent of Gauteng's GDP and 28% of its total production. It is also known as "Africa's workshop" due to its large concentration of industries, with the mining of gold and coal, and the manufacturing of goods and commodities (Sithole, 2022: 22).

In addition, the Municipality is responsible for delivering crucial basic services such as housing, electricity, water and sanitation; improving socio-economic conditions; and developing an agenda for the large population of the Gauteng province, which is an approach to finding solutions for the service delivery issues faced by its citizens. The City's mission is to provide sustainable and developmental services that are affordable, of a high quality, and most importantly, people centred. The focus is on the economic, environmental, and social regeneration of the City and communities, as guided by the Batho Pele (people first) Principles (Skeens, 2015).

In April 2011, the City of Ekurhuleni's council passed and implemented the separation of powers between the executive and legislative arms of government. The purpose of the separation of powers was to usher in a system of checks and balances that needed to be created in the process of delivering services to the Ekurhuleni community. The separation of powers in Ekurhuleni is implemented by means of a governance framework that stipulates appropriate roles, responsibilities, and accountabilities for political structures and political office bearers, as well as for the City Manager and the Municipal Administration. It is significant to understand this because it will play a vital role in determining the effectiveness of the Municipality in delivering quality services and who should be held accountable if there is a backlog in the service delivery system (City of Ekurhuleni, n.d.). This relates to the accountability governance principle, discussed in Chapter 2, which entails that public officials or servants should take responsibility for their actions.

The different roles and responsibilities in the governance framework in Ekurhuleni are summarised below:

3.3.1 The Legislature

The legislative branch is made up of the Council, the Chief Whip, the speaker of the Council, and two sets of council committees, namely Section 79 Portfolio Committees

and Standing Committees. This branch of government is responsible for making laws, oversight, and public participation. In addition, the legislature is accountable for developing and adopting the policies, plans, and strategies of the Municipality. It monitors and reviews the actions of the executive, and it proactively interacts with the executive and administration. It also ensures participatory governance by building community engagement and participation, as well as empowering communities (City of Ekurhuleni, n.d.).

3.3.2 The Council

The Council has to strive to achieve the objectives of local government as prescribed in Section 152 of the Constitution (1996). It must oversee the approval of municipal by-laws, the IDP (Integrated Developmental Planning), the budget, and tariffs. In addition, the Council, through its various committees, monitors and analyses delivery and outputs as carried out by the Executive. Moreover, the Council has the duty of facilitating stakeholder and community participation in the affairs of the Municipality through the ward committee system (City of Ekurhuleni, n.d.).

3.3.2.1 Ward Councillors

Ward councillors play a central role in the communication process between the communities that they represent and the Municipality, providing feedback reports through ward meetings and assisting the community in identifying their needs as well as priority areas for development. Hence, this caters to the Municipality's planning processes and responds to people's needs (City of Ekurhuleni, n.d.).

The City of Ekurhuleni comprises 112 wards, with 224 councillors. Half of the councillors are directly elected, and the other 112 representatives are elected through political party lists. Consequently, community participation and engagement are achieved by each of the 112 ward councillors as part of the Ward Participatory System (City of Ekurhuleni, n.d.).

3.3.3 The Executive

The executive branch of local government executes Council's mandate by implementing by-laws, strategies, policies, and Council's decisions, including, ensuring that the City operates effectively. The executive mayor is at the centre of the system of governance as executive powers are vested in him/her by the Council to manage the daily affairs of the City. In other words, the mayor is responsible for exercising the powers, functions, and duties delegated by the Council in consultation with the Mayoral Committee. This means that the mayor encompasses all strategic and political responsibility (City of Ekurhuleni, n.d.). These are the key role players in the delivery of the Municipality's mandate and in carrying out the day-to-day affairs of the City of Ekurhuleni.

As established in the previous chapter, in the process of analysing the effectiveness of South African local government, it is important to critically discuss the state of local government in responding to people's needs. This will be done through utilising the following indicators:

- The efficiency of revenue mobilisation and budget management;
- The quality of transportation, infrastructure, telecommunications, electricity supply, public health care provision and public schools, and the availability of online government services (WGI, n.d.); and
- Partnering and engaging with civil society.

Moreover, the elements of good governance are accountability, combating corruption, transparency, an enabling legal/judicial framework, and citizen participation (Mbaku, 2020).

3.4 Revenue Mobilisation and Budget Management in the City of Ekurhuleni

According to Oluwu and Wunsch (2003), a robust, vigorously healthy system for local government is an important pre-condition for the success of fiscal decentralisation. Revenue mobilisation refers to the increase in assets of governmental funds that do not increase liability or the recovery of expenditure. This kind of revenue is acquired through taxes, license fees, permits, and other fees payable to the government. In other words, revenue mobilisation is the act of assembling and organising financial contributions from all income accumulated from identifiable sources in an economic

setting (Adu-Gyamfi, 2014: 11). All revenue is recorded, allowing for the accountable monitoring of progress (City of Ekurhuleni, 2021).

There are three main categories for municipalities' sources of revenue:

- Income generated by the municipality itself,
- Fiscal transfers from other spheres of government, and
- Loans.

3.4.1 Income Generated by the Municipality

The income generated by the Municipality is accumulated through property rates, service charges, or fees. Property rates are collected from the owners of land, houses, buildings, or businesses. The amount levied by a municipality is generally based on the value of the property. Service charges, on the other hand, are charges that are levied on services such as electricity, water, refuse removal, and sanitation. A municipality also charges users for the use of their own facilities such as recreation centres and sports grounds (BusinessLive, 2020).

Fiscal transfers

This type of revenue refers to the grants and subsidies that are provided by the national sphere of government. They come with certain, for example, they need to be used for specific reasons. For instance, the Municipal Infrastructure Grant (MIG) or Urban Settlement Development Grant (USDG) is given to municipalities with a specific condition, namely, that those funds must be used for maintaining infrastructure, such as roads, pipes, and wastewater treatment plants. Unconditional grants, on the other hand, can be used for a variety of purposes at a municipality's discretion. The equitable share is one example of an unconditional grant (BusinessLive, 2020).

The Constitution (1996) provides that each sphere of government - national, provincial, and local - is entitled to an equitable share of revenue raised nationally to enable it to provide basic services and perform the functions allocated to it (South Africa, 1996).

Loans

Local government can receive national or international loans from private national banks, international markets or financial institutions. These loans may be used to fund the objectives and needs of a municipality (BusinessLive, 2020).

In terms of the City of Ekurhuleni, the Municipality also accumulates revenue through taxes, tariffs, and levies (City of Ekurhuleni, 2021: 30). The Municipality also generates revenue from the manufacturing industry, as it is the country's manufacturing hub, as mentioned before. It is also important to note that world-class casinos, hotels, and other entertainment facilities and investments play a major role in the City's economy. According to Mzwandile Masina (2020), the Executive Mayor of the City of Ekurhuleni, manufacturing constitutes about 20% of the Municipality's revenue. Apart from these ways of collecting revenue, municipalities get their income from property rates, service charges, and fines (BusinessLive, 2020). According to Akorsu (2015), revenue collection is essential for the implementation of municipalities' plans and development programmes.

The City continues to explore ways of enhancing its revenue through its Revenue Enhancement Innovation Strategy, which aims to drive investment opportunities into its economy. In 2020, the Executive Mayor shared with BusinessLive new ideas intended to bring new sources of revenue for the City of Ekurhuleni. He emphasised that these ideas needed a partnership with the private/business sector in order to fund and launch them. The ideas included the building of a Formula 1 racecourse, Ekurhuleni University, the development of Disney Africa, and botanical gardens (BusinessLive, 2020).

In terms of mobilising revenue, the role players in delivering this mandate are doing a commendable job thus far since these strategies will not only increase revenue but, will increase the Municipality's ability to address the pressing issues which plague its local communities. For instance, Masina (2020) also stated that 700 million rand had been invested to build the Radisson Hotel near OR Tambo International Airport, which would create employment for the people of Ekurhuleni; thus, decreasing the unemployment rate in the region. Furthermore, the development of new communities would happen when the construction of Ekurhuleni University had been completed and more jobs would be created. Infrastructure would also be developed during the

course of these projects, such as roads to reach the establishments (BusinessLive, 2020).

Moreover, after mobilising or accumulating revenue, Section 153 of the Constitution (1996) requires that a municipality must structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community, and to promote the social and economic development of the community (The Treasury, 2011: 75).

The budget of a local government is a comprehensive plan of how a municipality plans to spend its funds in line with its objectives, priorities, and needs, while a municipal budget is a financial plan containing the costs for these objectives, as well as where the income will come from. The financial year of South African municipalities runs from 1 July one year to 30 June the next year. A municipality prepares its budget and then the Council approves it before the beginning of the financial year. However, this is done after planning and consulting with ward committees and other stakeholders within a municipality's jurisdiction. In the case of the City of Ekurhuleni, it opens the draft budget yearly for local community members to scrutinise the proposed budget, which affects their areas. This is done as part of the public participation process (Mokwena, 2022).

The revenue accumulated by a municipality should be used in the public's interest and for the betterment of their livelihoods. The City of Ekurhuleni seems to be carrying out this task effectively.

According to the City of Ekurhuleni, the formulation of the current budget was based on the views of the public acquired through a public participation process and budget tips campaign conducted by the Municipality (Ekurhuleni News, 2022). This highlights the Municipality's compliance with the governance principles, especially participation, legitimacy, and transparency.

Moreover, the citizens emphasised the following issues in the aforementioned campaign. They said that the Municipality should do the following:

1. address the state of the roads within their communities,
2. quickly deliver housing,
3. respond to the water crisis,

4. put an end to water interruptions, and
5. most importantly, acutely reduce power outages.

In an attempt to address these highlighted issues in the Municipality's service delivery, tariffs were increased in order to accumulate funds to finance these needs. For example, sundry tariffs were increased by 48%, while the refuse removal tariff increase was proposed at 7%. In addition, electricity, water, and sanitation tariffs were set to increase by 9.6% and 11%, respectively. Thus, a sizeable portion of the City's revenue of R48 billion for 2022/23 was projected to come from these tariff increases (Nkosi, 2022).

In the State of the City Address, the Executive Mayor announced crucial service delivery objectives in order to make real progress in the betterment of citizens' lives. Hence, the current budget of the City of Ekurhuleni facilitates the achievement of those objectives, including those mentioned by the community members. This will be done through the consolidated expenditure of R51.2 billion. A breakdown of this expenditure is as follows:

- An operating expenditure budget of R47.9 billion; and
- A capital expenditure budget of R3.3 billion.

The operating expenditure budget is funded from R42.5 billion, which is revenue generated by the Municipality itself, and R5.7 billion is from operating grants. The capital expenditure budget, on the other hand, will be funded by R273 million from internal revenue, generated by the Municipality, and R2.2 billion in government grants. Lastly, R746 million will come from loans (Nkosi, 2022).

In summary, the aforementioned is how the City of Ekurhuleni has mobilised revenue in order to fund the objectives outlined above and to meet the needs of its citizens. The budget is managed in a way that also aims to address pressing issues.

The following section will explore how the budget is allocated in order to facilitate the achievement of quality services in the City's communities. This will provide insight into the quality of services delivered. This is also a determining factor in the effectiveness of the Municipality.

3.5 Assessing the ‘quality’ of services in the City of Ekurhuleni

Basic services are a fundamental source to address the social inequalities and structural imbalances created by apartheid’s spatial fragmentation of urban areas. In addition, basic services are strategic interventions to give effect to the constitutional mandate of local government (Lehohla, 2016). Hence, a critical analysis of their quality speaks to the effectiveness of local government.

For the purpose of this study, the following services will be assessed:

- Transportation services
- Infrastructure
- Telecommunications
- Electricity supply
- Provision of healthcare services

3.5.1 Transportation Services in the City of Ekurhuleni

The development of transit systems for the purpose of connecting people to their jobs is often the catalyst for economic expansion and city growth. Post-apartheid, urbanisation occurred and the construction of public transport and infrastructure, including rapid rail transport projects, became a growing demand in cities. For instance, in major cities around the world, the development of rail infrastructure to link cities to airports and other amenities has become common practice. Further, in 1999, the Gauteng Provincial Government prioritised a rail link between Johannesburg and Pretoria, and between Sandton and OR Tambo International Airport. This was named the Gautrain Rail Project and it is regarded as a traffic solution in Gauteng because the rail link connects people to their jobs and travel destinations (Arnold, Roux & Hattingh, 2017: 184).

In addition, the Ekurhuleni Municipality has developed an integrated transport system to offer all commuters access to different modes of transport. This is access to integrated transport facilities that are safe, affordable, efficient, and dependable. According to the Brakpan Herald (2014), the City is committed to serving its residents and will continue to invest in infrastructure and facilities that support economic development and job creation. In 2019, the City rolled out a new fleet of Harambee buses, and new routes were added. This was part of the City’s plan to make public transport more accessible, dependable and cost-effective for all commuters. The new

fleet connected nine towns and 17 townships with an accessible and reliable transport systems. As a result, township dwellers could travel from and to work, schools and places of leisure, using one bus. This highlights how this action of the City of Ekurhuleni made traveling easier and more cost-efficient and effective for its residents (Infrastructure News, 2019).

Relating to the aforementioned, Harambee started out with only eight buses in 2017 and only one route from Rabasotho Hall (in Tembisa) to Isando. The following December, a second contemporary route was launched, and ten new buses were rolled out by the City at the beginning of 2019. Since its establishment, Harambee has grown in fleet numbers, as well as in passenger numbers. To date, there are over 3000 daily passengers who use this public transport (Infrastructure News, 2019). Furthermore, this transport system makes use of reusable bus tickets in the form of the Harambee Card, which allows commuters to “top up, tap in and tap out” in the easiest, quickest, most efficient, and safest way (3S Media, 2021).

The City also provides another bus service (apart from Harambee), called the Ekurhuleni Bus Service, which is a well-established transport service that operates from two depots in Germiston and Boksburg. The service continues to attract support from the residents, with a million passengers per annum (Infrastructure News, 2019).

Moreover, the City has been working on updating the Integrated Public Transport Plan (IPTN). The goal of the IPTN is to bring about significant transformation in the public transport sector by establishing a high-quality and affordable public transport system. The key objectives of the new system are to enhance connectivity between residential areas and major economic employment nodes, reducing current journey times for public transportation. Hence, the aim is to create a seamless and efficient network that benefits commuters. To achieve this, effective operational integration is crucial. This integration will act as a catalyst for the overall transformation of public transport in Ekurhuleni. Over time, it is expected to lead to improvements in the quality of services, vehicles, and facilities. Operational integration focuses on various aspects, including network integration, physical integration at transport nodes, the development of Transit Oriented Developments (TODs), implementing through-ticketing systems, integrating information services, and technical integration to ensure smooth operations across different modes of transport.

In summary, the City's ongoing efforts involve updating the Integrated Public Transport Plan with the aim of establishing a high-quality and affordable public transport system. The Plan focuses on improving access, reducing journey times, and achieving operational integration through various measures, such as network integration, TODs, through-ticketing, information integration, and technical integration.

Although the Metro faced challenges during the COVID-19 pandemic, imposed by lockdown restrictions, the City has progressed well in the implementation of the integrated rapid public transit network (IRPTN) infrastructure projects. The City completed the construction of two of nine bus stations in the 2019/20 financial year. The remaining seven were to be completed in the 2020/21 financial year. Thus, it can be said that the Transport and Fleet Management Department achieved more than 70% of its predetermined objectives, thereby utilising 85% of the allocated capital budget (3S Media, 2021).

3.5.2 Infrastructure Services in the City of Ekurhuleni

Infrastructure such as roads, water systems, power supply, buildings, and public amenities represent a significant asset base of any municipality. Therefore, a municipality has a moral and legislative duty to safeguard these assets, as well as ensure that they serve the community at large for the betterment of their livelihoods (Patience & Nel, 2021: 1). Further, the provision of this basic service ensures social health that eventually supports economic growth (Boshoff, 2009: 1).

According to Vagliasindi (2022), one can determine that infrastructure affects growth through several supply and demand-side channels. For instance, investments in energy, telecommunications, and transport networks directly impact growth, as all types of infrastructure represent a particularly important input in any production of goods and services. In addition, with good development and the maintenance of infrastructure, the cost of delivered goods can be reduced, it can facilitate the physical movement of people and goods, as well as remove productivity constraints and increase competitiveness.

Furthermore, infrastructure development plays a crucial role in South Africa's long-term economic and social objectives. As a developing nation aiming for significant structural changes, it is imperative for the public sector to take the lead in this endeavour. Enhancing infrastructure will have a substantial impact on South Africa's

shift from a historically isolated minerals-based economy to one that is globally and regionally integrated, inclusive, and home to thriving industries of the future (De Lille, 2022).

Public investment in infrastructure is key in achieving higher productivity and competitiveness, reducing spatial inequality, and fostering the growth of new job-creating sectors. Consequently, it serves as the essential foundation for transformation and inclusive economic expansion. The construction of infrastructure not only generates employment opportunities but also contributes to the empowerment of the black community, aligning with the objectives of the National Development Plan (NDP) (De Lille, 2022).

3.5.2.1 Roads and Transport Infrastructure in the City of Ekurhuleni

The City of Ekurhuleni is well served by transport networks consisting of freeways, and provincial and regional roads. The freeways go both in a north-south and east-west direction and connect Ekurhuleni to the rest of Gauteng and provide mobility within the metropolitan area. The major freeways in the region are the N3, N12, R24, R21, and N17. The transport infrastructure within Ekurhuleni comprises both linear assets, which include roads, and fixed assets, such as bridges and taxi ranks. Currently, the City has embedded an IRPTN consisting of seven different routes. Route 1 is 50 km long and has 41 stops. This route connects Zuurfontein and Kempton Park West in the north with Katlehong via Germiston and Alberton in the south. Route 2 is 54 km long and accommodates 55 stops. This route starts at Tembisa and connects to Boksburg via Kempton Park. Route 3 will go from Kempton Park in the north to Duduza via Benoni and Brakpan in the south. In total, the route is 53 km long and accommodates 40 stops. Route 4 is 42 km long and accommodates 26 stops. This route connects Etwatwa in the north to Duduza with Springs in the south via Daveyton. Route 5 goes from Brakpan in the east to Alberton via Rondebult in the west. In total, the route is 24 km long and accommodates 16 stops. Route 6 connects Etwatwa in the east with Kempton Park in the west via Benoni. This route is 33 km long with 21 stops. Route 7 goes from Etwatwa in the east to Boksburg in the west via Benoni. In total, the route is 30 km long and accommodates 23 stops.

The Passenger Rail Agency of South Africa (PRASA) provides the commuter rail service in the metropolitan area. There are 75 passenger train stations in the region.

As per the CITP 2013-1017, PRASA upgraded the corridor from Mabopane to Naledi in 2013. This route includes 13 rail stations within the Municipality. The City also has two Gautrain stations within their jurisdiction, out of the ten Gautrain stations that connect three metropolitan municipalities in the Gauteng Province.

Furthermore, road and transport infrastructure include repairs and maintenance, the aforementioned IRPTN, and the construction of new taxi ranks and metro buses to cover new routes. According to research by the City of Ekurhuleni (2020), the Ekurhuleni Integrated Public Transport Plan is based on the principle of improving the existing railway network as the main backbone of the public transport system. Additionally, it aims to introduce a Bus Rapid Transit (BRT) system to complement the railway network. The plan includes the expansion of the non-motorised transport infrastructure and the extension of the municipal bus services to areas not covered by the BRT and rail network.

The City envisions that in the future 85% of the population will be within 1 km of a rail, BRT, or feeder station, ensuring better access to public transportation for the majority of residents. To achieve comprehensive coverage, the plan identifies seven road-based trunk corridors that align with the major mobility routes outlined in the Metropolitan Spatial Development Framework (MSDF). These corridors, along with their branch and feeder routes, connect various marginalised and economic nodes in Ekurhuleni, aiming to provide equitable access to opportunities for all residents (City of Ekurhuleni, 2020).

Fourteen stations/nodes have been identified as integration points for different modes of transport, including rail, bus, taxi, cars, and non-motorised transport. Examples of these nodes include Leralla Station, Germiston Station, Natalspruit Hospital Node, Kempton Park Station, Rhodesfield Gautrain, and the SARCC/Metrorail Stations. Furthermore, the implementation of the IRPTN network prioritises the north-south trunk route. The plan includes a proposed programme for the implementation of the network, which outlines the timeline for different stages of development (City of Ekurhuleni, 2020).

Overall, the Ekurhuleni Integrated Public Transport Plan focuses on enhancing the railway network, introducing BRT, expanding non-motorised transport infrastructure, and extending bus services to improve public transportation accessibility and

connectivity throughout the city. Hence, the City has recognised the importance of non-motorised transport (NMT) and has incorporated it into the development of its Harambee BRT infrastructure. This decision aligns the City with its global peers who are also prioritising NMT options and including dedicated lanes for non-motorised transport in their public transportation systems (City of Ekurhuleni, 2020).

By committing to providing safe, reliable, and accessible public transport, the City aims to promote a healthy and cost-effective choice of lanes for activities such as cycling, walking, jogging, and skateboarding. Thus, promoting social health, as prescribed in the City's constitutional mandate (City of Ekurhuleni, 2020).

Returning to NMT, Cllr Phelisa Nkunjana, the MMC for Transport Planning, emphasised its crucial role in enhancing and complementing existing public transport systems. NMT infrastructure provides secure access to public transportation through walking or cycling; thus, facilitating seamless integration between different modes of transport. While walking and cycling are promoted as healthy and cost-effective choices, safety and the availability of appropriate infrastructure are important considerations. The provision of dedicated NMT infrastructure addresses these concerns by ensuring the safety of pedestrians and cyclists and by offering them a reliable means of transportation (City of Ekurhuleni, 2020). The promotion of NMT infrastructure also contributes to enabling citizens to reach public facilities in a safe and environmentally friendly manner. Places of employment that were previously challenging and time-consuming to access have become more accessible through the establishment of bicycle paths and other NMT facilities (City of Ekurhuleni, 2020). Cllr Nkunjana concluded that NMT was a key element in encouraging clean urban transport. Particularly for short distances, which constitute a significant portion of trips within cities, NMT can be an attractive mode of transportation. By prioritising NMT infrastructure, the City aimed to encourage its residents to choose sustainable and healthy transportation options while improving overall urban mobility (City of Ekurhuleni, 2020).

3.5.2.2 Power or Electricity Supply

One of the key factors of being an effective municipality is the ability to provide power or electricity, which falls under the list of basic services, for its citizens in an efficient and sustainable manner. According to Part B of Schedule 4 of the Constitution (1996),

the City of Ekurhuleni Metropolitan Municipality holds the authority and accountability for managing the distribution of electricity throughout its jurisdictional area. This entails the Municipality's responsibility to ensure that all consumers within its jurisdiction have access to electricity distribution services. The City of Ekurhuleni accomplishes this by utilising an internal mechanism led by a professional engineer, who heads a department responsible for distributing electricity to the Municipality's customer base.

In order for the City to deliver this service, there is an Energy Department which is responsible for the following:

- to distribute electricity in an effective, efficient, equitable, and sustainable manner,
- to apply appropriate standards,
- to make optimal use of resources,
- to be guided by the principles of Batho Pele,
- to consider environmental and developmental needs, and
- to address the services' backlog in the communities.

The Department has the following strategic focus:

- The City will provide excellent (reliable and sustainable) electricity services,
- The City will improve accessibility to electricity,
- The City will lead the way in green issues/renewable energy,
- The City will inspire effective corporate governance, and
- The City will pursue organisational excellence ((City of Ekurhuleni, 2021b).

The Department outlined the following set of objectives for the upcoming five-year period:

1. Ensure a consistent and reliable electricity supply:
 - Enhance, expand, and maintain the electricity network to deliver reliable service.
 - Efficiently manage and strengthen the City's electrical assets and infrastructure to ensure resilience.
2. Enhance electricity accessibility:
 - Provide electricity to both new and existing developments, as well as informal settlements.

- Install high masts or streetlights to improve visibility and safety.
 - Introduce solar power solutions in informal settlements.
3. Promote environmental well-being:
 - Incorporate sustainable practices in electricity delivery to contribute to the concept of a "green city".
 4. Establish effective corporate governance:
 - Foster a positive and secure work environment that emphasises community engagement and excellence.
 - Prevent corrupt activities and malpractices.
 5. Achieve organisational excellence:
 - Strive for high performance and efficiency within the Department and its operations (City of Ekurhuleni, 2021b).

According to Ratshomo (2022: 17), electricity infrastructure is divided into three sub-sectors: generation, transmission, and distribution. In terms of electricity generation, Eskom is the dominant player. Eskom is responsible for generating, transmitting, and distributing electricity to various customers in South Africa, including the industrial, mining, commercial, agricultural, and residential sectors. Eskom also buys electricity from Independent Power Producers (IPPs) through different agreement schemes and sources electricity from facilities located outside the country. The majority of power stations are situated in Mpumalanga, with the exception of Lethabo and Matimba, which are located in the Free State and Limpopo provinces, respectively.

According to the research of Black Jills Engineers (2022), within the boundaries of the City of Ekurhuleni, there is transmission as well as a substation owned by both the City and Eskom. City Power also supplies a small portion of the City's consumers via the Allandale substation. In 2017, only 81.6% of the electricity consumers within the Municipality's jurisdiction had access to electricity, as supplied by Ekurhuleni, Eskom, and City Power. In response to this, the City adopted a resolution to electrify informal settlements in their jurisdiction. As a result, during the 2016/2017 fiscal year, 6000 households were electrified.

Although the City has a clear mandate on how to deliver electricity effectively, sustainably, and efficiently to its consumers, the national electricity supply has been a cause of concern for a number of years (Ratshomo, 2022). South Africa has been

grappling with power shortages, worsened by the fact that Eskom, the nation's electricity provider, had only half of its power generation capacity functional by the end of 2022 (Winkler, 2023). As a result, rotational power cuts have increased, leaving users without electricity for up to ten hours a day. The situation is expected to deteriorate further, potentially providing only 12 hours of power per day. Eskom's financial instability suggests that the problem will persist in the medium to long term.

In 2006, South Africans enjoyed ample electricity at highly affordable rates. However, in the years since, electricity tariffs have skyrocketed, increasing at a rate four times higher than inflation. Consequently, factories, mines, farms, businesses, and individuals are now seeking to decrease their dependence on Eskom's power grid by generating electricity on their own premises. Although this approach reduces the demand for power from Eskom, its effectiveness in substantially reducing power cuts has been limited so far (Winkler, 2023).

According to the 2023 Budget Speech for the City of Ekurhuleni, the municipality has generated R22 billion in revenue from the sale of electricity. However, the budget allocation for service provision will be influenced by the demands expressed by the community during the consultative period of the Integrated Development Plan (IDP). The City of Ekurhuleni is committed to principles of governance such as transparency and participation, as exemplified in this case. Residents of Katlehong, Brakpan, Springs, and Boksburg have expressed concerns about crime and vandalism targeting the electricity infrastructure. Similarly, the residents of Khathorus have emphasised the need for reliable electricity. In response, the City has prioritised the provision of reliable electricity in its budget, recognising its crucial role in powering the modern industrial economy and ensuring the continued development and sustainability of the Municipality (Dunga, 2023: 8).

However, following the budget speech by the MMC of Finance, Nkululeko Dunga, residents of Germiston expressed hope as an allocation of R277.5 million was dedicated to addressing power supply issues. The funds will be utilised for various purposes, such as upgrading substations, improving network infrastructure, providing bulk services to new developments and informal settlements, and upgrading ageing electrical networks. However, despite these efforts, residents in areas like Primrose, Fishers' Hill, Dawnview, Lambton, Albemarle, and Dinwiddie continue to experience

power surges and prolonged outages following load-shedding. Twinpen Flats on Violet Street has also been affected, prompting numerous complaints from residents. While Dunga promised electricity stability in his budget speech, inquiries made by GCN regarding turnaround times for restoring power supply, short-term solutions for the energy crisis, and plans for stability during winter were not addressed. Instead, the City of Ekurhuleni stated that they are working on resolving the issue and will share their immediate, mid-term, and long-term plans with the public through the media (Vilakazi, 2023).

Moreover, Eskom has reported a rise in the theft and vandalism of electricity infrastructure. The power supply problems in Gauteng continue to endanger vital services and the lives of residents. The responsible entity has noted worrisome levels of damage to its network infrastructure, including transformers and substations, leading to extended periods without electricity for customers, including those reliant on essential services (Slater, 2023).

3.5.2.3 Water Supply and Sanitation Infrastructure

Water and sanitation are one of the most important basic services to be provisioned by the local government sphere to its communities in order to survive and lead a healthy lifestyle. Water is fundamental to life, food production, the environment, hygiene, and power generation. Therefore, the development and maintenance of water resources and sanitation infrastructure services are vitally important (Banerjee & Morella, 2011).

According to Banerjee and Morella (2011), having access to dependable and safe water and sanitation services is crucial for cities. They need protection against water-related risks such as floods, droughts, and water pollution. It is also important for them to manage freshwater ecosystems and catchments effectively in order to maintain ecosystem services.

South Africa, being a country with limited water resources, experiences significant variations in water availability across different regions and over time. To ensure a secure water supply, the country has established strict regulations and developed advanced water infrastructure, including some of the most extensive reservoir systems worldwide, such as the new reservoir storing drinking water in Vlakfontein, a town in Ekurhuleni. The facility was inaugurated on 17 February 2023 (Magoum, 2023).

Water resources are essential for meeting basic human needs, promoting economic development, addressing social demands, and supporting ecological and environmental requirements. However, in a water-scarce country like South Africa, water is already allocated to existing uses and competing demands, and there is often a lack of appreciation for its scarcity. Consequently, water is frequently wasted, polluted, and poorly managed. As cities and the economy continue to grow, the demand for the limited water supply will only increase (Du Plessis, 2023).

Managing water effectively involves addressing challenges related to water availability (both spatially and temporally), ensuring water quality for various uses (such as dealing with issues like acid mine drainage), developing and maintaining water infrastructure for human and economic purposes, and preserving the ecological services provided by water (such as flood mitigation and water purification). In South Africa, cities are responsible for providing, maintaining, and generating revenue for water supply and sanitation services. Balancing the infrastructure needs of new residents, maintaining existing infrastructure, and collecting revenue in situations where many residents cannot afford to pay will remain a complex challenge in the future. Furthermore, the water sector, particularly at the local level, often lacks the necessary skills and human capacity to effectively address the scale and complexity of these challenges (Du Plessis, 2023).

Currently, water usage in Ekurhuleni exceeds the reliable supply, leading to water shortages during dry periods, such as the ongoing drought conditions. During those times, the City is compelled to implement water restrictions (Magoum, 2023). According to the research by Black Jills Engineers (2022: 65), the current condition of water resources in Ekurhuleni is worsening due to the population growing faster than the available resources. Another significant reason for water scarcity is unaccounted-for-water (UFW), which refers to treated and distributed water that does not reach its intended recipients.

Lastly, the sole focus on expanding water access has strained the existing infrastructure, resulting in operational failures. Mismanagement, allegations of corruption, and a lack of skills have left one-third of South Africa's infrastructure dysfunctional. Furthermore, almost half of the wastewater treatment works are in a poor condition, posing health risks and damaging ecosystems. The City's progress

toward achieving universal water and sanitation access has been hindered, and the reliability of services has declined. These challenges have been exacerbated by the COVID-19 pandemic. While there has been infrastructure expansion, the actual functionality of water supply schemes has decreased, leading to unreliable services (Du Plessis, 2023).

3.5.3 Telecommunication Services in the City of Ekurhuleni

According to the World Trade Organisation (2012), telecommunication services form the foundation of the digital economy, facilitating online commerce for goods and services. It enables extensive trading through foreign companies establishing a commercial presence (mode 3 under the General Agreement on Trade in Services) and cross-border supply (mode 1 under the GATS). This sector generates revenue exceeding US\$ 1.6 trillion, with mobile services accounting for 65 percent of the total. Despite the challenges posed by the 2020-2021 COVID-19 pandemic, the telecommunications industry has shown resilience. It has played a crucial role in supporting the adoption of various services and meeting the significant surge in online activity driven by COVID-19.

Telecommunications services in the City of Ekurhuleni refer to the infrastructure, technologies, and networks that enable communication and connectivity within the city. These services encompass various forms of communication, including voice calls, internet access, data transmission, and mobile connectivity. The City also offers free Wi-Fi services that can be accessed whenever a person is in the buildings or in the vicinity of where the City's has Wi-Fi connection.

In the City of Ekurhuleni, as in many other urban areas, telecommunications services play a vital role in supporting everyday activities, business operations, and social interactions. They facilitate communication between residents, businesses, and government entities, enabling the exchange of information, access to online services, and participation in the digital economy (Ncamphalala & Vyas-Doorgapersad, 2019).

Telecommunication service providers in Ekurhuleni offer a range of services, including fixed-line telephone connections, mobile network coverage, broadband internet access, and other data services. The City's telecommunications infrastructure includes a network of telephone exchanges, cellular towers, fibre-optic cables, and other

necessary equipment to ensure reliable connectivity (Ncamphalala & Vyas-Doorgapersad, 2019).

Access to telecommunications services in Ekurhuleni is essential for individuals and businesses to stay connected, access information, engage in online activities, and communicate effectively. Reliable and fast telecommunications services are also crucial for supporting economic growth, education, healthcare, public safety, and overall development within the city. The City of Ekurhuleni, like other municipalities, works closely with telecommunication service providers to ensure the provision of high-quality and accessible services to its residents and businesses. This collaboration involves monitoring service quality, promoting competition among providers, and addressing any issues or concerns related to telecommunications infrastructure and services (Ncamphalala & Vyas-Doorgapersad, 2019). Overall, telecommunications services in the City of Ekurhuleni contribute to enhancing connectivity, driving digital transformation, and enabling socio-economic development within the region (Ncamphalala & Vyas-Doorgapersad, 2019).

Furthermore, the City of Ekurhuleni has emphasised its vision of a digitally connected city where all citizens have access to affordable broadband services. ICT development is seen as a crucial aspect of the Municipality's economic transformation and development. Moreover, the Municipality acknowledges the importance of the private sector in providing infrastructure and services and it aims to facilitate this process (Yes Media, 2019).

The City of Ekurhuleni has made significant progress in building a wireless network that connects all administrative centres and is now focusing on improving individual administrative processes and creating a unified customer view. The City's Digital City Blueprint demonstrates a deep understanding of the local economy, realities and inequalities, aiming to address digital inclusion and e-governance needs (Ncamphalala & Vyas-Doorgapersad, 2019: 216).

The City of Ekurhuleni's strategy further recognises the interconnection between social development and local economic development. The goal of the Growth and Development Strategy (GDS) 2025 agenda is to establish world-class ICT infrastructure that supports economic growth, including broadband infrastructure in

high-tech hubs such as the OR Tambo International Airport area (Ncamphalala & Vyas-Doorgapersad, 2019: 217).

However, the City faces challenges in achieving smart city status. These include housing backlogs and limited land availability, infrastructure renewal and maintenance, unemployment, and inadequate skills development. Efforts are being made to address these challenges through short-term employment solutions and community works programmes, but sustainable long-term employment solutions and industry-led skills development approaches are needed (Ncamphalala & Vyas-Doorgapersad, 2019: 217).

3.5.4 Provision of Healthcare Services in the City of Ekurhuleni

Section 27 of the Constitution (1996) guarantees the right to access healthcare services and emergency treatment. The state is obligated to respect people's access to healthcare, protect their existing access, and promote their ability to realise their healthcare rights through legal frameworks. Furthermore, Section 27(2) of the Constitution (1996) requires the government to take reasonable legislative and other measures, within its available resources, to gradually achieve the realisation of the right to healthcare. This entails taking appropriate action to protect, promote, and fulfil the right, with the ultimate goal of achieving universal access to quality and comprehensive healthcare. The government can achieve this through various means, including passing laws at the national and provincial levels.

In 2019, the United Nations (UN) reaffirmed the goal of achieving Universal Health Coverage (UHC) by 2030, which involves establishing strong health systems based on primary healthcare (PHC) principles to provide high-quality healthcare (United Nations, 2019). Developing countries have recognised the issue of poor-quality healthcare services (Chou, Walker & Kanyangarara, 2019). In South Africa, the public healthcare system faces structural challenges that contribute to a perception of inadequate service quality. These challenges include staff shortages, negative staff attitudes, long waiting times, sub-standard cleanliness, drug shortages, inadequate infection control, insufficient security for staff and patients, and the absence of an integrated patient-level health information system for data collection and reporting (Mukudu et al., 2021). These issues arise as South Africa faces a convergence of epidemiological challenges, including the impact of HIV/AIDS and antiretroviral

treatment, non-communicable diseases (NCDs) such as hypertension, diabetes, asthma, cancers, cardiac diseases, mental health problems, lifestyle-related diseases, and complex social and behavioural changes and injuries (Mukudu et al., 2021).

However, the City takes pride in the growing number of people utilising healthcare services provided by its facilities. The mayor emphasised in his 2020 State of the City Address that a healthy community can be measured by the reduction in the number of people seeking healthcare. It is committed to promoting healthy living and ensuring the availability of quality healthcare. To achieve this, the City has implemented innovative solutions such as the Pelebox, an ATM-like system for dispensing chronic medication. The Pelebox, along with 115 medication pickup points, has improved access to medication for more than 170 000 patients in Ekurhuleni, as well as effectively reducing waiting times at healthcare facilities, as patients collecting their chronic medication can now receive their prescriptions automatically without requiring assistance from healthcare staff (3S Media, 2021a).

Furthermore, the City has made significant progress in reducing the transmission of HIV from mother to child. The transmission rate decreased from 0.9% in the 2018/2019 financial year to 0.7% in 2019/2020. As a result, it is determined to eliminate this type of transmission entirely, ensuring that newborns have a better chance of survival (3S Media, 2021a).

In preparation for the implementation of the National Health Insurance (NHI), the City is actively involved in the Ideal Clinic National Programme. These clinics are well-equipped with infrastructure, sufficient staff, an adequate supply of medicine and resources, and efficient administrative processes. All 93 clinics in the City of Ekurhuleni undergo continuous evaluation and achieve positive results. In fact, the City of Ekurhuleni is the top-performing district in Gauteng and the second-best in the country, according to the Ideal Clinic Monitoring System (3S Media, 2021a).

To reach residents in underdeveloped areas, the City has deployed 15 mobile clinics throughout its jurisdiction. Additionally, to ensure round-the-clock availability of primary healthcare, the City operates nine clinics that are open 24 hours a day. Furthermore, there are 18 clinics that remain open on Saturdays and two clinics that operate for 12 hours each day (3S Media, 2021a).

3.6 CONCLUSION

This chapter laid the foundation for assessing, monitoring, and evaluating effective local government in democratic South Africa. It established the framework and introduced the concepts and indicators that will be utilised in this study. This chapter also focused on classifying municipalities and outlining the division of local government, providing insights into the responsibilities and objectives of each category. The aim was to understand the effectiveness of the local sphere of government in delivering quality services to enhance citizens' quality of life.

Furthermore, this chapter provided background on the City of Ekurhuleni and examined its quality of service delivery by assessing the provision of basic services, such as telecommunications, infrastructure services, and the provision of healthcare services, transportation and electricity supply, which are essential elements for an improved quality of life. The capacity of South African local government, with specific focus on the Ekurhuleni Metropolitan Municipality, was explored to gain an understanding of the City's ability to deliver quality services. Looking ahead, water scarcity, poor water quality, infrastructure and capacity issues, as well as water pricing will be the primary concerns for the local government sphere. Finding ways to provide broader social and economic access to scarce and undervalued resources will require innovative approaches and advancements in urban planning and management.

The following chapter will focus on the City of Cape Town Metropolitan Municipality as a case study in which some of the concepts discussed in Chapter 2 will be analysed and discussed using real-life examples.

CHAPTER 4: THE CITY OF CAPE TOWN METROPOLITAN MUNICIPALITY AS A CASE STUDY

4.1 Introduction

The City of Cape Town is a vibrant and diverse urban centre located in the Western Cape Province of South Africa. It is known for its stunning natural landscapes, including Table Mountain and pristine beaches, making it a popular tourist destination. With a population of over four million people, Cape Town is also a significant economic hub and the legislative capital of South Africa (Axelson, 2019). This chapter will provide a brief background on the City of Cape Town, and it will discuss the quality of service delivery by assessing the provision of basic services. As established in the previous chapters, service delivery plays a crucial role in improving the quality of life for residents. Access to reliable and efficient basic services is essential for meeting the fundamental needs of individuals and communities. These basic services include water supply, sanitation, electricity, waste management, transportation, healthcare, and education. The provision of these services contributes to the development of sustainable communities, social inclusion, and economic growth.

4.2 Background on the City of Cape Town

Cape Town, as the first 'modern' city in Southern Africa, owes its early development to its access to fresh water from Table Mountain. Under Dutch rule, it thrived as a global trade port and agricultural hub, attracting diverse influences. Over time, it drew indigenous populations and migrants, both voluntary and coerced, leading to a rich cultural community (Anderson & O'Farrell, 2012). Throughout the years, Cape Town has experienced significant social and political transformations. It bore witness to colonial struggles, apartheid, and subsequent movements for freedom and equality. Apartheid stands as an indelible and haunting chapter in the history of Cape Town, profoundly shaping the city's planning and mapping during the early to mid-20th century. This era redefined society, enforcing a system of racial segregation and discrimination, which cast a long shadow over the city's landscape (Axelson, 2023).

Under apartheid's oppressive regime, non-white residents in Cape Town were subjected to a cruel and dehumanising existence. They were systematically denied the right to live in most of the city centre and its surrounding suburbs close to the Central Business District and Table Mountain. Instead, they were forcibly relocated to distant areas known as townships, with the Cape Flats being one of the most significant and notorious examples (Bickford-Smith, 1995).

The townships on the Cape Flats were hastily established as a result of apartheid's Group Areas Act, which designated specific zones for racial groups. These areas were deliberately located far away from the privileged white neighbourhoods and symbolised the stark division between races, where opportunities and resources were disproportionately distributed. In these townships, non-white residents were relegated to a life of marginalisation, poverty, and limited political power. The living conditions were appalling, with inadequate housing, a lack of basic amenities, and sub-standard infrastructure. Basic human rights were trampled upon, leaving these communities vulnerable to the harshest consequences of apartheid's cruel design (Pinnock, 2019).

Furthermore, the apartheid regime sought to suppress any dissent or resistance from these oppressed communities, leading to violent crackdowns and human rights abuses. Yet, despite the immense challenges, individuals and groups emerged as powerful advocates for justice and equality. Their unwavering commitment to the pursuit of freedom laid the groundwork for a future where apartheid's oppressive grip would eventually be broken. Consequently, as South Africa embarked on its journey

toward democracy, the dismantling of apartheid brought hope for a brighter future. Moreover, efforts were made to address the historical injustices and initiate reconciliation processes, acknowledging the pain and suffering experienced by the victims of apartheid (Axelson, 2023).

However, while progress has been made towards building a more inclusive and just society, the scars of the past are still visible in the socio-economic disparities and spatial divisions that persist. The City's urban planning and development continue to be influenced by the need to address historical imbalances and foster equitable growth. Further, as Cape Town moves forward, it does so with the weight of its past, learning from the lessons of apartheid while striving to create a city that truly belongs to all its residents, irrespective of their background or race (Williams & Zacheous, 2022).

Today, the City of Cape Town is a progressive metropolitan municipality that ardently commemorates its extensive historical heritage while simultaneously envisioning a promising trajectory towards a prosperous future. It is evident in its historical significance in its buildings, museums, and landmarks, each telling a unique story about its past. As a major hub for tourism and business in the region, Cape Town continues to attract visitors from all over the world who contribute to the economic growth of the city. As a result, the City has adapted and changed over time (Smit, 2023).

Figure 4.1: A map of City of Cape Town



Source: Municipalities of South Africa (2021)

The City of Cape Town's transition and adaptation from the apartheid regime to a democratic system is remarkable. However, for the purpose of this research it is crucial to assess the effectiveness of its provision of high-quality, efficient, and sustainable service delivery systems. One of the key indicators to evaluate this effectiveness is the efficiency of revenue mobilisation and budget management within the City, which will be explored in the following section.

4.3 Revenue Mobilisation and Budget Management in the City of Cape Town

In Chapter 2 it was established by Oluwu and Wunsch (2003) that the effectiveness of a government can be gauged by its ability to manage finances and resources efficiently. For the City of Cape Town, this aspect becomes even more significant, considering the historical context of apartheid's socio-economic disparities and the urgent need to address the legacy of unequal service provision.

Efficient revenue mobilisation plays a vital role in sustaining and improving essential services such as water supply, sanitation, public transportation, education, and healthcare. By ensuring a reliable stream of income through taxation, user fees, and

other revenue-generating mechanisms, the City can allocate adequate funds to provide these services to all residents equitably. Additionally, a well-managed budget can promote transparency and accountability, enhancing the public's trust in the government's ability to use funds judiciously (Kwashie, 2015).

Furthermore, the effectiveness of revenue mobilisation and budget management has a direct impact on the City's ability to invest in sustainable infrastructure and development projects. A city that efficiently manages its finances can embark on initiatives that promote environmental conservation, renewable energy, waste management, and green urban planning. These sustainable practices are not only beneficial for the present but also secure a better future for generations to come (Kwashie, 2015).

Table 1: Financial results for the past five years in the City of Cape Town

All values: R'000	2021/22	2020/21	2019/20	2018/19	2017/18
AUDIT OUTCOME	Clean audit	Financially unqualified	Financially unqualified	Financially unqualified	Financially unqualified

The financial results above present a comprehensive overview of the City of Cape Town's financial performance over the past five years, with values expressed in thousands of rand (R'000). The data includes various aspects, such as revenue, expenditure, surplus/deficit, capital expenditure, funds sources, financial position, and cash flow (Municipalities of South Africa, 2022). Additionally, it highlights any instances of unauthorised, irregular, fruitless, and wasteful expenditure. These terms are defined as follows:

- **Unauthorised Expenditure:** Expenditure that was in excess of the amount budgeted or allocated by the government to the auditee, or that was not incurred in accordance with the purpose for which it was intended (Pauw, 2002).
- **Irregular Expenditure:** Expenditure incurred without complying with applicable legislation (Pauw, 2002).
- **Fruitless and wasteful expenditure:** Expenditure that was made in vain and could have been avoided had reasonable care been exercised. This includes

penalties and interest on late payments, as well as payments for services not utilised or goods not received (Pauw, 2002).

Based on the Appendix (refer to the last page of this study) representing the full information in Table 1 above, revenue growth has been consistent, with the highest total revenue of R51.6 billion recorded in 2021/22, indicating positive economic activity in the City. Expenditure growth has also been on the rise, reaching R50.6 billion in 2021/22, reflecting increased investment in essential services and infrastructure. The surplus of R1 billion in 2021/22 is a positive indicator of the City's financial position, suggesting prudent fiscal management. Capital expenditure, representing long-term asset investments, is funded through various sources, including transfers, borrowing, and internally generated funds. As a result, the financial position of the City shows consistent growth in total current and non-current assets, with community wealth/equity increasing from R38.1 billion in 2017/18 to R55.4 billion in 2021/22, indicating a positive trend in asset accumulation. Cash flow also exhibited a positive trend, with a significant increase in net cash from operating activities in 2021/22 compared to previous years, suggesting improved cash management. However, there have been instances of irregular expenditure reported in all the years, with the highest amount being R762.2 million in 2020/21. This is a negative reflection on the City's financial governance (Municipalities of South Africa, 2022).

Overall, the financial results indicate positive progress in the City of Cape Town's financial management and performance. The consistent surplus, the steady growth in revenue, and its financial position demonstrate prudent financial management practices. However, there are areas of concern, such as irregular expenditure, which need continued attention and improvements to ensure transparent and accountable financial governance. This indicates that the financial efficiency in the City of Cape Town has shown significant progress post-apartheid, even though there are still areas of concern; however, positive progress is evident.

4.4 Assessing the 'quality' of services in the City of Cape Town

This section will delve into the manner in which essential services are dispensed to the residents of the City of Cape Town. These services are essential in confronting the social disparities and structural inequities that originated from the spatial divisions resulting from apartheid policies within urban regions, as expounded upon earlier.

Moreover, an evaluation of the quality of these fundamental services will serve to gauge the proficiency of the Municipality in enhancing the well-being of its citizens.

For the purpose of this study, the following services will be assessed:

- Transportation services
- Infrastructure
- Telecommunications
- Electricity supply
- Provision of healthcare services

4.4.1 Transport Services in the City of Cape Town

The state of transportation systems within the City of Cape Town Metropolitan Municipality is a pivotal aspect of urban development and connectivity. The effectiveness of these systems profoundly influences the mobility, accessibility, and overall quality of life of its residents. Examining the current state of transportation infrastructure, modes, and services within the Municipality will provide valuable insights into the challenges and opportunities that impact both residents and the region's growth.

Transportation infrastructure plays a significant role in fostering economic expansion, generating employment opportunities, and mitigating poverty. In the Western Cape region, transportation, both for freight and passengers, can be categorised into four main groups:

- **Road Transportation:** Road transportation involves the movement of goods and people via road networks, including highways, streets, and roads by means of vehicles, mini taxi buses, and buses (MyCiTi and Golden Arrow). This mode of transport is essential for connecting various areas within the Western Cape and facilitating the movement of people for daily commuting, tourism, and business activities. Road transportation is often the most accessible and flexible mode, enabling direct connectivity to different destinations (Mamgain, 2022).
- **Rail Transportation:** Rail transportation refers to the movement of goods and passengers via trains on established railway lines. While passenger rail services have faced challenges, especially in recent times, due to factors such as maintenance issues and changing travel patterns, rail remains an important

mode for transporting bulk goods like minerals, agricultural products, and manufactured items. Improvements and investments in passenger rail services can contribute to more efficient and sustainable urban mobility (Magill, 2022).

- **Maritime and Port Transportation:** Given the Western Cape's coastal location, maritime transportation plays a pivotal role in connecting the region to international trade and commerce. The province has well-developed ports, such as the Port of Cape Town, which handle significant volumes of imports and exports. Maritime transportation is critical for moving goods globally and is particularly relevant for industries relying on international trade (Rodrigue & Notteboom, 2009).
- **Aviation:** Aviation involves the movement of people and goods through the use of aircraft, including aeroplanes and helicopters. The Western Cape is home to several airports, with Cape Town International Airport being a major gateway for both domestic and international flights. Aviation provides fast and efficient long-distance travel options, connecting the Western Cape to various destinations worldwide. It is crucial for business travel, tourism, and transporting time-sensitive goods, contributing to the region's economic growth and global connectivity (Mamgain, 2022).

These four modes of transportation collectively support economic activities, mobility, and connectivity within the Western Cape. An integrated and efficient transportation system that considers these modes can enhance economic growth, job creation, and the overall quality of life for residents by providing reliable access to resources, markets, and opportunities.

According to Williams and Kingma (2002), the evolution of Cape Town's public transport system has been influenced by changes in land use patterns and travel behaviours, as well as spatial planning, lack of investment in public transport, and traffic congestion, which are the result of the injustices of the apartheid regime that are still prevalent and greatly contributed to the current state of poor equitable spatial planning, poor public transport system/infrastructure, and socio-economic issues.

Passenger rail services are independently planned by SARCC (Sustainable and Resilient Coastal Cities) and Metrorail. Minibus-taxi services have expanded rapidly, operating both within outdated regulations and in an unregulated manner. The sole

bus operator, Golden Arrow Bus Services, has been struggling to maintain its market share due to increased competition. The public transport system is extensive but lacks effective organisation. It fails to align well with national policy objectives and does not offer a satisfactory level of service to commuters (Williams & Kingma, 2002).

The bus route network's geographic coverage can be misleading, as 50% of routes offer only one bus trip during each of the peak periods. Despite serving half of the commuting public, which compares favourably with other global cities, many public transport users in Cape Town have no alternative means of transportation, making them captive riders. These passengers often feel they lack a choice in selecting a suitable mode of public transportation (Williams & Kingma, 2002).

In response to this challenge to the City's Transport System, in October 2012, the City of Cape Town (CoCT) introduced a new transportation authority named Transport for Cape Town (TCT). The Comprehensive Integrated Transport Plan (CITP) was designed to confer the authority on both the City and TCT to oversee the transport system and all its components. Among TCT's objectives, one is to establish an effective and sustainable relationship among land usage, supporting infrastructure, and transportation to facilitate the region's sustainable growth (CoCT, 2013: 4). This objective notably emphasises the City's commitment to delivering these services to the people of Cape Town in an effective and sustainable manner for the betterment of their livelihood. As a result, the new transportation authority has been responsible for commuting people and solving the challenge to the City's Transport System (this will be elaborated on in the transport service section of this study).

The TCT has emphasised its commitment to User Access Priority, signifying that every individual within Cape Town, whether a resident or a visitor, should have convenient mobility between different locations. The CITP set a target for a 13% shift from private to public transportation in Cape Town's Central Business District by 2014 (Van Wyk, 2021). Moreover, from 2010 to 2015, over 700 taxis were taken out of circulation in Cape Town, and 337 operators were compensated for this action. In lieu of these taxis, the City introduced the MyCiTi Phase 1 trunk and feeder routes. Although the substitution of taxis was only one reason for the Bus Rapid Transit (BRT) initiative, completing the initial phase of MyCiTi marked a significant stride by Cape Town in the reform of its public transportation system (Rayle, 2017).

MyCiTi commenced its operations in May 2010, just before the 2010 FIFA World Cup. It initially offered a shuttle service between the Civic Centre and Cape Town International Airport, with a newly constructed bus terminus. Additionally, a temporary loop was introduced within the City Bowl for the duration of the World Cup. The launch of the first BRT phase, Phase 1A, took place in May 2011. This phase featured a dedicated West Coast busway from the city centre to Table View, where an express bus service operated. Connecting to this main route was a City Bowl route connecting Gardens, the Civic Centre bus station, and the Waterfront. The system also included three feeder services around Table View, Bloubergstrand, and Parklands (Van Wyk, 2021: 26).

In 2012, the MyCiTi service incorporated its first custom-built 9-meter Optare Solo bus, specially designed for its fleet. This bus was part of a larger order of 190 units, assembled in Epping by Busmark 2000, primarily intended for use as feeder buses. The compact size of the Optare Solo facilitated easy navigation through residential and densely populated city areas. A significant expansion of services occurred from late 2013 onwards, introducing new routes around Table View and Parklands, as well as connections to various areas, such as Century City, Montague Gardens, Killarney, Dunoon, Doornbach, Sunningdale, Sandown stations, Melkbosstrand, Atlantis, Mamre, and Pella. The MyCiTi bus service was also extended south eastward to Khayelitsha and Mitchells Plain, known as the N2 Express. This service utilised dedicated lanes on the N2 highway, shared by buses and minibuses-taxis, granting priority passage during the morning peak hours (MyCiTi, 2020).

The primary objective of the MyCiTi service is to offer comfortable, efficient, safe, and competitive public transportation within Cape Town. Building on this initiative, the City of Cape Town expanded and established TCT as its transportation authority. TCT's overarching vision includes the implementation of a unified integrated ticketing system and timetable for both bus and rail (PRASA) transportation (Rayle, 2017: 83).

On 29 May 2020, MyCiTi reached a significant milestone – 10 years of service to the people of Cape Town, offering a new standard of quality, dependable, and affordable public transport. MyCiTi is Cape Town's version of BRT, with dedicated bus lanes on busy routes, 44 stations, and a network of 22 routes with distinctive blue and red bus stops. Total investment in the system has topped R10 billion. Moreover, MyCiTi has

additionally acted as a catalyst in reshaping the minibus taxi sector, where previous owners have transitioned into stakeholders and engaged contributors within numerous vehicle operating enterprises that provide services on behalf of the City of Cape Town. This shift has also led to the establishment of training initiatives and the generation of official employment prospects for drivers, as well as for staff stationed at depots and stations within the system ((MyCiTi, 2020).

Furthermore, according to Swart (2022), The Urban Mobility Directorate of the City of Cape Town has developed a fresh Comprehensive Integrated Transport Plan (CITP) that outlines strategies and initiatives for five years from 2023 to 2028, with the aim of enhancing transportation within the City. The new CITP considers present and future aspects of public transportation, encompassing challenges such as the decline of passenger rail services, the influence of the COVID-19 pandemic and remote work on commuter patterns, and the impact of climate change. The ultimate objective is to ensure improved accessibility to opportunities, services, goods, experiences, and information for more residents. According to Rob Quintas, the Mayoral Committee Member for Urban Mobility, this objective can be realised through a variety of affordable, efficient, and safe transportation alternatives (Swart, 2022). Consequently, compared to the early 2000s, the City has taken great strides in improving the transportation system and effectively delivering this service to commuters. The different modes of transport are easily accessible to commuters and are efficient in rendering their services.

4.4.2 Infrastructure Services in the City of Cape Town

It is a municipality's moral and legislative duty to safeguard infrastructure assets, as well as ensure that they serve the community at large for the betterment of their livelihoods (Patience & Nel, 2021: 1). Furthermore, the provision of this basic service ensures social health, which eventually supports economic growth (Boshoff, 2009: 1), as established in the previous chapter.

Infrastructure services in the City of Cape Town encompass a wide range of essential facilities and systems that support the urban environment and contribute to the well-being of its residents (City of Cape Town, 2023). These services include:

- **Transportation Infrastructure:** This covers roads, highways, bridges, and public transportation networks. The City of Cape Town has been working on

improving its public transport system, including the MyCiTi BRT system, to provide efficient and accessible transportation options for its residents.

- **Water and Sanitation:** The provision of clean and safe drinking water as well as proper sanitation systems are crucial for public health. The City ensures the supply of potable water and manages wastewater treatment and disposal to maintain a healthy environment.
- **Energy Infrastructure:** This involves the generation, distribution, and management of electricity for residential, commercial, and industrial use. The City aims to enhance energy efficiency, encourage renewable energy sources, and ensure a reliable power supply.
- **Housing Infrastructure:** Developing affordable and adequate housing for residents is a vital aspect of urban planning. The City works on housing projects and initiatives to address housing shortages and ensure decent living conditions.
- **Healthcare and Education Facilities:** The provision of healthcare centres, hospitals, and educational institutions is crucial for the overall well-being and development of the population. The City focuses on ensuring access to quality healthcare and education services.
- **Communication Infrastructure:** Telecommunication networks, including internet connectivity and mobile networks, are essential for modern urban life. The City aims to provide a reliable communication infrastructure to support digital connectivity.
- **Waste Management:** Proper waste disposal and recycling systems are necessary to maintain a clean and sustainable environment. The City manages waste collection, recycling programmes, and waste treatment facilities.
- **Public Safety Infrastructure:** This includes police stations, fire stations, and emergency response services to ensure the safety and security of residents.
- **Recreational and Cultural Facilities:** Parks, recreational centres, libraries, and cultural venues contribute to the quality of life of residents by providing spaces for leisure, education, and community engagement.
- **Urban Planning and Zoning:** Proper urban planning and zoning regulations guide the growth and development of the City. These regulations ensure that

infrastructure and services are appropriately distributed and aligned with the city's goals (City of Cape Town, 2023).

According to Palmer and Graham (2023: 3), the City of Cape Town is well-served with infrastructure, having the highest national percentages of households with access to services on their property. However, large numbers of people still live in poorly serviced areas where low or very low levels of infrastructure are available.

Overall, infrastructure services play a pivotal role in shaping the liveability, sustainability, and economic development of the City of Cape Town (Patience & Nel, 2021: 1). The City's efforts in maintaining and improving these services are crucial for creating a vibrant and functional urban environment for its residents. Furthermore, overcoming historical backlogs and the legacy of apartheid spatial planning remain key informants for Cape Town's future infrastructure requirements (City of Cape Town, 2023).

4.4.2.1 Roads and Transportation Infrastructure in the City of Cape Town

The transport infrastructure within the City of Cape Town is well-established, encompassing airports, ports, roads, public transportation, and railway lines. The expansion of the ports in Cape Town and Saldanha is important to meet the demands of both local and global markets, and to act as drivers of economic growth. In addition, the Cape Town International Airport efficiently caters to the commercial aviation sector, and there are no pressing deficiencies in terms of infrastructure (Palmer & Abraham, 2013: 24).

With regards to the state of the roads and railways, the provincial road network encompasses 6400 kilometres of paved roads and 10 500 kilometres of gravel roads. Approximately 63% of the paved roads are in a satisfactory condition, whereas over 50% of the gravel roads are in a poor condition. While the Provincial Department of Roads and Public Works is working on reducing maintenance and upgrading backlogs, the available funding for road projects, both at the provincial and municipal levels, falls short. Consequently, alternative funding models are being explored (Palmer & Abraham, 2013: 24).

Moreover, the escalating volume of road freight traffic raises concerns, as heavy vehicles exert greater stress on road infrastructure compared to lighter vehicles, prompting consideration for transitioning to rail freight along major routes. As a result,

the rail-freight network is divided into the export ore system from the Northern Cape to Saldanha and the Gauteng to Cape Town system, handling containers, domestic coal (including shipments to Saldanha), and other general freight. Both systems possess sufficient capacity, although the Cape Town to Gauteng route faces performance challenges due to signalling system and power supply constraints.

Rail infrastructure has suffered due to inadequate historical investments, leading to a critical need for the restoration and enhancement of existing passenger and freight rail systems (Palmer & Abraham, 2013: 24). With the decline in the dependability and safety of rail transportation, the significance of road-based public transit has escalated, leading to greater strain on the road system within Cape Town. In response to this challenge, the Urban Mobility Directorate has implemented various initiatives centred around road infrastructure enhancement. These efforts encompass the Congestion Relief Programme, road maintenance within the City's jurisdiction, and an array of initiatives related to operational management, non-motorised transportation (NMT), and safety and transport systems (City of Cape Town, 2022).

The Congestion Relief Programme includes a portfolio of 14 projects – six of which pertain to the construction of new infrastructure, with the remaining eight involving the expansion of existing structures. The overarching objective of these programmes is to alleviate congestion on the primary road networks in the City. During the 2021/22 fiscal year, construction had started on two of these projects. The Roads Maintenance Programme is geared towards the comprehensive upkeep and restoration of Cape Town's road network. These projects encompass a range of activities, including rehabilitation, resurfacing, resealing, patching, and minor base repairs (City of Cape Town, 2022).

While the provincial network of paved roads boasts extensive coverage and satisfactory conditions, the gravel road network is characterised by poorer upkeep. Moreover, a pressing challenge lies in the insufficient funds allocated for road rehabilitation and maintenance. The passenger rail sector, particularly in the Cape Town area, has been historically underfunded, leading to a need for prioritised rehabilitation and upgrades. The larger urban centres need more effective and comprehensive public transportation systems to cater to their expanding needs (Palmer & Abraham, 2013: 3).

Over the years, the City has made great strides to address the challenge of insufficient funds for road infrastructure. According to Arnoldi (2023), the Mayor of Cape Town, Geordin Hill-Lewis, launched an R120 billion infrastructure portfolio poised to form the foundation for economic growth in the City for the next ten years. Planned projects of the portfolio include building a new Khayelitsha-Claremont bus route and fixing passenger rail, as well as upgrading various city-wide roads.

Although there are projects underway in response to these challenges in road and transport infrastructure, the City still has a lot of work to do in order to continue to deliver this service in an efficient, sustainable, and effective way.

4.4.2.2 Water and Sanitation Services in the City of Cape Town

As established in the previous chapter, water and sanitation services is one of the most important basic services to be provisioned by the local government sphere to its communities in order to survive and lead a healthy lifestyle (Banerjee & Morella, 2011). The provision of water services in Cape Town involves a joint effort between the City and the National Government (City of Cape Town, 2022). While the City oversees the distribution, treatment, and delivery of water to its residents, the Department of Water and Sanitation within the National Government handles bulk water supply and related infrastructure. Cape Town forms an integral part of the Western Cape Water Supply System (WCWSS), which draws water from six significant rain-fed dams.

The City is responsible for sanitation services within the metropolitan area. This encompasses the establishment and maintenance of an extensive network of sewers and pump stations designed to effectively channel wastewater to the City's wastewater treatment facilities. Ensuring a consistent and dependable water supply for the future, as well as delivering high-quality sanitation services and efficient waste collection, is pivotal in fostering a life characterised by dignity within the local communities. Additionally, these efforts play a critical role in supporting the operational needs of Cape Town's businesses and essential industries (City of Cape Town, 2022).

Water and sanitation services in Cape Town extend to 4.2 million residents through a network of water and sewer connections that cater to approximately 600 000 domestic properties. Additionally, basic services, such as communal water points and shared toilet facilities, are provided to around 230 000 households in informal settlements. However, the City's rapid growth, fuelled by population expansion and migration, leads

to a continual increase in these figures. Annually, the Water and Sanitation Department of Cape Town establishes connections for about 8500 new customers. As of 2016, 88% of the population has access to water within their dwelling or yard, while 11.8% have access outside their premises. Furthermore, 91% of the population have access to flush toilets connected to sewerage systems or septic tanks, with 1.5% relying on chemical toilets (OECD Library, 2021).

Beginning in 2015, the City of Cape Town faced the onset of a drought that escalated to a critical state during 2017/18 as water reservoirs experienced severely low levels. This drought was the result of both physical factors, such as low winter rainfall and escalating temperatures due to the influence of climate change, as well as human factors, including urban population growth and competing demands for water resources among local users. These factors collectively placed immense strain on the already limited water resources. The looming threat of "Day Zero", earmarked for 16 April 2018, marked the anticipated point at which dam levels would plummet to 13.5%, necessitating the shutdown of taps and stringent water rationing measures. Although Day Zero was averted, this underscored the City's vulnerability to water scarcity and unveiled a broader concern for urban regions and the nation regarding water availability (Enqvist & Ziervogel, 2019).

Furthermore, Cape Town is strategically positioning itself as a water-sensitive city, emphasising the harmonious integration of natural resources and engineered water services. This approach seeks to build resilience against climate change impacts and entails the implementation of water augmentation initiatives to bolster water supply. An example of this strategy is the Berg River to Voëlvllei Dam Augmentation Scheme, undertaken by the Department of Water and Sanitation, aimed at bolstering the capacity of the Western Cape Water Supply System. The City is also exploring other augmentation avenues, such as groundwater utilisation, water reclamation for potable purposes, Integrated Urban Water Management, and seawater desalination (OECD Library, 2021). This followed after routine sampling results showed the water quality did not comply with national water quality standards (SANS 241) and the City stated that they would carry out additional tests to guarantee the circulation of good quality water (McCain, 2023).

Moreover, there is an evolving recognition of the advantages of investing in green infrastructure, a perspective that has gained traction following the drought. This shift led to the establishment of the Greater Cape Town Water Fund by The Nature Conservancy, an initiative designed to rally various stakeholders in the removal of alien invasive vegetation from catchment areas. The objective is to augment water yield in the bulk water system by employing nature-based strategies.

In response to the water crisis, the Cape Town Resilience Strategy emerged in 2019 as a direct countermeasure. The Strategy acknowledges that relying solely on stringent water restrictions might not suffice to secure supply during future droughts of comparable or greater severity. The Strategy's primary objectives involve integrating climate adaptation into diverse municipal planning realms and fortifying spare capacity to enhance preparedness for periods of disruption. A pivotal aspect is the endorsement of partnerships and improved stakeholder engagement to enhance water governance, foster holistic water resilience, and collectively address water-related matters within the City (City of Cape Town, 2019: 5).

The drought significantly influenced the Municipality's adaptation measures to climate change. Households adopted practices like installing rainwater tanks, boreholes, and well points, leading to a reduction in consumption through conservation and greywater utilisation. Springwater collection points were established in communities, and a more thoughtful understanding of climate risks was cultivated. Innovative pressure management was introduced in the City's distribution system, complemented by swift installations of new water supply systems. The City also revised its water bylaws and building regulations in 2019, shifting more responsibility onto property owners to facilitate on-site water storage, reuse, and efficiency (OECD Library, 2021).

4.4.2.3 Electricity Supply in the City of Cape Town

The provision of electricity supply as a basic service in the City of Cape Town encompasses a vital aspect of urban infrastructure and the quality of life of its residents. This service is an essential component of modern living, facilitating various aspects of daily life, economic activities, and the overall development within the City. The Municipal Systems Act 32 of 2000 defines municipalities as service authorities that have the right to decide who distributes electricity in their area and the right to

appoint a suitable service provider in terms of a service delivery agreement (South Africa, 1996).

The electricity distribution network within the Western Cape region is firmly established, boasting extensive coverage with access provided to 93% of households, while the infrastructure's overall state is deemed satisfactory, with 70% of assets categorised as being in a good or acceptable condition. However, the prevailing challenges and uncertainties are concentrated in the realm of electricity generation capacity and sourcing (City of Cape Town, 2022).

At present, Cape Town relies on Eskom as its primary electricity supplier, with 25% of the City's electricity being directly provided to consumers by Eskom. The remaining portion is furnished to the City of Cape Town, which then undertakes the distribution of electricity through its proprietary network infrastructure. This dual-supply arrangement is central to the City's electrical distribution framework (City of Cape Town, 2022). Nonetheless, like the rest of South Africa, the City has been grappling with power outages.

However, the leadership of the City of Cape Town is well aware of the challenges faced by local businesses and households dealing with frequent power interruptions. Mayor Geordin Hill-Lewis has announced that his team has completed a strategy to incorporate an additional 500 megawatts (MW) into the City's power grid, with the ultimate goal of permanently eliminating load-shedding (De Wet, 2023).

In addition, the City of Cape Town, currently governed by the main opposition party, the Democratic Alliance, is aiming to gain an advantage over the ruling African National Congress (ANC) as dissatisfaction with the pace of reform grows. Mayor Hill-Lewis has urged President Cyril Ramaphosa to support Cape Town's efforts to independently secure its power supply. These power initiatives in Cape Town could ease the strain on the national electricity grid, but it is important to note that they may not be adequate to significantly enhance the overall power supply (De Wet, 2023).

In order to face the load-shedding challenge head on, the City of Cape Town is set to invest R1.2 billion in a solar PV and battery storage project, with the aim of generating 60MW of renewable energy. This substantial investment has the potential to protect the City from one stage of electricity load-shedding (Nene, 2023).

Located on 400 hectares of city-owned land near Somerset West, the project, known as the Paardevlei Ground-mounted Solar Photovoltaic and Battery Energy Storage System Project, is part of Cape Town's larger strategy to transition toward green energy sources. The feasibility study for this plant is expected to be completed by the end of 2023, with full commissioning anticipated by August 2026 (Fraser, 2022). To fund this initiative and end load-shedding, the City has allocated R2.3 billion over the next three years. Of this budget, R450 million is earmarked for the Paardevlei project. The City is exploring alternative funding options, including potential private-public partnerships or collaboration with an Independent Power Producer (IPP) through a power-purchase agreement (Fraser, 2022). Mayor Geordin Hill-Lewis emphasised the significance of this project in the City's journey away from reliance on Eskom and towards a load-shedding-free Cape Town. He further announced the City's issuance of a 500 MW dispatchable energy tender to combat load-shedding, a key part of their plan to protect residents from the first four stages of load-shedding over the next three years. The tender will include power generation purchases with a focus on dispatchable technologies like gas-to-power (Fraser, 2022).

Additionally, Cape Town is actively seeking competitive proposals from Independent Power Producers interested in purchasing electricity from plants utilising dispatchable technologies. The City's objective is to source power generation within its supply area, with a substantial capacity. The City plans to enter into ten-year Power Purchase Agreements with successful bidders, and multiple bidders may receive contracts. Furthermore, contracts for procuring 200 MW of renewable energy from IPPs are expected to be awarded in 2023 (Fraser, 2022).

In line with its efforts to address the energy crisis, the City is set to award the Power Heroes Programme tender. This initiative aims to encourage voluntary energy savings by automatically switching off power-intensive devices during peak times. Cape Town has also taken steps to incentivise households and businesses with solar PV systems, offering cash incentives for surplus power. The feed-in tariff for the Programme is expected to increase by 10.15% for the 2023/24 period, along with a 25c per kWh incentive (Fraser, 2022).

Municipalities have a duty to give effect to the provisions of the Constitution (Section 73) by rendering municipal services through an internal mechanism (Section 76a) or

an external mechanism (Section 76b) (South Africa, 1996). To render services through an external mechanism (such as Eskom), municipalities must enter into a service delivery agreement with the service provider (South Africa and Juta Law Firm, 2010). The City of Cape Town has adhered to this duty as it has taken strides to address the power outages in its jurisdiction.

Based on the manner in which electricity is distributed in the City of Cape Town, it is safe to offer the following analysis on how effectively provisioned this service is:

- **Residential and Commercial Electricity Access:** The City ensures that all residents, businesses, and institutions have access to a reliable and affordable electricity supply. This includes formal housing areas and informal settlements, where access to electricity is often provided through legal connections and initiatives to combat illegal connections for safety and sustainability.
- **Infrastructure Maintenance:** The Municipality is responsible for maintaining and upgrading the electricity distribution infrastructure, including substations, transformers, power lines, and distribution networks. Regular maintenance is essential to prevent power outages and ensure the safety of the electrical grid.
- **Load Management:** Cape Town manages its electricity load effectively to prevent overloading the grid and to minimise the risk of load-shedding. This involves monitoring electricity demand patterns and implementing strategies to balance supply and demand.
- **Energy Efficiency:** The City promotes energy efficiency among its residents and businesses. This includes initiatives to encourage energy-saving practices, the use of energy-efficient appliances, and the adoption of renewable energy sources such as solar power.
- **Emergency Response:** The City has plans and procedures in place to respond to electrical emergencies promptly. This includes addressing power outages, downed power lines, and other electrical hazards to protect residents and property.
- **Sustainability and Green Energy:** Cape Town is increasingly focusing on sustainable and green energy solutions. This includes investing in renewable energy projects, such as solar and wind power, to reduce its carbon footprint and reliance on traditional fossil fuels. Thus, there will be a significantly lower

chance of relying on coal power stations and more on these sustainable and green energy systems; thus, addressing the issue of load-shedding for the citizens of Cape Town.

- **Affordability:** Ensuring that electricity remains affordable for all residents is a critical aspect of the service. The City may offer subsidies or support programmes to assist low-income households with their electricity bills.
- **Community Engagement:** The Municipality actively engages with the community to gather feedback, address concerns, and involve residents in decision-making processes related to electricity supply and infrastructure development.
- **Future Planning:** Cape Town's electricity supply service involves long-term planning to accommodate the City's growth and changing energy needs. This includes considering future developments, population increases, and technological advancements (Campbell, 2022).

In conclusion it can be said that electricity supply is a fundamental and essential service. It plays a crucial role in the City's development and sustainability, and the well-being of its residents and businesses. Therefore, the City is committed to ensuring reliable, affordable, and sustainable electricity access for everybody, while continuously adapting to meet future challenges and opportunities in the energy sector (Campbell, 2022).

4.4.3 Telecommunication Services in the City of Cape Town

Telecommunication services in the City of Cape Town represent a critical service that underpins modern urban life, facilitates economic activities, and connects residents and businesses to the broader world. These services encompass a wide range of technologies and infrastructure to ensure effective communication, data exchange, and connectivity within the City. In addition, ICT infrastructure is essential for stimulating economic development and creating a knowledge-based economy (Palmer & Graham, 2013: 26).

In 2013, Palmer and Graham (2013: 26) determined that over the past decade, there had been a remarkable surge in mobile communication adoption in the Western Cape. A striking 89% of the region's population boasted access to mobile telephones.

However, internet accessibility remained at a standstill for seven years, with only 44% of Western Cape households connected. The introduction of new technologies like 3G and high-speed downlink packages held the potential to revitalise the rate of internet access. To harness this potential, investment in the expansion of fibre optic cabling was deemed indispensable. Such investments laid the foundation for robust mobile networks, promising faster, more affordable, and dependable communication infrastructures.

The Western Cape boasts seamless integration into the national telecommunications grid, benefiting from extensive infrastructure like copper lines and a sprawling network of 140 000 kilometres of fibre optic cable. Consequently, the focus of infrastructure investments had to shift towards enhancing the distribution network within the province. This endeavour necessitated further capital infusion, the development of contractor capacities, and well-structured negotiations with service providers to facilitate the expansion of the network. Furthermore, special attention had to be directed at reaching remote communities. This strategic approach was essential to bridge the digital divide and ensure that the benefits of modern telecommunications extended to the farthest corners of the Western Cape (Palmer & Graham, 2013: 26).

Currently, digital technology stands out as the defining megatrend, fundamentally reshaping the landscape of civil society. Its impact spans across the public and private sectors, ushering in new opportunities for organisations and businesses. South Africa boasts the second position for hosting the fastest internet speeds on the African continent, with Cape Town taking the lead in providing easily accessible, dependable, and high-speed Wi-Fi services. This recognition has firmly established Cape Town's reputation as one of Africa's foremost digital cities (Invest Cape Town, 2021).

Cape Town embarked on a transformative journey in harnessing the potential of Information Technology, initiating significant advancements since 2014. These strides translated into substantial investments directed toward the establishment of innovative infrastructure that has, in turn, fostered unparalleled digital connectivity across the continent (Invest Cape Town, 2021). As a result, the advancement of Information Technology and the establishment of innovative digital infrastructure in Cape Town offer significant advantages to its citizens. This transformation provides easier access to information, efficient government services, economic opportunities through tech

startups, improved education and healthcare access, enhanced communication with authorities and fellow citizens, and an overall better quality of life. Additionally, it fosters innovation and personal and professional growth opportunities. Cape Town's Information Technology initiatives contribute to a more connected, efficient and innovative city, benefiting the well-being and prosperity of its residents (Research ICT Africa, 2020).

At the heart of this digital revolution lies the City's extensive network of fibre-optic cables, a critical enabler that has drastically amplified internet accessibility for over a million residents within the City. This achievement can be largely attributed to the deployment of more than 400 free Wi-Fi zones strategically distributed throughout the metropolitan area. Looking forward, the City's ambitious broadband project is poised to usher in a fully operational, municipally owned fibre-optic network. This endeavour is set to further diversify and enhance internet options in Cape Town, particularly catering to the demands of businesses reliant on high-speed fibre connectivity (Invest Cape Town, 2021).

Moreover, the City is committed to keeping pace with the dynamic global digital landscape. Cape Town, in its pursuit of excellence as a world-class city, remains dedicated to the continual development and expansion of broadband connectivity. This commitment is viewed as an investment in bolstering communication channels and stimulating the growth of businesses operating within the City (Invest Cape Town, 2021).

Furthermore, Cape Town's robust foundational infrastructure lays the groundwork for numerous opportunities to enhance digital connectivity within the Western Cape. One prominent avenue is the City's flourishing creative software design and development sector. With a global demand for software expertise, Cape Town stands uniquely positioned to evolve into a global innovation hub. Leveraging the strength of South Africa's banking sector, Cape Town has the potential to serve as the African gateway to innovative ICT-related technologies in software development (Brandstories, 2021).

The City of Cape Town has set a bold mission for itself: by 2030 it aims to provide every citizen with access to affordable high-speed internet infrastructure and services, complemented by the essential skills required to navigate the digital landscape.

Supported by world-class educational offerings from the four universities in the Western Cape, this mission underscores the prioritisation of digital career streams for all interested individuals (Brandstories, 2021).

In summary, the City of Cape Town is committed to enhancing telecommunications and technological infrastructure across provincial and local government domains. A pivotal facet of this commitment is the ongoing efforts to expand access to broadband infrastructure, information and opportunities, fostering inclusive economic participation among citizens from diverse backgrounds. This, in turn, not only amplifies access to novel prospects and global markets but also heightens the City's competitiveness and its appeal to businesses worldwide. Moreover, it creates a fertile ground for the emergence of new service-oriented enterprises, poised to make an impact on the local, national, and international stage (Brandstories, 2021).

4.4.4 Provision of Healthcare Services in the City of Cape Town

Cape Town's healthcare services to the public are provided through a comprehensive network of public and private healthcare facilities. These services are designed to meet the medical needs of the City's residents and visitors. Providing high-quality healthcare is a mandated responsibility under South Africa's Constitution (Stuckler, Basu & McKee, 2011: 165). Consequently, the government has implemented various initiatives and projects to enhance healthcare services, making them more efficient, secure, and accessible to all individuals (Mogashoa & Pelser, 2014: 142). Significant modifications have also been made in health policy and laws to guarantee adherence to the delivery of top-notch care (Moyakhe, 2014: 80).

The public healthcare system in Cape Town is overseen by the Western Cape Government Health Department. This system encompasses various healthcare facilities including:

- **Public Hospitals:** Cape Town has several public hospitals, such as Groote Schuur Hospital, Tygerberg Hospital, and Red Cross War Memorial Children's Hospital. These hospitals provide a wide array of medical services, including emergency care, surgical procedures, and specialised treatments (Burlingame, 2023).

- Clinics and Community Health Centres: The City is home to numerous public clinics and community health centres. These facilities offer primary healthcare services, including vaccinations, maternal and child health services, and the management of chronic diseases (Burlingame, 2023).
- Emergency Services: Public emergency services, including ambulances and paramedic teams, are available to respond to medical emergencies and accidents (Burlingame, 2023).
- Mental Health Services: Cape Town offers mental health facilities and services for individuals in need of psychiatric care and counselling (Burlingame, 2023).
- Private Healthcare Services: Cape Town's private healthcare sector is well-established and provides a wide range of medical services. Private hospitals, clinics, and specialists cater to individuals with private health insurance and those who can afford private healthcare services (Burlingame, 2023).
- Specialised and Academic Medical Institutions: Cape Town is renowned for its academic and research-focused medical institutions. The University of Cape Town's Faculty of Health Sciences and its affiliated teaching hospitals, such as Groote Schuur Hospital, play a crucial role in medical research, education, and the provision of specialised medical care (Burlingame, 2023).
- Non-Governmental Organisations: Several NGOs and charitable organisations operate in Cape Town, offering healthcare services to underserved communities. Their initiatives include mobile clinics, community outreach programmes, and support for vulnerable populations (Burlingame, 2023).
- COVID-19 Response: During the COVID-19 pandemic, Cape Town's healthcare system actively engaged in testing, contact tracing, and vaccination campaigns to mitigate the spread of the virus. Vaccination centres were set up to ensure that residents had access to COVID-19 vaccines (Burlingame, 2023).
- Health Promotion and Education: Health promotion and education programmes are regularly conducted in Cape Town to raise awareness about various health issues, preventive measures, and healthy lifestyles (Burlingame, 2023).

However, it is worth noting that the quality and accessibility of healthcare services may vary between public and private facilities. Public healthcare services primarily target the broader population, including those without private health insurance. Private healthcare often offers quicker access to medical care and a broader range of

specialised services but comes with associated costs. For example, in the metropolitan region, primary healthcare facilities face significant criticism for their ineffective patient load management. They often struggle with accurately determining how many patients a healthcare provider can reasonably attend to in a day. As a result, they frequently reach capacity early in the day, sometimes as early as ten o' clock in the morning. This leaves individuals who want to receive care on the same day with limited options. They can either opt to consult a private physician or seek assistance from a traditional healer, or they may choose to visit the nearest hospital and hope that the attending doctor considers their condition urgent (Cummins, 2002).

The public healthcare sector in South Africa has undergone decentralisation and restructuring into health districts to ensure that citizens have access to essential primary healthcare and district hospital services. This reorganisation has been instrumental in providing healthcare services to various regions effectively (Hunter, Lahri & van Hoving, 2017). As of 2016, the City had 132 primary healthcare (PHC) facilities, comprising 81 fixed primary healthcare clinics, 42 community day centres, and nine community health centres. Additionally, there were 85 sites dedicated to antiretroviral therapy (ART) 128 sites for tuberculosis (TB) treatment, along with two regional hospitals within the City. During the period from 2014 to 2016, there was a gradual increase in the number of ART treatment sites and non-fixed PHC clinics (Abrahams et al., 2018: 122).

Furthermore, local clinics and 24-hour community health centres play a pivotal role in delivering essential services to communities. Higher-level healthcare services are typically provided at hospitals categorised as district (level 1), regional (level 2), or tertiary/central (level 3) hospitals. The exact scope of services offered at district hospitals may vary but includes outpatient and inpatient care, a 24-hour emergency service, and an operating theatre. District hospitals typically have fewer than 200 beds and provide basic diagnostic and therapeutic services. While some specialist services may be available, they are not consistently offered across all district hospitals (Hunter et al., 2017).

The concept of the district health system is a fundamental component of South Africa's NDP 2030, serving as a catalyst for the transformation of healthcare delivery at the primary level. The Western Cape Department of Health has also aligned its strategies

with the NDP. At the heart of the district health system lies the emergency centre, often serving as the initial point of entry into the healthcare system for many individuals. This emphasis on emergency care underscores its critical role in providing timely and essential medical assistance to patients seeking healthcare services (Hunter et al., 2017).

Overall, Cape Town's healthcare services are continually evolving to meet the diverse healthcare needs of its population, and efforts are made to ensure that quality healthcare is accessible to all residents.

4.5 CONCLUSION

Cape Town, as a major metropolitan area in South Africa, offers a range of essential services to its residents and to visitors. These services encompass water supply, sanitation, electricity, transportation, healthcare, and telecommunications. However, the effectiveness of service delivery varies across these sectors.

In terms of water supply and sanitation, Cape Town has a well-developed network, and efforts have been made to address the challenges posed by droughts and water scarcity. The City has also invested in wastewater treatment to ensure the safe disposal of sewage. However, ongoing investment and sustainability measures are necessary to secure reliable water supply and sanitation services, particularly in the face of population growth and climate change.

The electricity supply in Cape Town faces challenges related to capacity constraints and the reliance on the national utility provider, Eskom. The City is actively seeking solutions to mitigate load-shedding and reduce its dependence on Eskom. Initiatives like the solar PV and battery storage project demonstrate the City's commitment to providing a stable electricity supply to its residents.

Cape Town's transportation network includes airports, ports, roads, and public transport systems. While the road network generally is well-maintained, there is a critical shortage of funding for rehabilitation and maintenance. Rail systems, both for freight and passengers, require significant rehabilitation and upgrading. The City

recognises the need for more efficient public transport systems, particularly in urban areas.

In the healthcare sector, Cape Town offers a mix of public and private services. Public healthcare facilities, though accessible to a broad population, face challenges related to patient volumes and quality of care. Private healthcare, while offering quicker access to specialised services, is often cost-prohibitive for many residents. Investment in healthcare infrastructure and services is essential to bridge these gaps.

Cape Town's telecommunications infrastructure, including broadband access and digital connectivity, has seen substantial progress. The City aims to ensure that every citizen has access to high-speed internet and the necessary skills to utilise it effectively. This aligns with the City's goal of becoming a global innovation hub.

In conclusion, Cape Town provides essential services, but there are areas requiring ongoing attention and investment to improve their effectiveness and inclusivity. Water supply and sanitation, electricity supply, transportation, healthcare, and digital connectivity all play critical roles in the City's development and the well-being of its residents. To ensure these services meet the needs of a growing and diverse population, continued efforts and partnerships between the government, the private sector, and communities are essential. However, Cape Town's commitment to addressing these challenges reflects its ambition to remain a leading city in South Africa and to service its citizens.

CHAPTER 5: OVERVIEW AND RECOMMENDATIONS

5.1 Introduction

This comprehensive study has delved into the empirical findings that shed light on the state of effective government and good governance within South Africa's local sphere of government. This chapter will conclude the study by summarising the key research findings in relation to the research aims and questions and by discussing the value and contribution thereof. It will also propose recommendations for addressing the identified persisting challenges, offering a comprehensive perspective on the significance and potential areas of growth thrown up by the study.

This study was motivated by the evident gap between policy and reality in South Africa. The country is still plagued by persisting issues, such as inefficient service delivery, which negatively affects the quality of life of South Africans. For this reason, this study aimed to assess government effectiveness, particularly at the local level, in addressing problems and improving service delivery. For the purpose of this study, the following elements were used in order to determine the government's effectiveness in addressing these persisting issues: service quality, good governance elements, and financial efficiency.

5.2 Summary

The first chapter consists of the research proposal of this study. Chapter 2 has served as the foundational groundwork for this study by elucidating key concepts and establishing a theoretical framework. Within this chapter, the pivotal role of the local sphere of government and its significance in providing services to the entirety of post-apartheid South Africa, rather than just a minority, was explored. However, this expanded role has strained the government's capacity to fulfill its prescribed functions as defined in legislative frameworks, presenting an enduring challenge for addressing the persisting issues faced by South Africans.

To ensure clarity and precision in this analysis, we distinguished between state capacity and capability, emphasizing the need to avoid conflating these two concepts throughout the course of this study. Furthermore, we delved into a comprehensive discussion of the selected indicators for measuring effective government. In addition to this, we provided a contextual backdrop by describing some of the services that the local sphere of government delivers.

In essence, Chapter 2 has equipped the researcher with the essential tools and knowledge to navigate the intricate landscape of our research, enabling a more comprehensive exploration of the intricate issues facing South Africa's governance system.

In Chapter 3, the following conclusion can be drawn from the study conducted: The City of Ekurhuleni's commitment to addressing these challenges and seizing opportunities is a testament to its dedication to the well-being of its residents and the overall development of the region. These studies offer valuable insights into the complexities of municipal governance and development in South Africa and underscore the importance of integrated and sustainable approaches to urban planning. By continuing to tackle these challenges with innovation and determination, Ekurhuleni can contribute to the prosperity and well-being of its community, setting an example for other municipalities facing similar urbanization and development challenges.

In Chapter 4, the study serves as a comprehensive roadmap for Cape Town's journey toward greater equity, sustainability, and resilience. It highlights both the progress made and the areas that require continued focus, emphasizing the city's commitment to providing its residents with high-quality essential services and a brighter future.

Lastly, this study on the effectiveness of local government in South Africa, with a focus on Ekurhuleni and the City of Cape Town Municipalities since 1994, can make several valuable contributions to the field of political science and governance:

- **Empirical Insight into Post-Apartheid South Africa:** The study offers empirical data and analysis of the post-apartheid era in South Africa, shedding light on the challenges and successes of the country's transition to democracy. This historical context contributes to our understanding of political transitions and governance in post-conflict or post-authoritarian settings.
- **Local Governance Dynamics:** By specifically examining local government units, the study provides a nuanced understanding of how local governance functions in a complex socio-political environment. This contributes to the broader understanding of the role of local government in democratic systems.

- **Governance Effectiveness Metrics:** The study's use of indicators like revenue efficiency, infrastructure quality, civil society mobilization, and good governance elements offers a quantitative approach to evaluating governance effectiveness. This can serve as a model for assessing governance in other regions and countries, contributing to the development of governance evaluation methodologies.
- **Accountability and Transparency:** By investigating elements of good governance, such as accountability, anti-corruption measures, and transparency, the study highlights the importance of these factors in ensuring effective governance. This can inform policy recommendations and best practices for governance improvement, not only in South Africa but also in other democratic nations.
- **Policy Relevance:** The study's findings and policy recommendations have practical implications for policymakers and government officials in South Africa and beyond. It can help shape policy initiatives aimed at improving service delivery, reducing corruption, and enhancing citizen participation at the local level.
- **Comparative Analysis:** The study's comparative approach, examining two different municipalities, allows for valuable comparative analysis. It enables researchers and policymakers to identify factors that contribute to varying levels of governance effectiveness within the same national context, thus contributing to the literature on subnational governance.
- **Theoretical Framework:** The study can contribute to the development or refinement of theoretical frameworks in political science and governance. It may lead to the adaptation of existing theories or the creation of new ones to explain governance challenges and solutions in transitional democracies.
- **Global Relevance:** The study's findings on governance challenges, citizen engagement, and service delivery have relevance beyond South Africa's borders. They can provide insights for scholars and policymakers working on similar issues in other parts of the world, particularly in countries with complex political histories and diverse populations.

In summary, this study's contribution to the field of political science and governance lies in its empirical analysis of local governance in South Africa, its measurement of governance effectiveness, and its potential to inform policy and theory. It offers

valuable insights that can be applied both within and beyond the South African context, enriching our understanding of governance in diverse political settings.

5.3 Key questions of this study:

- How has the transition to democracy in South Africa in 1994 impacted the roles and responsibilities of local government in addressing issues such as service delivery and poverty eradication?

This study has shown how the change from an apartheid regime to a democratic state has placed a huge responsibility and a greater economic and social development role on municipalities. The reason for this is due to the fact that this sphere of government plays a pivotal role in the process of service delivery and has been subjected to intense reform in an effort to enhance its effectiveness and broaden its range of activities in serving the public, post-apartheid. This study further established that while the objectives and roles outlined in both the White Paper and the Constitution hold commendable value in the post-apartheid South African context, they imposed a substantial strain on a municipal system that had historically limited its functions to a narrow spectrum of local services, excluding certain racial groups, particularly the majority of South Africa's population, which comprises black individuals.

- What are the specific challenges and persistent issues faced by local governments in Ekurhuleni and the City of Cape Town Municipalities in terms of service delivery, infrastructure maintenance, and financial efficiency?

There is still a gap between policy and reality as highlighted in the problem statement of this study. In addition, government capacity vs. capability is also the reason behind this gap between policy and reality because, as established in Chapter 2, capability refers to what is possible under actual circumstances, conversely to capacity which is the potential for something to happen in ideal circumstances. Making this useful distinction reflects Amartya Sen's conceptualization of human capabilities as what the government is actually able to do in real-life situations when it comes to addressing the persisting issues faced by municipalities, as opposed to what it could actually do in a perfect world. That still remains a challenge as both metropolitan municipalities have developed policies to address the issues faced by their residents such as poor service delivery, poor infrastructure maintenance, and financial efficiency (revenue

mobilization and budget management), yet water scarcity, poor water quality, infrastructure and capacity issues, as well as water pricing still remain a challenge. This also includes public healthcare facilities, while open to a wide range of patients, encounter issues concerning high patient numbers and the quality of healthcare provided. Furthermore, insufficient funds to be allocated to certain services, for instance, road infrastructure, encompass these specific challenges.

- How does the financial distress observed by Finance Minister Tito Mboweni affect the ability of local government to provide essential services and meet the needs of their communities?

This issue negatively affects municipalities because rendering services needs significant funds to be allocated in order for their existence or maintenance. With the country in financial distress and municipalities not generating enough revenue, addressing the aforementioned persistent issues becomes a challenge. It places municipalities under a lot of financial strain. As a result, not all citizen's needs are met and the quality of the services rendered is poor.

5.4 Overview of the study

The theoretical framework of this study explored the evolution of South Africa's local government post-apartheid, focusing on its role in service delivery and development. The framework stressed the significance of local government in the context of a developmental state, emphasising attributes such as active involvement in the economy, state capacity, social integration, and democratic governance. It also highlighted the constitutional obligations of municipalities, including service provision and development, while acknowledging the historical disparities and racial exclusions in municipal services. The framework also established the importance of distinguishing between capacity-building for individuals and the overall capability of organisations, such as municipalities, to deliver effective and efficient services.

Furthermore, key indicators for this analysis included revenue mobilisation and budget management efficiency, infrastructure quality, telecommunications, service provision, civil society mobilisation, and elements of good governance like accountability, transparency, and citizen participation. These factors were crucial in assessing the state of local government and its capacity to address the evolving needs of South African citizens.

This study emphasises the paramount importance of municipal infrastructure, encompassing various components such as roads, water systems, power supply, buildings, and public amenities. These assets not only carry moral but also legislative responsibilities for municipalities. The provision of high-quality basic services extends beyond mere utility; it significantly impacts the livelihoods of a community and plays a pivotal role in supporting social well-being and economic growth.

Key findings extracted from the study shed light on the profound influence of infrastructure on growth. The research demonstrated that investments in energy, telecommunications, and transport networks directly contributed to economic growth by serving as essential inputs in the production of goods and services. A well-developed and properly maintained infrastructure could reduce the cost of goods, enhance physical mobility, remove productivity constraints, and increase competitiveness in the local economy.

The study's focus on infrastructure development in South Africa underlined its crucial role in achieving the nation's long-term economic and social objectives. This strategic emphasis on infrastructure enhancement serves as a critical step in transitioning from an isolated minerals-based economy to one that is globally and regionally integrated, inclusive, and supportive of future industries. Public investment in infrastructure emerged as pivotal for improving productivity, reducing spatial inequality, and fostering the growth of job-creating sectors, aligning with broader economic goals.

5.4.1 Key Findings in the City of Ekurhuleni as a Case Study

Zooming in on the transportation infrastructure within the City of Ekurhuleni, the study highlights its well-connected network of freeways, provincial, and regional roads. The Integrated Rapid Public Transport Network (IRPTN) takes center stage, comprising seven distinct routes designed to provide efficient and accessible public transportation options for residents. Detailed information about the routes, stops, and connections within the IRPTN underscores the city's commitment to enhancing its transportation infrastructure.

A core aspect of the study is the recognition of the importance of integrating various modes of transport, including rail, bus, taxi, cars, and non-motorized transport (NMT). The identification of fourteen stations/nodes as integration points is a testament to the

city's dedication to facilitating seamless transfers between different modes of transport, ensuring equitable access to opportunities for all residents.

Moreover, the study highlights the City of Ekurhuleni's proactive stance in promoting non-motorized transport (NMT) as an integral part of its public transportation infrastructure. The provision of dedicated NMT infrastructure, such as bike paths, serves as an encouragement for residents to opt for healthy and environmentally friendly transportation choices like cycling and walking. This initiative aims to enhance urban mobility, ensure safety, and improve accessibility to public facilities, all while contributing to the reduction of short-distance car trips and the associated environmental benefits.

Furthermore, Chapter 3 focuses squarely on the City of Ekurhuleni's responsibility to efficiently and sustainably provide electricity services to its residents. Key findings and highlights from the study provide valuable insights into the city's efforts and challenges in this regard:

The study begins by establishing the constitutional authority of the City of Ekurhuleni Metropolitan Municipality (CoE) regarding electricity distribution within its jurisdictional area. As outlined in Part B of Schedule 4 of the Constitution (1996), the CoE is accountable for managing the distribution of electricity and ensuring universal access to electricity services for all residents within its boundaries.

- **Energy Department's Responsibilities:** The Energy Department of the City assumes the critical role of efficiently, effectively, equitably, and sustainably distributing electricity. Its mandate extends to meeting appropriate standards, optimizing resource utilization, adhering to the "Batho Pele" (People First) principles, addressing environmental and developmental needs, and eliminating service backlogs in communities.
- **Strategic Focus:** The Energy Department's strategic priorities encompass providing reliable and sustainable electricity services, enhancing accessibility to electricity, leading in green and renewable energy initiatives, promoting effective corporate governance, and striving for organizational excellence.
- **Objectives for the Upcoming Period:** The study outlines the department's objectives for the upcoming five-year period. These objectives encompass ensuring a

consistent and reliable electricity supply, improving electricity accessibility for both new and existing developments, fostering environmental well-being through sustainable practices, establishing effective corporate governance, and achieving organizational excellence.

- **Electricity Infrastructure:** The electricity infrastructure in the City of Ekurhuleni is divided into three key sub-sectors: generation, transmission, and distribution. While Eskom primarily handles electricity generation for various sectors, the city manages transmission and substation infrastructure within its boundaries. Additionally, the study highlights the city's initiatives to electrify informal settlements, significantly improving access to electricity for thousands of households.
- **Challenges in the National Electricity Supply:** The study acknowledges the national challenges faced by South Africa in terms of power shortages and deteriorating power generation capacity. Eskom, the national electricity provider, has grappled with significant challenges, resulting in rotational power cuts that impact residents and businesses. Efforts to address these issues, such as rising electricity tariffs and on-premises electricity generation, are noted.
- **City's Budget Allocation:** The study points out the significant revenue generated by the City of Ekurhuleni from the sale of electricity. Budget allocations for electricity service provision are influenced by community input during the Integrated Development Plan (IDP) consultation process. The city's commitment to ensuring a reliable electricity supply and addressing concerns like crime and vandalism against electricity infrastructure is evident.
- **Infrastructure Investment:** The City has allocated funds to address power supply challenges, including upgrading substations, improving network infrastructure, providing bulk services to new developments and informal settlements, and modernizing aging electrical networks. However, issues such as power surges and prolonged outages still affect residents in certain areas.
- **Challenges with Infrastructure Theft and Vandalism:** The study draws attention to an alarming increase in theft and vandalism of electricity infrastructure reported by Eskom. This criminal activity exacerbates power supply problems in Gauteng province and poses risks to essential services and residents' lives.

In addition, the following key findings and insights shed light on the importance of telecommunications in the city's development:

- **Foundation of Digital Economy:** Telecommunication services are recognized as the bedrock of the digital economy, serving as the infrastructure that enables online commerce, foreign business presence, and cross-border trade. This sector holds global significance, with mobile services playing a dominant role in the digital landscape.
- **Resilience During Pandemic:** Despite the formidable challenges posed by the COVID-19 pandemic in 2020-21, the telecommunications industry has displayed remarkable resilience. It emerged as a crucial lifeline, facilitating increased online activity and the adoption of various digital services during the pandemic.
- **Telecommunications in Ekurhuleni:** Telecommunications services in Ekurhuleni encompass a wide spectrum, including infrastructure, technologies, and networks that facilitate communication and connectivity. These services range from voice calls, internet access, and data transmission to mobile connectivity. The city also offers free Wi-Fi services in designated locations, enhancing digital accessibility.
- **Role in Urban Life:** Telecommunications services have a pivotal role in supporting daily activities, business operations, and social interactions within Ekurhuleni. They enable seamless communication among residents, businesses, and government entities, promoting information exchange, access to online services, and active participation in the digital economy.
- **Service Providers:** Multiple telecommunication service providers operate in Ekurhuleni, offering a diverse array of services, including fixed-line telephone connections, mobile network coverage, broadband internet access, and data services. The city's infrastructure includes telephone exchanges, cellular towers, fiber-optic cables, and other essential equipment to ensure reliable connectivity.
- **Importance of Access:** Access to telecommunications services is deemed fundamental for both individuals and businesses in Ekurhuleni. These services facilitate connectivity, information access, online engagement, and effective communication. Reliable and high-speed telecommunications services play a pivotal

role in supporting economic growth, education, healthcare, public safety, and overall development within the city.

- **Collaboration with Providers:** The City of Ekurhuleni actively collaborates with telecommunication service providers to ensure the delivery of high-quality and accessible services to its residents and businesses. This partnership involves ongoing monitoring of service quality, promotion of healthy competition among providers, and addressing infrastructure and service-related challenges as they arise.
- **Digital Transformation Vision:** The city has a clear vision of becoming a digitally connected urban center where all citizens have access to affordable broadband services. The development of Information and Communication Technology (ICT) is seen as a crucial enabler for economic transformation and overall development.
- **Digital City Blueprint:** Progress has been made in building a wireless network that connects administrative centers, with a specific focus on enhancing administrative processes and creating a unified customer view. The Digital City Blueprint is aimed at addressing digital inclusion and advancing e-governance initiatives to benefit the community.
- **Challenges and Initiatives:** The study identifies several challenges on the path to achieving smart city status in Ekurhuleni, including housing backlogs, limited land availability, infrastructure renewal and maintenance, unemployment, and skills development gaps. The city is actively taking steps to address these challenges through short-term employment solutions and community works programs but recognizes the need for sustainable, long-term solutions.

Furthermore, with regard to a comprehensive overview of healthcare access and services in South Africa, with a particular focus on the City of Ekurhuleni, these are the key findings and insights that shed light on the state of healthcare in the region:

- **Constitutional Right to Healthcare:** Section 27 of the South African Constitution underscores the fundamental right to access healthcare services and emergency treatment. The government is constitutionally mandated to uphold, protect, and promote this right through appropriate legal frameworks and measures, aiming to ensure universal access to high-quality healthcare for all citizens.

- **Universal Health Coverage (UHC) Goal:** The study highlights the global commitment, as reaffirmed by the United Nations (UN) in 2019, to achieve Universal Health Coverage (UHC) by 2030. This goal revolves around the establishment of robust health systems founded on primary healthcare principles to deliver comprehensive and high-quality healthcare services to all.
- **Challenges in Public Primary Healthcare:** South Africa's public primary healthcare system faces various structural challenges that have implications for the quality of services delivered. These challenges encompass issues such as staff shortages, negative staff attitudes, prolonged waiting times, cleanliness concerns, drug shortages, infection control challenges, security issues, and the absence of an integrated patient-level health information system.
- **Epidemiological Challenges:** The study recognizes the epidemiological complexities that South Africa grapples with. These include the impact of HIV/AIDS and the provision of antiretroviral treatment, the rise of non-communicable diseases (NCDs), mental health issues, and injuries. These challenges add layers of complexity to the healthcare landscape, necessitating a multifaceted approach to healthcare delivery.
- **City's Commitment to Healthcare:** The City of Ekurhuleni demonstrates its unwavering commitment to enhancing healthcare access and quality. The implementation of innovative solutions, such as the Pelebox—a novel ATM-like system for dispensing chronic medication—has significantly improved access for more than 170,000 patients while reducing waiting times, thereby enhancing the overall patient experience.
- **Reducing Mother-to-Child HIV Transmission:** The City has made commendable progress in reducing the transmission of HIV from mother to child. The decrease in the transmission rate from 0.9% to 0.7% reflects the city's dedication to improving maternal and child healthcare outcomes, aligning with broader health goals.
- **Ideal Clinic Program:** In preparation for the impending implementation of the National Health Insurance (NHI), the City actively participates in the national Ideal Clinic program. These clinics are characterized by their well-equipped facilities, adequately staffed personnel, and resource-efficient operations, consistently garnering positive evaluations.

- **Mobile Clinics and Extended Hours:** To ensure healthcare accessibility for residents in underdeveloped areas, the City has deployed 15 mobile clinics. Additionally, it operates nine 24-hour clinics, 18 Saturday clinics, and two clinics with extended 12-hour daily operations, ensuring round-the-clock availability of primary healthcare services to cater to the diverse needs of the community.

Overall, the findings demonstrate the dedication of the City of Ekurhuleni to addressing these challenges and striving for excellence in service provision. They showcase the city's commitment to innovation, sustainability, and social inclusion. However, they also acknowledge the persistent challenges and complexities inherent in each of these domains, including economic disparities, infrastructure maintenance, and public service delivery.

As a result, the City of Ekurhuleni exhibits varying degrees of effectiveness across different service areas. While proactive efforts and achievements are notable in revenue generation, healthcare, and telecommunications services, challenges such as infrastructure maintenance, service interruptions, and economic disparities persist. Continuous commitment, investment, and adaptation to evolving challenges are essential to further enhance the effectiveness of local government in delivering services to the people of Ekurhuleni.

5.4.2 Key Findings in the City of Cape Town as a Case Study

Cape Town's transition from apartheid to democracy is noteworthy, but the study also highlights the need to assess the city's effectiveness in providing high-quality, efficient, and sustainable service delivery systems, including revenue mobilization and budget management. The study on Cape Town's financial management and service quality highlights several key findings that underscore the importance of efficient financial practices and the need to provide high-quality essential services in the city.

Firstly, efficient financial management is paramount for the City of Cape Town, especially in the context of addressing historical socio-economic disparities stemming from apartheid. Efficient revenue mobilization, including taxation and user fees, is vital for sustaining and improving essential services such as water supply, sanitation, public transportation, education, and healthcare. This revenue stream plays a crucial role in ensuring equitable service provision to all residents.

Secondly, effective budget management is a cornerstone of transparent and accountable governance, fostering public trust in the city's ability to judiciously allocate funds. Well-managed budgets enable the city to invest in sustainable infrastructure and development projects, including environmental conservation, renewable energy, waste management, and green urban planning.

The financial performance overview provided in the study covers the past five years and includes key financial metrics such as revenue, expenditure, surplus/deficit, capital expenditure, fund sources, financial position, and cash flows, all expressed in thousands of Rand.

However, the study also highlights areas of concern, particularly unauthorized, irregular, fruitless, and wasteful expenditures. Instances of irregular expenditure were reported in all years, with the highest amount being R762.2 million in 2020/21. These areas require ongoing attention and improvement to ensure transparent and accountable financial governance.

In addition to financial performance, the study assessed the quality of essential services in Cape Town, including transportation, infrastructure, telecommunications, electricity supply, and healthcare services. This assessment will provide valuable insights into the municipality's efforts to enhance the well-being of its residents, particularly in the context of historical disparities.

Furthermore, the study emphasizes the importance of transportation systems in Cape Town, which greatly influence urban development, connectivity, mobility, accessibility, and the overall quality of life for residents. In addition, transportation in the Western Cape is categorized into four main groups: road transportation, rail transportation, maritime and port transportation, and aviation. Each mode plays a vital role in connecting the region, facilitating economic growth, and supporting various industries.

Moreover, the City of Cape Town has developed a new Comprehensive Integrated Transport Plan (CITP) for 2023-2028, considering factors such as declining rail services, the impact of the COVID-19 pandemic, and climate change. The plan aims to enhance accessibility and provide efficient and safe transportation options for residents.

Overall, the study highlights the progress made in improving transportation systems in Cape Town, making different modes of transport accessible and efficient for commuters. The focus on sustainable growth and enhanced accessibility demonstrates the city's commitment to addressing historical challenges and improving the quality of life for its residents.

With regard to the City's infrastructure service, the study in the previous chapter highlighted infrastructure services are vital for the well-being, economic growth, and development of the City of Cape Town. While progress has been made in various areas, challenges such as historical inequalities and funding limitations persist, necessitating ongoing efforts to enhance and expand infrastructure services.

The study on water and sanitation services in Cape Town reveals several key findings that underscore the significance of these services for the city's residents and industries, as well as the collaborative efforts undertaken to address challenges and build resilience. Water services in Cape Town are a collaborative effort between the City and the National Government. While the City manages the distribution, treatment, and delivery of water, the Department of Water and Sanitation at the National Government level handles bulk water supply and related infrastructure. This partnership is essential for ensuring a reliable and sustainable water supply for the city.

Cape Town plays an integral role in the Western Cape Water Supply System (WCWSS), drawing water from six major rain-fed dams. This system is vital for meeting the water needs of both Cape Town and the surrounding region. The City of Cape Town also takes responsibility for sanitation services, including the establishment and maintenance of a comprehensive sewer network and wastewater treatment facilities. This ensures proper sanitation and environmental protection for the city's growing population.

In terms of access to services, the study indicates that a significant portion of the population had access to water within their dwelling or yard as of 2016. Additionally, a substantial majority had access to flush toilets connected to either sewerage systems or septic tanks, highlighting the city's efforts to provide essential services to its residents.

However, Cape Town faced a severe drought from 2015 to 2018, which led to critically low water reservoir levels. This crisis was influenced by reduced rainfall, rising temperatures due to climate change, and population growth, underscoring the city's vulnerability to water scarcity. In response, Cape Town has been actively working to become a water-sensitive city by integrating natural resources and engineered water services. Initiatives include water augmentation schemes, groundwater utilization, water reclamation, and seawater desalination, all aimed at enhancing water resilience.

Furthermore, investments in green infrastructure, such as the removal of invasive vegetation from catchment areas, aim to increase water yield in the bulk water system through nature-based strategies, contributing to a more sustainable water supply. The Cape Town Resilience Strategy, established in response to the water crisis, integrates climate adaptation into municipal planning and enhances preparedness for future disruptions. It emphasizes partnerships and stakeholder engagement in water governance, recognizing the importance of collaboration in building resilience. Moreover, households have adopted practices like rainwater tanks and boreholes, leading to reduced water consumption. The city has implemented innovative pressure management, revised water bylaws, and building regulations to enhance water efficiency, demonstrating a commitment to sustainable water management.

On the other hand, the municipality is committed to ensuring reliable, affordable, and sustainable electricity access while actively addressing challenges such as load shedding and transitioning to green energy sources.

Furthermore, Cape Town's telecommunications services have witnessed significant mobile communication adoption but face challenges in improving internet accessibility. In response to this challenge, the city is actively investing in digital infrastructure to enhance connectivity, promote economic growth, and achieve its mission of providing high-speed internet access to all citizens. Additionally, Cape Town's healthcare services are evolving to meet the diverse healthcare needs of its population, with an emphasis on improving emergency care and aligning with national healthcare development plans.

While the study indicates many positive aspects of local government effectiveness in Cape Town, it is important to note that challenges, such as irregular expenditures, unauthorized expenses, and historical disparities, still exist. These challenges

highlight areas where improvement is needed to ensure that services are delivered transparently, equitably, and accountable.

Overall, the study suggests that Cape Town's local government is making significant efforts to deliver services effectively to its residents, but there is room for improvement in certain areas to ensure the highest possible quality of service delivery and governance.

5.5 Recommendations

Based on the case studies presented on the City of Ekurhuleni's and the City of Cape Town's various service areas, several recommendations can be drawn to further improve the effectiveness of local government in delivering services to citizens:

- **Diversify Revenue Streams**

Implement strict revenue collection measures to ensure consistent income for municipal plans and development programmes.

Continuously evaluate and adjust revenue strategies in response to economic fluctuations and changing community needs.

Consider tax policies that stimulate economic growth and revenue generation while ensuring a fair burden-sharing approach among residents (Levy et al., 2021).

- **Strengthen Financial Accountability**

Implement stringent measures to reduce unauthorised, irregular, fruitless, and wasteful expenditure.

Enhance financial oversight mechanisms to ensure that all expenditure aligns with budgetary allocations and adheres to regulations.

Improve reporting and auditing processes to promote transparency in financial management.

- **Enhance Transportation Services**

Continue investing in transportation infrastructure to improve connectivity, reduce congestion, and enhance mobility for residents.

Prioritise maintenance to ensure the reliability and safety of transport systems.

Promote public transport use through incentives, affordable fares, and convenient schedules, as well as investing in sustainable transportation options like cycling lanes and pedestrian pathways to reduce traffic congestion and promote healthier modes of commuting.

- **Sustainable Infrastructure Investment**

Continue investing in sustainable infrastructure projects with a focus on green initiatives, renewable energy, and climate resilience.

Prioritise the maintenance of existing infrastructure to ensure its long-term functionality and cost-effectiveness.

- **Enhance Service Accessibility and Equity**

Continue with efforts to improve access to essential services such as water, sanitation, transportation, healthcare, and electricity, particularly for underserved communities.

Implement targeted programmes and policies to reduce historical disparities and promote equitable service provision.

- **Address Water Scarcity and Resilience**

Further develop and implement water augmentation schemes, groundwater utilisation, and water reclamation initiatives to enhance water resilience.

Invest in infrastructure and strategies to mitigate the impact of future droughts and ensure a stable water supply.

- **Municipal Infrastructure Development**

Allocate resources for the maintenance and expansion of critical infrastructure, including roads, water systems, power supply, and public amenities.

Develop long-term infrastructure plans that align with a city's growth and development objectives.

Implement smart infrastructure solutions that enhance efficiency and sustainability, such as energy-efficient street lighting and waste management systems.

- **Telecommunications Accessibility**

Ensure that telecommunications services are accessible and affordable for all residents, bridging the digital divide.

Encourage private sector investments in expanding broadband coverage to underserved areas.

Foster digital literacy programmes to empower residents to make effective use of telecommunications services.

- **Reliable Electricity Provision**

Strengthen measures to combat infrastructure theft and vandalism to maintain a stable electricity supply.

Invest in infrastructure upgrades to reduce power surges and outages, particularly in areas experiencing frequent disruptions.

Explore renewable energy solutions to enhance the sustainability of the electricity supply.

- **Healthcare Access and Quality**

Continue with efforts to improve primary healthcare services and reduce waiting times through innovative solutions, such as the Pelebox.

Address structural challenges in the public healthcare system, including staff shortages and the integration of health information systems (Mzekandaba, 2019).

Expand community health outreach programmes to ensure that healthcare services reach vulnerable and underprivileged populations.

Invest in mental health services and support for residents dealing with mental health issues (Mash et al., 2022).

- **Resilience Planning**

Continue to integrate climate resilience and adaptation measures into municipal planning processes.

Enhance preparedness for future disruptions through the implementation of resilience strategies, emphasising stakeholder engagement and partnerships in water governance and other critical areas (Nowak et al., 2023).

- **Community Engagement and Feedback**

Foster transparent and open communication between the local government sphere and the community to understand their needs and concerns.

Encourage public participation in decision-making processes, particularly in budgeting and service planning.

Utilise feedback mechanisms, such as surveys and community meetings, to gauge resident satisfaction and gather input for service improvements (Masiya & Davids, 2019).

- **Long-Term Planning and Sustainability**

Develop and implement long-term plans that align with sustainable development goals, considering economic, environmental, and social factors.

Invest in training and capacity-building programmes for municipal staff to ensure effective service delivery and governance.

Collaborate with neighbouring municipalities and regional authorities to address shared challenges and promote regional development (UN, 2017).

Suggestions for further studies, related to the two cities on which the case studies focused, include the following:

A study could be conducted on the City of Ekurhuleni, which entails comparative municipal analyses to benchmark the City's performance against other municipalities, both nationally and internationally, in terms of service delivery effectiveness and governance practices. Additionally, research could delve into the sustainability and environmental initiatives undertaken by the City, with a focus on areas such as waste management and renewable energy adoption. Assessing the impact of these initiatives on the environment and the community is crucial. Evaluating the socio-economic impact of various municipal projects and initiatives, particularly those related to transportation, healthcare and education, should also be a priority, examining their contributions to job creation, economic growth, and community development. Further exploration of public-private partnerships in service delivery and an in-depth analysis of infrastructure resilience to natural disasters and climate change are areas ripe for investigation. Additionally, research into governance structures, transparency

measures, and financial sustainability could be pursued to enhance overall governance effectiveness and public trust. These studies will provide valuable insights into the challenges and opportunities facing the City of Ekurhuleni and similar urban environments, contributing to informed policy decisions and improved service delivery.

To enhance our understanding of Cape Town's governance and service delivery, future studies should be considered. Longitudinal assessments can track the long-term impact of financial management practices on fiscal health and service quality, providing insights into sustained improvements or areas of concern, while comparative analyses across South African municipalities could identify best practices and opportunities for the cross-pollination of ideas. Moreover, in-depth studies could focus on service quality, resilience to climate change, and social equity impacts to assess the effectiveness of interventions, and public perception and satisfaction surveys could gauge citizens' priorities, while assessments of governance structures and transparency mechanisms could evaluate their contribution to effective service delivery. Furthermore, detailed case studies of specific initiatives and comparative international studies could provide valuable lessons. Lastly, exploring the impact of recent policy changes and community engagement in local governance processes could contribute to a comprehensive understanding of Cape Town's governance and service delivery dynamics.

Incorporating these recommendations into municipalities' governance and development strategies could contribute to the continued improvement of services and to the overall well-being of residents. It is essential for local government to maintain a proactive and adaptive approach to address evolving challenges and to meet the diverse needs of communities effectively.

Lastly, these recommendations collectively could ensure that local government effectively delivers high-quality services to its diverse population while addressing historical disparities, promoting sustainability, and enhancing resilience in the face of evolving challenges.

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Appendix A: Overview of Cape Town's financial performance from 2017 to 2020

All values: R'000	2021/22	2020/21	2019/20	2018/19	2017/18
AUDIT OUTCOME	Clean audit	Financially unqualified	Financially unqualified	Financially unqualified	Financially unqualified
FINANCIAL PERFORMANCE					
Property rates	10 651 829	10 275 271	10 081 179	9 542 011	8 674 279
Service charges	22 981 473	20 275 960	20 099 325	18 929 233	17 055 143
Investment revenue	978 894	900 467	1 298 855	1 136 550	895 813
Transfers recognised - operational	5 821 582	5 793 196	4 983 212	4 487 357	4 038 470
Other own revenue	11 167 781	5 976 553	5 938 990	6 180 396	6 234 766
Total Revenue (excluding capital transfers and contributions)	51 601 559	43 221 447	42 401 561	40 275 548	36 898 471
Employee costs	15 312 389	15 179 277	12 852 767	12 413 818	10 983 957
Remuneration of councillors	165 163	166 417	167 521	161 297	122 688
Depreciation & asset impairment	2 968 142	2 938 524	3 058 684	2 886 135	3 085 119
Finance charges	776 622	831 478	814 407	788 635	852 271
Materials and bulk purchases	17 358 646	11 466 886	11 228 896	9 992 304	9 346 977
Transfers and grants	364 175	346 050	396 135	336 816	396 433
Other expenditure	13 652 512	12 464 518	11 921 726	9 585 334	8 602 310
Total Expenditure	50 597 647	43 393 150	40 440 136	36 164 338	33 389 755
Surplus/(Deficit)	1 003 912	(171 703)	1 961 425	4 111 210	3 508 716
Transfers recognised - capital	1 655 485	1 616 702	1 913 311	2 078 060	1 732 663
Contributions recognised - capital & contributed assets	257 658	447 208	192 823	225 755	209 561
Surplus/(Deficit) after capital transfers & contributions	2 917 055	1 892 207	4 067 559	6 415 025	5 450 940
Share of surplus/(deficit) of associate	-	-	-	-	-
Surplus/(Deficit) for the year	2 917 055	1 892 207	4 067 559	6 415 025	5 450 940
CAPITAL EXPENDITURE & FUNDS SOURCES					
Capital expenditure	3 729 051	4 971 379	3 813 809	3 492 985	3 537 232
Transfers recognised - capital	779 474	845 883	878 052	1 048 948	675 699

All values: R'000	2021/22	2020/21	2019/20	2018/19	2017/18
Public contributions & donations	n/a	n/a	n/a	n/a	n/a
Borrowing	787 095	(116 095)	1 979 615	1 867 483	1 724 163
Internally generated funds	2 104 752	3 987 028	1 415	-	-
Total sources of capital funds	3 671 321	4 716 815	2 859 081	2 916 431	2 399 862
FINANCIAL POSITION					
Total current assets	17 317 121	16 338 731	18 830 241	17 848 394	14 254 085
Total noncurrent assets	63 374 345	60 491 653	56 409 807	52 765 070	50 613 761
Total current liabilities	10 295 758	8 006 706	8 102 467	7 873 348	8 561 737
Total noncurrent liabilities	12 123 466	13 828 143	13 450 871	13 327 434	12 781 828
Community Wealth/Equity	55 406 543	53 026 428	49 591 737	42 997 657	38 073 341
CASH FLOWS					
Net cash from (used) operating	83 383 578	40 640 237	-	-	-
Net cash from (used) investing	(5 578 266)	(337 508)	(781 649)	(624 940)	(4 569 001)
Net cash from (used) financing	-	-	-	33 435	398 409
Cash/cash equivalents at the year-end	88 837 468	52 051 774	10 352 577	7 101 183	(3 448 597)
UNAUTHORISED, IRREGULAR, FRUITLESS & WASTEFUL EXPENDITURE					
Unauthorized expenditure	-	-	6 567	-	-
Irregular expenditure	33 274	762 186	669 164	950 370	236 019
Fruitless & wasteful expenditure	12 712	12 328	28	19 802	309
SOURCE	Audited Outcome C1 2023 Q1	Audited Outcome A1 2022	Audited Outcome A1 2022	Audited Outcome A1 2021	Audited Outcome A1 2021