

The responsiveness of local government in the Greater Tzaneen Local Municipality

by

Vonani Ashed Bianca Baloyi

Student no.: 2008044485

Research dissertation submitted in fulfilment for the degree Master of Administration (MAdmin)

in the

**DEPARTMENT OF PUBLIC ADMINISTRATION AND MANAGEMENT,
FACULTY OF ECONOMIC AND MANAGEMENT SCIENCES**

at the

UNIVERSITY OF THE FREE STATE

SUPERVISOR: Dr L.M. Du Plessis

CO-SUPERVISOR: Dr M.I.M. Biljohn

BLOEMFONTEIN

October 2023

DECLARATION

I, Vonani Ashed Bianca Baloyi, hereby declare that this dissertation and any interrelated publishable manuscript/articles have been composed by myself and that it has not been submitted, in whole or in part, in any previous application for a degree. Except where stated otherwise by reference or acknowledgement, the work submitted is entirely my own.



Vonani Ashed Bianca, Baloyi

October 19, 2023

Date

ACKNOWLEDGEMENTS

First and foremost, I am very thankful and will forever remain indebted to God's grace, mercy and favour, which have sustained me from the inception to the completion of this inspiring project. I am truly grateful for the strength and encouragement granted to me throughout some of the challenging moments of this project.

I would like to extend my profound gratitude to my supervisor, Dr Lyndon Du Plessis, and co-supervisor, Dr Maréve Biljohn, for their unwavering support, invaluable guidance and patience throughout the dissertation project. Their extensive knowledge and insight, feedback and commitment to my academic development have been instrumental in the successful completion of this project.

I am also truly grateful for the opportunity and support received from the University of the Free State and the dean, Prof. Philippe Burger, at the Faculty of Economic and Management Sciences. Without their invaluable support, this project would not have been possible.

Finally, I would like to deeply acknowledge the contributions and support of all those who have been part of this academic journey until its successful completion. Thank you!

ABSTRACT

Despite several reforms over twenty-nine years, such as fostering citizen participation in local government affairs, the responsiveness of local government remains a continued problem in the South African landscape. The ability of governments globally, specifically local governments, to stay responsive to the service delivery needs of their citizenry has become fundamental to addressing increasing demands from citizens, societal challenges and institutional ills (including maladministration, corruption, lack of capacity and incompetence). Responsiveness, which is considered the ability to satisfy an expressed need, preference or value of citizens, is considered fundamental to effective and accountable governance. Thus, this situation warrants an investigation of local government responsiveness in South Africa. The primary focus of this study is the Greater Tzaneen Local Municipality. Through a qualitative research design, this study investigates the responsiveness of the Greater Tzaneen Local Municipality to citizens' service delivery needs. The findings show that successful government responsiveness during service delivery depends on the local government exercising its leadership, facilitating citizen participation, being transparent to all stakeholders concerned with service delivery, and having the citizens and stakeholders hold its officials accountable. Significantly, this study found that South Africa does indeed have sufficient legislative frameworks to guide local government officials and other interrelated government spheres in addressing service delivery challenges. The study thus, proposes a conceptual framework for enhancing local government responsiveness to citizens' service delivery needs. Through this framework, the existing legislative frameworks and the integration of citizens in local government decision-making processes can be combined. Furthermore, the findings shed light on the practical implications for local government officials and administrators, as well as citizens of collaborations with cross-sector stakeholders aimed at achieving enhanced local government responsiveness during service delivery.

Key words: Local government responsiveness, Organizational factors, Citizen participation, Transparency, Accountability, Service delivery

TABLE OF CONTENTS

DECLARATION	2
ACKNOWLEDGEMENTS.....	3
ABSTRACT	4
CHAPTER 1: OVERVIEW AND DEMARCATION OF THE STUDY	8
1.1. INTRODUCTION.....	8
1.2. BACKGROUND AND RATIONALE	9
1.2.1. The state of service delivery in the South African local government sphere.....	9
1.2.2. South African local government's lack of responsiveness to citizens' service delivery needs remains a challenge	12
1.3. RESEARCH PROBLEM	14
1.4. AIM AND OBJECTIVES.....	16
1.5. RESEARCH QUESTIONS.....	16
1.6. RESEARCH DESIGN AND METHODOLOGY	16
1.6.1. Qualitative research approach and design	16
1.6.2. Data collection and analysis	17
1.7. ETHICAL CONSIDERATIONS	18
1.8. SIGNIFICANCE OF THE STUDY.....	19
1.9. CLARIFICATION OF CONCEPTS	19
1.9.1. Basic municipal service	19
1.9.2. Citizen participation	20
1.9.3. Governance	21
1.9.4. Government.....	21
1.9.5. Local government.....	21
1.9.6. Municipality.....	22
1.9.7. Municipal service	22
1.9.8. Public sector	22
1.9.9. Public Administration	23
1.9.10. Responsiveness	23
1.9.11. Service delivery	24
1.10. CHAPTER OUTLINE	24
1.11. CONCLUSION	26

CHAPTER 2: UNDERPINNINGS OF PUBLIC ADMINISTRATION AND GOVERNANCE THEORIES THAT INFLUENCE LOCAL GOVERNMENT RESPONSIVENESS	26
2.1. INTRODUCTION.....	27
2.2. CONTEXTUAL BACKGROUND.....	28
2.3. THEORETICAL UNDERPINNINGS	30
2.3.1. Public Administration: Social contract theory	31
2.3.2. Governance theories	34
2.4. FINDINGS AND INFERENCES.....	42
2.4.1. Citizen participation	42
2.4.2. Accountability	44
2.5. RECOMMENDATIONS.....	45
2.5.1. Encourage citizen participation (stakeholder engagement)	46
2.5.2. Conduct regular feedback and accountability sessions	46
2.5.3. Transparent communication	46
2.6. CONCLUSION	48
CHAPTER 3: A CONCEPTUAL FRAMEWORK FOR ENHANCING SOUTH AFRICAN LOCAL GOVERNMENTS' RESPONSIVENESS DURING SERVICE DELIVERY	48
3.1. INTRODUCTION.....	49
3.2. CONCEPT ANALYSIS.....	50
3.2.1. Attributes of local government responsiveness	51
3.2.2. Antecedents of local government responsiveness	54
3.2.3. Consequences of local government responsiveness	56
3.3. CONCEPTUAL FRAMEWORK	57
3.4. DISCUSSION AND RECOMMENDATIONS	63
3.5. CONCLUSION	65
CHAPTER 4: SOUTH AFRICAN LOCAL GOVERNMENT RESPONSIVENESS DURING SERVICE DELIVERY: THE CASE OF GREATER TZANEEN LOCAL MUNICIPALITY	67
4.1. INTRODUCTION.....	68
4.2. CONTEXTUAL ANALYSIS: SOUTH AFRICAN LEGISLATIVE FRAMEWORK	70
4.3. INTERNAL ORGANISATIONAL FACTORS	72
4.3.1. Value system	74
4.3.2. Vision, mission and objectives.....	74

4.3.3.	Organisational structure	74
4.3.4.	Corporate/organisational culture	75
4.3.5.	Human resources	76
4.3.6.	Physical resources and technological capabilities.....	76
4.4.	SOUTH AFRICAN LOCAL GOVERNMENT RESPONSIVENESS DURING SERVICE DELIVERY	77
4.4.1.	Political appointments.....	80
4.4.2.	Lack of capacity	80
4.4.3.	Lack of accountability	81
4.5.	GREATER TZANEEN LOCAL MUNICIPALITY: A CASE STUDY	82
4.6.	FINDINGS	85
4.6.1.	Citizen participation	86
4.6.2.	Political and skilled workforce dynamics	86
4.6.3.	Service delivery backlogs	87
4.7.	RECOMMENDATIONS.....	87
4.8.	CONCLUSION	91
CHAPTER 5: CONCLUSION, REFLECTION AND AREAS FOR FUTURE RESEARCH		93
5.1.	INTRODUCTION.....	93
5.2.	REFLECTION ON AIM, OBJECTIVES AND RESEARCH QUESTIONS.....	93
5.3.	LESSONS LEARNT FOR PRACTICE AND FUTURE RESEARCH	94
5.3.1.	Lessons learnt for practice	94
5.3.2.	Lessons learnt for future research.....	95
5.4.	CONCLUDING REMARKS.....	95
REFERENCE LIST		98
ANNEXURE 1: ETHICAL CLEARANCE		110
ANNEXURE 2: PROOF OF LANGUAGE EDITING.....		111

CHAPTER 1: OVERVIEW AND DEMARCATION OF THE STUDY

1.1. INTRODUCTION

The ability of governments globally, specifically local governments, to remain responsive to the service delivery needs of their citizenry has become fundamental to addressing increasing demands from citizens, societal challenges and institutional ills (including maladministration, corruption, lack of capacity and incompetency) (Nene 2016:37; Mbazira 2013:263–264). Responsiveness, which is considered the ability to satisfy an expressed need, preference or value of citizens, is considered fundamental to effective and accountable governance (Good Governance Learning Network 2015:12). The authors cited above, thus suggest that accountable governance by (local) government officials implies taking responsibility for effective responsiveness, which is synonymous with good governance and has become inherent to the governance of service delivery. The governance of service delivery incorporates citizens as central to the decision-making process (Mbazira 2013:275; Nzewi & Musokeri 2014:44). Thus, it could be argued that citizens' participation in the governance of service delivery would increase the responsiveness local government to their service delivery needs (Kroukamp 2012:108; Mbazira 2013:252; Muller & Ndevu 2017:18). However, contrary to a growing recognition of the importance of citizen participation in the governance of service delivery globally (Muller & Ndevu 2017:18–19), local government's lack of responsiveness to service delivery needs remains a challenge. In the Twenty-first Century, the African continent is no exception to this challenge.

Poor service delivery, local government responsiveness to it and service delivery governance remain challenges for African countries such as Uganda, Malawi and Nigeria (Mbazira 2013:269). This lack of local government responsiveness appears to emanate from capacity limitations relating to skilled staff and institutional structures, a lack of public participation in decision-making, a lack of local government transparency and accountability relating to performance management and leadership and a lack of proper planning and correct budgeting (Kroukamp 2012:108; Muller & Ndevu 2017:18–19). The South African local government sphere, like its African counterparts, also appears to be lagging with regard to local government responsiveness, even amid legislative requirements of citizen participation in local government service delivery (Mbazira 2013:262–265). In the second decade of South Africa's post-apartheid constitutional democracy, this lack of local government responsiveness is evident in citizens' growing concerns about the ability of municipalities to deliver services and about poor service delivery (Kroukamp 2012:103). This lack of and poor municipal service delivery has resulted in service delivery protests across South African municipalities (Managa 2012:1; Ramabitsa 2014:16) and, as a result, both the overall status of local government and its ability to render service

delivery effectively to the citizens continue to deteriorate (Auditor-General South Africa [AGSA] 2023b:58). These service delivery protests have become a symbol of South African citizens' discontent with the quality and direction of service delivery and the lack of local government responsiveness to their service delivery needs (Kroukamp 2012:103; Nene 2016:19–20). While it is apparent from these service delivery protests that South African local government is not responsive to the service delivery needs of its citizenry, underlying factors to this lack of responsiveness and the ways in which it can be improved requires further exploration.

One municipality in the South African local government sphere where a lack of responsiveness to citizens' service delivery needs that is evident, is that of the Greater Tzaneen Local Municipality (GTLM), where intense service delivery protests occurred between 2006 and 2016 (The Letaba Herald 2016:5–6). Against this background, the present research aims to investigate the responsiveness of the GTLM to citizens' service delivery needs. This issue is discussed in more detail in the following section.

1.2. BACKGROUND AND RATIONALE

The background and rationale for this study has two parts. These which are elaborated on below and are (i) the state of service delivery in the South African local government sphere and (ii) the notion that South African local government's lack of responsiveness to citizens' service delivery needs remains a challenge.

1.2.1. The state of service delivery in the South African local government sphere

Ramabitsa (2014:16) states that one of the most important indicators in assessing the responsiveness of local government is the day-to-day experiences and perceptions of citizens concerning service delivery. In this regard, Ramabitsa (2014:16) emphasises the question of whether citizens perceive improvement in the services delivered to them. Yet a report issued by the national Department of Cooperative Governance and Traditional Affairs (CoGTA) (2009) points out that municipalities have not been effective in addressing service delivery expectations and needs, nor in mobilising and supporting communities and other agencies in tapping into the wider network of state and non-state resources (CoGTA 2009:35). The report highlights that the national and provincial spheres of government have not effectively supported municipalities and local communities in respect of sufficiently deepening the reach of municipalities' programmes and empowering the communities to understand the workings of government and how service delivery and development can be addressed with their participation and involvement (CoGTA 2009:35).

Thirteen years after the issuing of this report by CoGTA, there appears to be a marginal improvement in the status quo regarding poor service delivery (Nene 2016:21). Nene (2016:19–20) observes that this marginal improvement in services delivery is based on the minimal reduction of service delivery protests. Nene (2016:19–20) further mentions that the report by CoGTA (2009:57) 'painted a pale

picture' of municipalities' ability to efficiently meet citizens' service delivery needs. However, the CoGTA Annual Report (CoGTA 2018:11–12), stated that the 2017/18 period was a difficult year for service delivery and protests related to it. CoGTA further started the implementation of the second phase of the 'Back to Basics Strategy' to improve service delivery in the local government sphere, and there were some noteworthy prospects. In addition to ensuring that municipalities' challenges – such as service delivery protests at the local government level – are reduced, the National CoGTA, as the custodian of the Intergovernmental Relations Framework Act, continues to be key in adopting and encouraging cooperation among the three spheres of government for the purposes of improving service delivery (Department of Cooperative Governance [DCoG] 2018:11–12). This was done through several intergovernmental relations fora, such as the Minister and Members of the Executive Council Fora. The minister also chaired the Inter-Ministerial Task Team on Drought and Water Scarcity, which focused on the reclassified drought as a national disaster, and led the Inter-Ministerial Task Team on Electricity, which focused on the levels of debt owed by municipalities to Eskom, water trading entities and water boards. The DCoG provided targeted support to the remaining dysfunctional municipalities placed under administration, and those owing money to entities like Eskom.

The DCoG Annual Report (DCoG 2018:25) states that the Republic of South Africa's previous four democratic local government elections have been successful and have led to considerable improvements in service delivery. This was done by advancing and promoting civil rights and the effort to democratise, resource and build the capacities of the local government. However, there are still a few remaining challenges in the country, owing to the legacy of apartheid. If there is not a strong and sustainable local sphere of government, the national strategic objectives of overcoming some of the challenges – such as unsatisfactory service delivery, poverty, inequality and unemployment – and transforming society, as articulated in the National Development Plan will not be realised (DCoG 2018:25–28). Local government remains a critical factor in the creation of a capable and developmental state because of the challenges mentioned above, including the capability of human resources, which is important in the operation of the municipalities and organisations involved in the delivery of services (DCoG 2018:25–27). Another challenge of the local government that also leads to service delivery protests, is the government's agenda for local government transformation and improvement. Should there be a greater move towards consolidation, shared services and greater localized control (decentralization), it would lead to a fundamental change in the approach to service delivery and in the time in which services are delivered. In addition, McDaid (2018:15) recommends that to achieve this approach successfully, and to protect and enhance value in meeting citizens' service needs, officials in local government will have to relook at and significantly adapt the operational, financial and workforce planning. Although citizens' service needs are rapidly changing, these could be managed by interacting with citizens through the available platforms so as to analyse their needs and identify the programmes and structures that will enhance the delivery of services

effectively. The culture of non-payment for services is another challenge that threatens and cripples the financial ability of many municipalities to implement service delivery programmes (News24 2020). This culture of non-payment, according to Mr Mluleki Ndobe, the chairperson of the South African Local Government Association and the mayor of the Harry Gwala District Municipality, stems from the late 1980s and early 1990s when people boycotted paying for services to collapse the government of that time. The DCoG Annual Report (2018:25–30) states, and Mr Ndobe agrees, that local municipalities must address challenges and deliver on three main fronts: (i) manage new service demands and backlogs, (ii) invest in and maintain economic and social infrastructure and (iii) reliably deliver services to support and strengthen economic growth.

During his interview with *The Witness* (2019), Mr Ndobe mentioned that although municipalities receive grants from the national and provincial government, these grants are still not enough to fund all the municipal council functions because they come with conditions relating to what they should be used for. Mr Ndobe further stressed that the people need to understand that the revenue collected is the same money that municipalities invest back into infrastructure development and into rendering other services citizens require for a sustainable living. He also mentioned that there is an understanding from the local government that there are some people who simply cannot pay for services rendered due to the issue of affordability. This means that the indigent registers in the rural areas remain long. Furthermore, he concluded that ‘service delivery should not be negotiable, and it is a must for the people’ (*The Witness* 2019). It was also emphasised that the sooner the local government interacts with and educates citizens regarding the importance of paying for services that are to be paid for, the sooner it will make a marginal improvement that enables municipalities to pay off their debts and delivery quality services to citizens (*The Witness* 2019).

Piper and Chanza (2006:18–23) point out that according to the South African government, countrywide between 2005 and 2006 there have been about 5 085 public protests related to poor service delivery at local government level. Approximately 6 000 service delivery protests occurred in the financial year of 2004/2005 alone (Stanton 2009:14). The regions that were plagued with intense service delivery protests in South Africa included areas of Vuwani and Bolobedu villages in Limpopo, Merafong and Khutsong in North West, Ficksburg and Phulong in the Free State, Khayelitsha in the Western Cape and Diepsloot Township in Gauteng (Raophala 2013:8). While these protests arose from the lack of and poor basic services rendered to the citizens, Nene (2016:19–20) suggests that they are also linked to a lack of responsiveness to citizens’ needs and a lack of satisfactory delivery of services citizens. Furthermore, between the years 2014 and 2015, 14 740 service delivery protests were recorded nationwide and found to be related to the issue of municipalities not responding to citizens’ service delivery needs (IOL News 2015).

According to the former police minister, Mr Nkosinathi Nhleko, the previously mentioned number of service delivery protests were also linked to a lack of local government responsiveness. Alexander

(2010:37) argues that these service delivery protests signify an inherent problem with the extent of level of efficiency which the South African government renders basic services to its citizens. Furthermore, in local governments there is a lack of capacity and skills to effectively plan, implement and manage service delivery projects, and this hinders municipalities' ability to deliver services efficiently and effectively (Allan & Heese 2019: 2-5). Despite efforts by the South African government to address these challenges for the improvement of responses to citizens' service delivery needs, there are still significant gaps and inadequate access to basic services in many areas. CoGTA has implemented programmes to support municipalities in improving service delivery and governance. However, progress has been slow and many of these initiatives have not yielded the desired results, so the state of service delivery in the South African local government sphere is still inadequate, hence significant attention and investment are required to ensure that all citizens have access to basic services (Allan & Heese IQ 2021).

1.2.2. South African local government's lack of responsiveness to citizens' service delivery needs remains a challenge

The 2009 CoGTA Report highlighted two obstacles to local government's responsiveness to citizens' service delivery needs, namely (i) a lack of critical infrastructure in rural areas and (ii) the proliferation of informal settlements in urban areas (CoGTA 2009:52). This report stated that municipalities have neither the institutional and fiscal capabilities nor the powers and functions to confront these obstacles (CoGTA 2009:52–58). Systemic weaknesses and low capacity translate into poor responsiveness and structural ability to act as a responsive sphere of government (CoGTA 2009:19). Phutiagae (2014:148) and Koma (2014:45) argue that protests in South Africa have not only been about the local government's inadequate delivery of water and sanitation, electricity and houses, but also about the lack of democracy, awareness and accountability on the part of elected officials. Muller and Ndevu (2017:16) argue that some of the obstacles mentioned in the 2009 CoGTA Report still apply. The authors listed the following experiences as the factors that contribute to municipal distress, which in turn leads to low rates of municipal responsiveness to service delivery needs:

- poor ability of many councillors to deal with demands of local government in the provision of services
- inadequate accountability measures, support systems and resources for local democracy
- poor compliance with a legislative and regulatory framework for municipalities
- tensions in the political and administrative interface
- insufficient separation of powers between political parties and the municipality.

Muller and Ndevu (2017:18–19) further discuss the three main systematic issues that can serve as obstacles to the South African local government's ability to be responsive and efficiently render municipal services:

1.2.2.1. Political appointments

According to Ndevu and Muller (2017:18), the National Development Plan states that within the local government sphere political interferences play a significant role in decision-making and cadre deployments, and often causes unrest that has undermined the morale of public servants and citizens' confidence in the public institution, and municipalities have not been spared. Furthermore, they argue that qualified, competent members of the youth with skills and knowledge remain outside employment – thus raising the unemployment rate among the youth population – while cadre deployment or political appointments abound, thus widening the gap between efficient practice and policy application and causing inadequate performance management, monitoring and reporting regarding the rendering of services to citizens (Ndevu & Muller 2015:18–20). The unemployment of skilled members of the youth, in the face of the trend of political appointments, poses the greatest risk to social stability, causes delays in basic service delivery and consequently leads to service delivery protests and increased crime, which could translate into a broader social disorder and perpetuate the inability of citizens to trust the local government (Koma 2016:128; Ndevu & Muller 2017:18). Moynihan (2018) contends that even though there may be slightly improved decision-making and marginally improved performance in some municipalities, some elected officials are more likely to be interested in accountability. However, politically appointed cadres still seem reluctant to provide increased flexibility regarding financial controls in terms of resource allocation, procurement and budget execution or human resource management in terms of hiring, performance appraisal and compensation practices. Therefore, the importance of strengthening oversight and integrity in municipal financial governance is crucial and independent oversight mechanisms and qualified professionals are necessary to ensure transparency, accountability, and trust in the management of public funds.

1.2.2.2. Lack of capacity

The lack of capacity in local government affects the way municipalities are administered and their ability to deliver on their mandate (Muller & Ndevu 2017:18). Muller and Ndevu, (2017:19) further argue that the local government can only respond efficiently to the problems it faces within the framework of its functions. They further argue that if the problems are addressed at the local government level with all stakeholders involved, they should also be fixed at the national and provincial government levels, given their interconnected relationship (Muller & Ndevu 2018:19). However, according to the Auditor-General South Africa (AGSA) Report (2023a:7), a consolidated general report on local government audit outcomes for the period 2021–2022, inadequate skills and capacity has been one of the biggest factors contributing to unsatisfactory performance outcomes of the majority of municipalities. The report further highlights that the majority of South African municipalities are still faced with the challenge of having very limited human resources with adequate skills and capacity in the knowledge and management of municipal finances, information technology and technical units (which are responsible for infrastructure projects) and, as a result, have been left

to rely heavily on outsourcing municipal services to consultants at higher rates. In addition, the vacancies and instability in key positions, such as those of municipal manager and chief financial officer, have contributed to the limited improvement in audit outcomes and delays in dealing with material irregularities and other transgressions, such as responding to citizens' service delivery needs. Despite these limitations, the AGSA Report (2023a:7, 35) points out that municipalities could improve their capability to respond to citizens' service delivery needs through the responsible use of the limited funds available as this will further enable municipalities to comply with the municipal mandate and to be accountable and responsive, with fewer flaws and interruptions caused by service delivery protests. Municipal leadership, councils and mayors in particular, play a critical role in setting the tone for ethical behaviour, good governance and accountability, and in creating a culture that fosters trust and confidence in local government (AGSA 2023a:36).

1.2.2.3.Lack of accountability

Muller and Ndevu (2017:18–19) argue that party-political interventions in decision-making and political appointments not only affect public institutions but also the municipalities, which then undermines the morale of its citizens and their confidence in municipal capabilities. Nzewi and Musokeri (2014:14) assert that a successful local government is one based on willingness to accept accountability, establish control measures and decisively address weaknesses and service delivery problems brought to its officials within a specified timeframe. These authors also suggest that this process should be administered on a continuous basis to monitor the municipality's performance. In support of this statement, the AGSA (2023b:4) has pointed out that the progressive and sustainable improvements required to prevent accountability failures in local government and to deal with them appropriately when they do occur are still ongoing. The AGSA further suggests and emphasises the need to strengthen the mechanisms of accountability in all local government affairs, including accountability regarding basic financial and performance management disciplines. Safeguarding and maintaining municipal assets and infrastructure to prevent mismanagement, transgressions, non-performance, fraud and financial loss is mandatory to combat the lack of accountability within the local government sphere in order to achieve efficient standards of responding to citizens' service delivery needs.

1.3. RESEARCH PROBLEM

A lack of and poor service delivery in GTLM is attributed to this municipality's inability to stay responsive to citizens' service delivery needs. The perceived lack of responsiveness appears to be underpinned by various contributory factors which include:

- (i) a lack of citizen participation in the governance of services or the exclusion of such participation
- (ii) the inability of the GTLM to respond to the service delivery preferences of citizens

- (iii) the inability of the GTLM to derive solutions that will satisfy citizens' service delivery needs
- (iv) a lack of local government responsiveness.

Frequently, the above-mentioned contributing factors stem from the municipality's almost complete inability to effectively allocate financial and physical resources, a lack of proper communication mechanisms and channels between politicians in municipalities and officials and communities, a lack of capacity pertaining to skills and understanding applicable policy processes (i.e. skilled human capital for administrative and policy implementation purposes as per the Constitutional mandate), and self-service office bearers and politicians (Ndevu & Muller 2017:16). Furthermore, Ndevu and Muller (2017:16) contend that these contributing factors and challenges have an adverse impact on the livelihoods of ordinary citizens. This is due to the lack and/or absence of sufficient required basic service delivery, and leads to service delivery protests (some of which could be violent and fatal) when citizens' concerns on the status of service delivery in communities are not addressed as effectively as possible (Ndevu & Muller 2017:16). In other words, a lack of responsiveness by the local government in South Africa, especially in the periods of 2006–2016 and 2017–2021, has led to a significant rise in such violent service delivery protests by various communities. The implications of these protests were road blockages, destruction of public property, clashes with police, stone-throwing and unfortunate occurrence of fatalities (Nene 2016:20; The Letaba Herald 2016:5–6; AGSA 2021:33–35).

In light of the above observations, Mamokhere (2021:80) argues that municipalities within the local government sphere should strive to respond to citizens' service delivery needs as per the timelines proposed by the municipalities' Integrated Development Plan (IDP). This author suggests doing so according to the quality and quantity recorded in the strategic planning documents and practising proactive approaches and measures that encourage efficient responsiveness when addressing grievances and concerns voiced by the citizens so as to avoid escalation of service delivery protests into violence (Mamokhere 2021:80). Likewise, the local government should be able to measure and report on the actual services delivered to the citizens against the objectives and targets predetermined in the strategic planning documents. In support of this statement, the AGSA (2021:33) has reasoned that the majority of the municipalities at local government level face the challenge of having adequate systems with which to collate and report on service delivery performance and the impact of responsiveness thereof on citizens' service delivery needs. As a result, the aforementioned contributing factors and challenges, along with inadequate monitoring and reporting systems (unreliable reporting) and poor management of financial and organisational performance, will have a negative impact on the local government's responsibility and efforts to respond satisfactorily to citizens' service delivery needs (AGSA 2021:24–25; Mamokhere 2021:93–94). It is against this background that the present study aims to investigate the responsiveness of GTLM to the service

delivery needs of its citizens. A review of the service delivery needs in other sectors is beyond the scope of this study.

1.4. AIM AND OBJECTIVES

This study aims to investigate the responsiveness of the GTLM to citizens' service delivery needs.

This aim will be achieved through the following objectives:

- (i) to explore Public Administration literature and governance theories influencing local government responsiveness to citizens' service delivery needs (to be addressed in Chapter 2)
- (ii) to determine the indicators of local government responsiveness during service delivery (to be addressed in Chapter 3 and in Chapter 5)
- (iii) to analyse factors of the internal organisational environment that influence local government responsiveness (to be addressed in Chapter 4 and in Chapter 5)
- (iv) to explore the responsiveness of GTLM during service delivery (to be addressed in Chapter 4).

1.5. RESEARCH QUESTIONS

- (i) What could a conceptual framework for enhancing South African local governments' responsiveness during service delivery look like? This question is to be addressed in Chapter 3 and Chapter 5.
- (ii) How do governance systems influence local government responsiveness to citizens' service delivery needs? This question is to be addressed in Chapter 4 and Chapter 5.
- (iii) How do factors of the internal organisational environment influence local government responsiveness to citizens' service delivery needs? This question is to be addressed in Chapter 4 and Chapter 5.

1.6. RESEARCH DESIGN AND METHODOLOGY

1.6.1. Qualitative research approach and design

According to Dawson (2002:3), research is defined as the process of collecting, analysing and interpreting data to answer questions, and to qualify as research, the process must have characteristics such as: 'it must, as far as possible, be controlled, rigorous, systematic, valid and verifiable, empirical and critical.' To conduct research, different approaches could be applied, the most common of which are the qualitative and quantitative research approaches. Kumar (2014:25) states that when conducting qualitative research, the phenomenon is looked at in depth, and a holistic understanding of the research problem is reached by measuring the research objectives and

answering the questions posed. For the present study, a qualitative research approach within the interpretivist paradigm was applied. A qualitative approach was considered appropriate for the nature of this study's problem, research questions and research aim and objectives.

Kerlinger (1986:279) refers to research design as a plan, structure and strategy of investigation that is useful in obtaining answers to research questions and controlling variances. According to Kumar (2014:122), a research design is a road map that the researcher decides to follow during the research journey. The research study design applied in the present study is a case study design. This design, which is also qualitative, supports the exploratory nature of this study in respect of the identified social phenomenon, which is the responsiveness of the local government to citizens' service delivery needs. The selected research design for the present study is document analysis as it allows the researcher more leverage in (i) investigating the identified social phenomenon, (ii) obtaining an in-depth understanding and (iii) producing new meaning and perspectives (Bowen 2009:27) concerning local government's responsiveness to service delivery needs, specifically within the boundaries of the GTLM, South Africa.

The selection of document analysis (qualitative research design) for this study is warranted by the research problem, which indicates that the phenomenon of GTLM's responsiveness remains unexplored (i.e. there is a lack of known all-stakeholder-inclusive mechanisms for the local government when responding to citizens' service delivery needs). Furthermore, the identification and analysis of themes throughout the study is fundamental as this approach will be a critical factor in research to be used to guide South African local governments' responsiveness towards citizens' service delivery needs.

1.6.2. Data collection and analysis

The choice of data collection method depends on the nature and purpose of the study being pursued, the resources available and the skills of the researcher (Kumar 2014:172). Data may be gathered by using a variety of data collection methods, which include interviews, focus groups, observations, self-reporting and documentary sources or literature, among others (Mouton 2001:104). Using a qualitative method of data collection, a documentary analysis, also referred to as a literature review, was conducted for collecting data in this study. Document analysis is an instrument of data collection that involves a critical assessment and summary of the range of past and contemporary literature in a given area of knowledge (Nambalirwa 2010:18). Furthermore, document analysis is critical for the success of a study such as this, as it allows researchers to make sense of their resources and select the appropriate pieces for their studies understanding content across time and geographies and by understanding how information and ideas are presented formally (Dalglis, Khalid & McMahon 2020:1425). The use of secondary data was imperative in the present study, and the use of official documents such as past published and related research studies, academic journal articles,

government publications, magazines, newspapers, books, websites and annual reports formed an integral part of data collection. This qualitative instrument was used because relevant information is available to support and conduct this study. The information gathered assisted in accomplishing the study's research objectives, and provided a theoretical overview of the existing research, its relationship with recent research and its relevance. The documents retrieved and analysed for this study, and which are available in the public domain include:

- publications from different authors
- academic articles, journals and books (including master's and doctoral theses)
- official government publications and legislation that have been made available.

Furthermore, the protocol followed as part of the document analysis comprised:

- conducting a literature review using search keywords compiled from the study's research questions and objectives
- perusing selected documents and studying the relevance thereof, and analysing retrieved content according to the stated research questions and objectives
- analysing and summarising findings from the literature analysis according to themes.

Table 1.1 illustrates the relevance of the selected data collection method used in the present study as well as the protocol followed.

Table 1.1: Data collection method and protocol

Data collection instrument	Relevance	Protocol
Literature	<ul style="list-style-type: none"> • Contributes to verifying information and evidence gathered based on a range of past, contemporary and seminal literature sources • Inferences, analysis and critical assessments can be made concerning the objectives and research questions of the study 	<ul style="list-style-type: none"> • Using the research questions and objectives of the study to compile search terms for the literature review (step 1) • Systematic literature analysis (step 2) • Summarising findings from the literature analysis (step 3)

Source: Author (2023)

1.7. ETHICAL CONSIDERATIONS

The researcher requested consent and approval to pursue the study and obtained clearance from the General/Human Research Ethics Committee at the University of the Free State (see Annexure 1). The researcher was guided by the approved consent to conduct the study.

1.8. SIGNIFICANCE OF THE STUDY

As set out in Table 1.2, this study is significant in three domains, namely the discipline of Public Administration, local government responsiveness and local government service delivery.

Table 1.2: Significance of the study

Domain	Contribution
Discipline of Public Administration	<ul style="list-style-type: none"> ▪ Contributes to the discourse regarding the use of applied public administration to address and reinforce local government responsiveness during service delivery ▪ Presents novel insights and contributes to the discourse regarding indicators of local government responsiveness during service delivery
Local government responsiveness	<ul style="list-style-type: none"> ▪ Generates data that will be useful for the purposes of benchmarking local government responsiveness to citizens' service delivery needs ▪ Produces research that analyses factors of the internal organisational environment influencing local government responsiveness
Local government service delivery	<ul style="list-style-type: none"> ▪ Provides novel insight into how governance systems influence local government's responsiveness to citizens' service delivery needs ▪ Generates data to determine the indicators that constitute local government responsiveness during service delivery ▪ Contributes to the ongoing debate about improving local government's responsiveness to citizens' service delivery needs

Source: Author (2023)

1.9. CLARIFICATION OF CONCEPTS

The main concepts used in this study are defined in this section.

1.9.1. Basic municipal service

According to Craythorne (2006:158 quoted in van der Waldt 2016:164), basic municipal service is defined as that municipal service that is necessary to ensure an acceptable and reasonable quality of life and that, if not provided, would endanger public health or safety or the environment. However, when municipal service is compared to the previous definition of basic municipal service, the definition becomes broader in its scope and thus refers to a service that a municipality, in terms of its powers and functions, provides or may provide to or for the benefit of its responsibility area, irrespective of whether such a service is provided through an internal or external mechanism and whether 'fees are levied in respect of such a service or not' (Craythorne 2006:158–159 quoted in van der Waldt 2016: 164-165). The GTLM Indigent Policy (2018:3) also recognises basic municipal service as a service supplied by the municipality, such as rates (non-trading services and institutional costs), sewerage,

refuse removal, water and sanitation, electricity and housing rental of municipal properties. Therefore, the local government plays a major role in the provision of basic services, as a requirement to obtain and maintain a reasonable standard of living. The importance of local government lies in three elements, that is, the role of local government in governing a particular community, using municipal infrastructure and a system as a 'vehicle' for public participation, and establishing structures that promote economic and social progress (Hanekom 1988b:17).

1.9.2. Citizen participation

Shafritz (2004:48) defines citizen participation as a means of empowering individuals or groups with bargaining power to represent their interests and to plan and implement their own programmes with a view towards social, economic and political power and control. Presumably, the greater the level of citizen participation in a programme, the more responsive the programme will be to the needs of the community and the more responsive the community will be to the needs of the programme. Van der Waldt (2016:26) states that citizens are increasingly demanding information on how public goods are managed, and they want to know how their tax money is spent as they expect better service delivery and want to participate in the development processes and decision-making that will affect them. Citizens are also progressively demanding more interaction with their local government, accuracy of information, reduced processing times, less duplication of work, access to municipal structures, increased transparency and greater access to public goods (Van der Waldt 2016:26). Given Van der Waldt's argument above, it is clear that citizens who are aware of what is expected from the local government are also willing to hold the local government responsible for their service delivery needs and expect responsiveness in the operations of the local government. However, in order for citizens to progressively participate in development processes and decision-making and in order to hold local government accountable, they must be willing to learn how to interact and negotiate with municipalities in the local government (Van der Waldt 2016:26–27). Van der Waldt further adds that citizens must also obtain additional information about some of the methods of positively participating in their local government, such as how municipalities work, how decisions are made and how civil societies are organised. This is especially needed in circumstances where citizens identify municipalities as incompetent and non-responsive in providing the right quantity and quality of services. Cornwall and Gaventa (2000:53) argue that through citizen participation, greater accountability and responsiveness can be demanded from municipalities as service providers. However, there are factors that hamper citizen participation. These include: (1) when municipalities harbour an authoritarian mind-set and thus discourage citizen participation as they are bureaucratic institutions, (2) when citizens in general lack knowledge and political influence to give the municipalities or the government institutions a mandate to solve their problems and (3) the unavailability of participation mechanisms or platforms such as e-governance and e-democracy platforms (that is, annual reports and financial statements) as well as traditional platforms (Van der

Waldt 2016:28–30; Good Governance Learning Network, 2015:14). In addition, Van der Waldt, (2016:30) states that citizen participation could slow down decision-making with the result that the service delivery process is also delayed.

1.9.3. Governance

Fukuyama (2013:3) defines governance by government as the government's capability to create and enforce rules and deliver services to the people, regardless of whether the government is democratic or not. Fox and Meyer (1995:55) describe governance as the ordering of a group, community or society by a public authority. Therefore, governance in the government can be referred to as the processes and procedures put in place to guide how a municipality (government) is envisioned and mandated to operate.

1.9.4. Government

Shafritz (2004:134) defines government as the formal institutions and processes through which binding decisions are made for a society. A government is able to function only if it has the adequate authority, public support and stability to be able to maintain law and order (Fox and Meyer 1995:55). Maheshwari (2004:242–243) states that government refers to the people who fill the positions of authority in a state. This author further states that the concept may refer to the manner, method or system of governing in a society, and to the structure and arrangement of offices and how they relate to the governed. Government offices/functions are divided into the three categories (sets of power) of legislative (makes the law), executive (implements the law) and judicial (interprets and applies the law) authority.

1.9.5. Local government

Thornhill (2008b:492) recognises local government as the paramount point of contact between an individual and a governmental institution. The local government is thus the government that is closest to the people. He further describes it as one of the spheres of government in the three-sphere system in terms of the Constitution (Thornhill 1995:20). Local government can also be expected to successfully perform the administrative duties of the local sphere of government, with the undertaking of including citizenry in service delivery plans. Madumo (2011:29) states that local government is assigned with the task of ensuring that the administration of services will result in a collective effort to pursue the endeavours the municipal community deems fit and proper. In local government, the relationship between the governors and the governed must flourish, thereby achieving the concept of self-governing. This can be achieved by taking the following aspects into consideration, as outlined by Hanekom (1988:18):

- Local government should ensure essential links between the citizenry and the government.

- Local government should serve as an instrument that provides for mechanisms that promote greater community participation.
- Local government should serve as the building-block of a democratic political system.

Madumo (2011:27) echoes this statement by saying that in terms of the institutional system of local government, the Constitution of the Republic of South Africa (Republic of South Africa 1996) makes provision for the categorisation of municipalities in terms of their functions and powers. Section 155 of the Constitution (Republic of South Africa 1996) stipulates that there are three different categories of municipality: A, B and C. For the purpose of the present study, the focus is on category B (local municipalities). The GTLM is classified as a category B municipality by the Municipal Demarcation Board in terms of section 4 of the Local Government: Municipal Structures Act (Republic of South Africa 1998b).

1.9.6. Municipality

In terms of the Local Government: Municipal Demarcation Act (Republic of South Africa 1998a), a municipality is defined as a geographic area (municipal area). Shafritz (2004:200) defines a municipality both as a municipal corporation and as the officials who manage it. This author further defines a municipal corporation as a political entity created pursuant to the state law by the people of a city or town for the purposes of local government – that is, a formally created subnational government. Members of the municipal corporation are identified as councillors and are elected based on adult suffrage from various wards into which the city is divided (Pattanayak 2000:237). Municipal corporations are established to provide general local government for a specific population concentration in a defined area. The strength of a municipality is fixed according to its requirements (Pattanayak 2000:237).

1.9.7. Municipal service

Van der Waldt (2016:164) defines municipal service as a service that a municipality, in terms of its powers and functions, provides or may provide to or for the benefit of its responsibility area, irrespective of whether such a service is provided through an internal or external mechanism. Craythorne (2006:159 quoted in van der Waldt 2016: 164) argues that a municipal service must be equitable and accessible; provided in a manner that is conducive to the prudent, economic, efficient and effective use of available resources and to the improvement of standards of quality over time; financially and environmentally sustainable; and regularly reviewed with a view to upgrading, extension and improvement.

1.9.8. Public sector

Fox and Meyer (1995:107) define the public sector as a portion of the economy whose activities (economic and non-economic) are under the control and direction of the state. These authors further

argue that the state owns all the resources in this sector and uses them to achieve whatever goals it may have, for example, to promote economic welfare of the ruling elite or to maximise the well-being of the society as a whole. Some of the organisations that are regarded as part of the public sector include Transnet, South African Airways, Alexkor, Eskom and Denel SOC Limited as they are organisations that are owned by the state (often referred to as state-owned entities).

1.9.9. Public Administration

Public Administration is the study of processes, systems and institutions involved in the formulation and implementation of public policy and associated programs designed to address and solve public problems (Bhatta 2006:508). The administrative dimensions of the term here come from the involvement of the bureaucracy in policy implementation: putting policies into action or administering them. In the administration of public affairs, there are three related concepts of note: '(a) agency, i.e., who is engaged in the activity (in the private or public sector); (b) interest, i.e., whose interests are being served; and (c) access, i.e., who has access to the services?' (Bhatta 2006:509). These have a significant bearing on the determination of various models of public administration (Bhatta 2006:509). Fox and Meyer (1995:105) describe public administration as a term that represents a wide range or combination of theories and practice aimed at clarifying a concept of government and its relationship with society. Similar to the aforementioned definition, Cloete (1984:2 quoted in Bain 1987:11–12) contends that public administration refers to particular functions of public or governmental institutions. Mafunisa and Dzungwa (2007:765) state that Public Administration refers to the theory of public administration, which represents public administration as an activity. Thus, Public Administration is an academic discipline in which public administration is studied (that is to say that Public Administration written in uppercase is regarded as a discipline and public administration written in lowercase is the practice thereof).

1.9.10. Responsiveness

Fox and Meyer (1995:113) primarily define responsiveness as a benchmark to which an alternative is recommended if it results in the satisfaction of the expressed needs, preferences or values of the citizens. Secondly, the authors further define responsiveness as a belief that government answers to the will of people expressed through elected officials. This definition is well suited to the current state of the local government in South Africa with regard to the delivery of service needs, as there is tension between standards and adequacy of responsiveness from the local government to the citizens. In addition, Fox and Meyer (1995:113) mention that since the 1800s, government has had the challenge of obtaining a balance of responsiveness and efficiency (efficiency can also be referred to as adequacy in this study). Bhatta (2006:554) describes responsive public service as a term that is currently much in use across practically all jurisdictions, and it is taken to refer to a public service (action) that is aware of what its citizens and its stakeholders want and delivers on that. This source

further indicates that a responsive public service is also extremely aware of what standards of services are expected of it, and it strives to attain and deliver on them in a transparent and timeous manner.

1.9.11. Service delivery

Bhatta (2006:586) considers service delivery a process of providing services to the public. There are several approaches to analysing service delivery. Government departments could provide the services themselves or contract them out. There is also the possibility of an inclusive approach to service delivery where government departments seek to bring into a partnership those who provide services at the community level. Service delivery responsiveness, according to the Bhatta (2006:586), focuses on assessing the extent to which communities (clients) are satisfied with the services being provided. The Dictionary also outlines the four dimensions of service delivery responsiveness that are relevant: '(i) Comprehensibility – do the receivers of services understand what they are entitled to? (ii) Accessibility – are they easily able to get them? (iii) Relevance – do they get the services that are relevant to their needs? (iv) Participatory – can they be more actively involved in service delivery?' (Bhatta 2006:509). Hemson, Carter and Karuri-Sebina (2009:156) agree with the above definition of service delivery. They also define public service delivery as the end product of a chain of plans and actions involving municipal and provincial plans as well as the national budget, by a range of stakeholders through local consultations. Thus, service delivery can be regarded as the goods and services the government is expected to provide in ensuring the sustainable livelihoods of its citizens.

1.10. CHAPTER OUTLINE

This study comprises an introductory chapter, three theoretic chapters, and a concluding chapter, as outlined below.

Chapter 1: Overview and demarcation of the study

This introductory chapter commenced with an introduction to the study (section 1.1), which was followed by the background and rationale of the study (section 1.2), the research problem (section 1.3), the aim and objectives (section 1.4), the research questions (section 1.5), the research design and methodology (section 1.6), the ethical considerations (section 1.7), the significance of the study (section 1.8), the clarification of concepts (section 1.9) and, finally, the chapter outline in section 1.10. The chapter is concluded in section 1.11.

Chapter 2: Underpinnings of Public Administration and Governance theories that influence local government responsiveness

This chapter commences with an introduction (section 2.1), which is followed by a contextual background (section 2.2). The theoretical underpinnings of Public Administration and Governance theories influencing local government responsiveness are explored in section 2.3. Section 2.4 outlines

the findings and inferences drawn from this chapter, and recommendations are provided in section 2.5. This chapter is concluded in section 2.6.

Chapter 3: A conceptual framework of the concept of local government responsiveness during service delivery

This chapter starts with an introduction (section 3.1), which is followed by a concept analysis of local government responsiveness during service delivery (section 3.2). Section 3.3 provides a conceptual framework for enhancing the responsiveness of South African local governments during service delivery, and this is followed by a discussion and recommendations from this chapter in section 3.4. The chapter concludes in section 3.5.

Chapter 4: South African local government responsiveness during service delivery: The case of Greater Tzaneen Local Municipality

After an introduction (section 4.1), this chapter presents a contextual analysis of the Republic of South Africa's legislative framework that influences local government responsiveness (section 4.2). This chapter further provides an analysis of how factors of the internal organisational environment influence the responsiveness of local government (section 4.3), followed by a reflection on South African local government responsiveness during service delivery (section 4.4). This chapter proceeds to provide a reflection on the current service delivery reality in the GTLM (section 4.5). Findings (section 4.6), recommendations (section 4.7) and a conclusion (section 4.8) are then presented.

Chapter 5: Concluding Remarks

The introduction of this chapter (section 5.1) is followed by a reflection on the achievement of the research aim and objectives of the study and the answering of the research questions (section 5.2). Subsequently, lessons learned for practice and future research, as well as recommendations, are presented in section 5.3. This chapter is the conclusion (section 5.4) of the academic study.

1.11. CONCLUSION

This chapter presented an overview and a demarcation of the study in section 1.1, which included an introduction to the study. This was followed by the preliminary literature review (section 1.2) as well as the background and rationale (section 1.3), the research problem (section 1.4), the aim and objectives (section 1.5) and the research questions of the study (section 1.6). Subsequently, the research design and methodology were described in section 1.7, and this was followed by an outline of the ethical considerations (section 1.8), a presentation of the significance and contribution of the study (section 1.9), a clarification of concepts (section 1.10) and the chapter outline of the study (section 1.11).

CHAPTER 2:
**UNDERPINNINGS OF PUBLIC ADMINISTRATION AND GOVERNANCE THEORIES THAT
INFLUENCE LOCAL GOVERNMENT RESPONSIVENESS**

ABSTRACT

Local government is the sphere of government located closest to citizens and is therefore indispensable in its role of providing basic essential services. In pursuit of rendering these services, the local government has a duty to establish and promote an environment in which both the local government and citizens can reciprocally communicate regarding matters of mutual concern and interest, thus ensuring an environment that is responsive to the needs of the local populace. This chapter therefore explores the underpinnings of Public Administration and Governance theories influencing local government responsiveness. Responsiveness is seen as an important theoretical element of the academic discipline of Public Administration and of the practical organisational phenomenon of governance. The social contract and New Public Management theories are explored. The author selected these theories with the intention of understanding the relationship between local government and its citizens in the former's effort to provide service delivery in an effective manner. Through a qualitative research approach, thematic document analysis was pursued to understand Public Administration and Governance theories influencing local government responsiveness. Following the document analysis design, common and dominant themes relating to the chosen phenomenon were studied. The findings suggest that citizen participation by community members and accountability by the governing authority are underpinning theoretical themes that are required in order to influence local government responsiveness. Therefore, continuous understanding and application of these themes could boost local government's response approach when delivering services.

Keywords: participation, accountability, social contract, governance

2.1. INTRODUCTION

The ability of governments globally, specifically local governments, to stay responsive to the service delivery needs of their citizenry has become fundamental to addressing increasing demands from citizens (Mbazira 2013:263–264). In addition, societal challenges and institutional ills such as maladministration, corruption, lack of capacity and incompetency also contribute to local government's ability and capacity to respond to citizens' service delivery needs (Nene 2016:37; Mbazira 2013:263–264). Responsiveness, which is considered the ability to satisfy an expressed need, preference or value of citizens, is deemed fundamental for effective and accountable governance (Good Governance Learning Network 2015:12). Thus, the engagement between a local government and its citizens is important for ensuring that the basic service delivery needs of the citizens are represented and acknowledged in the policy planning and budget allocation processes required to perform the duties of local government, including delivery of basic needs to the citizens. In the context of a decentralised governance system, it can be argued that the inclusion of citizens during local government planning processes is vital, as this is where citizens' most basic service delivery needs – the quality and quantities thereof – and the manner in which such basic service needs would be delivered can be determined (Kroukamp 2012:108; Mbazira 2013:252; Muller & Ndevu 2017:18). This process is also significant because the local government is the first point of contact for citizens in their interaction with the government, and the local government's primary purpose is to promote citizens' and communities' well-being and quality of life through an effective and accountable representation of elected officials, and efficient performance of functions and delivery of services (Majekodunmi 2012:90–93).

A responsive local government is expected to listen to what citizens' basic service needs are and act on them, including studying and identifying relevant public policies and institutions to assist in responding to the citizens' service delivery needs and in upholding their rights (Edwards & McGee 2014:3). However, contrary to a growing recognition of the importance of inclusion of citizens in the governance and participatory structures for service delivery globally, Muller and Ndevu (2017:18–19) argue that local government's level of effectiveness and responsiveness with regard to service delivery needs remains a challenge. According to Kroukamp (2012:109–110) and Muller and Ndevu (2017:18–19), a lack of local government responsiveness stems from capacity limitations relating to skilled staff and institutional structures, a lack of citizen participation in decision-making, a lack of local government transparency and accountability relating to performance management and leadership, and a lack of proper planning and correct budgeting.

As a result, this chapter explores theories that underpin and influence local government responsiveness and draws inferences from the context of both South Africa and the African continent. The research objective in this regard was to explore Public Administration literature and governance theories influencing local government responsiveness to citizens' service delivery needs. Using a

qualitative research approach, content analysis of documents related to relevant research about the stated research objective was undertaken. Using a range of electronic search engines, the keywords for this chapter were applied as search terms, and adapted when and where required, to select research for inclusion in the narrative literature. Journal papers published research and grey literature were perused to address the research objective. Against this background, the first section of this chapter presents a contextual background of the state of local government responsiveness across selected African countries. The second section presents an in-depth analysis of the theoretical underpinnings of Public Administration and Governance theories that influence local government responsiveness. The third section of this chapter offers the findings and inferences from the literature analysis. The chapter concludes with recommendations for practice by key personnel in the supply chain of local government responsiveness.

2.2. CONTEXTUAL BACKGROUND

Local governments are supposed to be built on the strong foundation of stimulating local development through the provision of quality services to their citizens (Murimoga & Musingafi 2014:99–100; Republic of South Africa 1996). Kalonda and Govender (2021:2), as well as Smit and Govender (2015:570), suggest that local governments play a fundamental role in being an effective and responsive driver of local demands and should work towards improving the well-being and livelihoods of its citizens. The perspective of the local government responsiveness in countries such as Nigeria, Malawi, Namibia and Uganda, among others, remains overwhelming as previously conducted research shows that they have been afflicted by frequent service delivery protests directed at their seeming lack of responsiveness (Ibok 2014:536; Afrobarometer 2006; Majekodunmi 2012:93). Some of the commonalities in these selected countries include ills such as poor leadership and performance, maladministration, dysfunctional governance systems, abuse of finances and mismatching of skills, all of which affect the efficiency of responses to the service delivery needs of citizens (Ibok 2014:536; Mbazira 2013:274). Therefore, poor service delivery by local governments often leaves citizens frustrated, which in turn leads citizens to turn to service delivery protests motivated by local government's poor standard and quality of service delivery, poor leadership and lack of good governance (Shai 2017:25). These demonstrations are a sign that the delivery of services by local governments is not in line with the citizens' standards and expectations (Kalonda & Govender 2021:2–3; Masegare & Ngoepe 2018:585). Citizens' confidence in their local governments' responsiveness concerning service delivery needs has thus declined, which is matched by steadily increasing service delivery protests (Mbazira 2013:275).

A research study conducted in both Nigeria and Malawi found that the local governments have not been responsive to the basic service delivery needs of the citizens due to bad leadership and misrepresentation by local government officials, and a lack of accountability and transparency was established (Ibok 2014:539; Afrobarometer 2006). This affirms that responsiveness by the Nigerian

local government is a crucial matter, and it is a challenge that is not unique to the South African and Ugandan local governments.

Local governments in South Africa and Uganda are the major vehicles for the provision of services to citizens. However, they have not performed as effectively as expected due to local democracy failures, which has also led to a failure to effectively involve the communities in decision-making processes (Kalonda & Govender 2021:8; Mbazira 2013:269). It has been twenty-nine years since South Africa gained its democracy, but government and academic reports record that a series of changes to meet the needs of an emerging democracy and the development of the country's citizens are still heavily challenged by service delivery backlogs. The CoGTA Report (CoGTA 2009:53) points out that there is highly uneven responsiveness to the challenges of local government in the management and provision of services, which has contributed significantly to the state of distress in which local government finds itself today. In addition, citizens' service delivery expectations have led to disillusionment and a lack of confidence and trust in the local government as a result of its failure to deliver basic services (Kroukamp 2012:103).

Access to services such as roads, housing and water supply and the promotion of accessible public health and environmental sustainability are considered to be factors contributing towards enhanced development within the local government parameters of Namibia (Akinboade, Mokwena & Kinfack 2014:460–461). The promotion of effective and efficient public service delivery is the Namibian local governments' priority since Namibia's Fifth National Development Plan. Implementation of these priorities could improve Namibian local governments' performance and could subsequently satisfy citizens' expectations for services rendered. Despite Namibia's introduction of this plan, there have been public outcry and service delivery protests (Mushaukwa 2018). Some challenges include uncollected refuse, unsecured dumping sites that have caused air pollution, potholes in town roads and, most frustratingly, a shortage of water supply and poor management systems caused by the poor public relationship with key stakeholders and lack of community involvement in the affairs of the councils (Routh 2018; Kalonda & Govender 2021:3).

Globally, local government responsiveness is recognised as important in respect of being aware of what citizens want and need (to sustain their livelihoods) and delivering on it (Bhatta 2006:554). Therefore, local government responsiveness is centred on concepts such as effective and efficient delivery, awareness, transparency, performance management, accountability, citizen participation, competencies, skills and capacity (Nene 2016:20; Ndevu & Muller 2017:15; Kroukamp 2012:111). According to the study put together by Ibok (2014:537), this view, shared by many authors, is also expressed to point out that governance at the local government level plays a pragmatic and fundamental role in ensuring the effectiveness and delivery of municipal services to the citizens. Service delivery protests often arise in frustrated communities where there have been failed engagements in which submissions of memoranda with service delivery demands have not been

responded to adequately or have been ignored (Allan & Heese 2019: 2-3). However, Allan & Heese (2019:3) suggests that one of the features to be employed to reduce service delivery protests in such communities is transparent, all-inclusive and efficiently responsive engagement between political and municipal leaders and communities. What is even more encouraging is that data collated and analysed by Allan & Heese (2019: 4-5) in the Municipa IQ 2019 study suggest that a calm community with fewer service delivery protests is likely to prevail when political and municipal leaders engage transparently with communities on local government and service delivery concerns and offer continuous feedback (Allan & Heese 2019: 3). In addition, Allan & Heese (2021: 7) argues that in 2019, service delivery protests had accounted for at least 8% of overall protests since 2004. Given the previous observation about the low percentage of service delivery protests, it can be argued that municipalities' capabilities to render services and be efficiently responsive to citizens' service needs could be improved, which could then reduce the number of service delivery protests.

Using the lens of Public Administration and Governance theories, this chapter explores the foundations that stimulate local government responsiveness. The research objective put forward in this regard was to explore Public Administration literature and governance theories influencing local government responsiveness to citizens' service delivery needs. Using a narrative literature review, this research objective was explored through a qualitative research approach. This approach involved the deductive and thematic analysis of the content of documents about relevant research concerning Public Administration and Governance theories influencing local government responsiveness. The concepts of social contract theory within Public Administration, New Public Management, post-New Public Management, participation and governance were used respectively as search terms, and adapted as required, in a range of electronic search engines to identify research that could be included in a narrative literature review. From this content analysis of documents – such as peer-reviewed journal articles, published research and grey literature – the topic was explored through a deductive approach. Against this background, the first section contains a discussion of the theoretical underpinnings of Public Administration and Governance theories that influencing local government responsiveness. This is followed by a presentation of themes from findings and inferences reached. The recommendations made are presented in the next section. The chapter concludes with an explanation of the significance of the application of functional local government responsiveness to citizens' service delivery needs.

2.3. THEORETICAL UNDERPINNINGS

This section focuses on exploring the foundations within the Public Administration and Governance theories that influence the local government's responsiveness during service delivery. An in-depth analysis is essential to understanding how theories of Public Administration and Governance, and the application thereof, influence service delivery responsiveness in the local government, and will be explicated.

2.3.1. Public Administration: Social contract theory

Social contract theory is an alternative descriptive concept about society (the population), the relationship between rules and laws and why the population needs them (McCartney & Parent 2015:30). McCartney and Parent (2015:31–32) add that social contract theory does not tell citizens how they have to behave, but rather provides a basis for comprehending why a society has agreed with the governing authority (the state) to implement rules, laws and regulations. In other words, the elementary understanding behind social contract theory within the Public Administration/public administration context is that there is an agreement of all individuals with the state, subject to collectively enforced social arrangements, and those arrangements have some normative property – meaning that they are legitimately, impartially obligating (

, Gerald & Thrasher 2019:60–65). Evans and MacMillan (2014:53–55) observe that the social contract theory is important to justify the power that law enforcement can exercise over the population as a whole in the country.

Social contract theory was developed and introduced with different insights by three contractarians, namely Thomas Hobbes, John Locke and Jean-Jacques Rousseau. A summary of the theory as put forward by the aforementioned contractarians is provided in the following subsections.

2.3.1.1. Social contract theory by Thomas Hobbes

Hobbes was of the view that ‘a society without rules and laws to administer its actions would be a horrendous place to live’ (Thomas Hobbes: 1588–1651) and, as a result, he argued that citizens in such a society lived in a ‘state of nature’, which meant that there was no government and no laws to govern the society (Laskar 2017:1; Loewe, Zintl & Houdret 2020:3). Even though human beings would typically have a natural desire for security and order (Laskar 2017:1), self-protection, self-preservation and protection of property were safeguarded only when citizens voluntarily entered into a contract, recognised as the social contract (Laskar 2017:1). Therefore, as per Hobbes’ theory, a contract was introduced and set up by two distinguishable and underlying elements:

- a group of individuals in the society who jointly forsake their individual rights and form collective rights that equally represent them as a society
- one person or assembly of persons given the authority (governing institution) to administer the initial contract. (Wrenn 2019:775)

Moreover, voluntarily entering into this social contract means that individuals are to surrender all the rights and freedom they had in the ‘state of nature’ period to a selected institution of authority (with absolute command), which must then provide protection for the society, providing resources equally and efficaciously to enhance the livelihoods of the society as well as making available rules, laws and principles that the society would obey (Laskar 2017:1–2; Wrenn 2019:775; Loewe et al. 2020:3). In

other words, individuals have to agree to live together under common laws, rules and principles, and construct an enforcement apparatus for the implementation of the social contract. For the purposes of the newly formed social contract as per Hobbes' theory, a governing institution of authority was formed on the basis that it will also serve as a political authority and obligation which is based on the individual self-interests of the members of the society, who understand that they are equal to one another and ought to obey the reigning institution of authority (Wrenn 2019:775–776). Therefore, Hobbes' theory of social contract entails that when the governing institution of authority is in place, it is responsible for ensuring the society's safety and giving the society an opportunity to assist one another and join together against the enemy who threatens their livelihoods and resources (Laskar 2017:3). A discussion of social contract theory from John Locke's perspective is provided next.

2.3.1.2.Social contract theory by John Locke

John Locke's theory of social contract (1690) is slightly different from that of Hobbes. According to Locke, citizens also lived in the state of nature, like in Hobbes' argument, but Locke's definition of the state of nature is what differentiates it from that of Hobbes. In Locke's interpretation of the state of nature, it is understood as a reasonably good and pleasurable place in which to live, and citizens would act on their own accord (Wrenn 2019:780; Laskar 2017:3; Loewe et al. 2020:3). Locke considered the state of nature a state of peace, goodwill, mutual assistance and preservation where citizens had all the rights nature could give them. Locke further argued that even though in the state of nature there was no government or established political authority to reprimand and penalise citizens for their transgressions, the citizens in that state still lived their lives with morals (Wrenn 2019:780–781).

However, although citizens in the state of nature respected other citizens' lives, private property was not secure. Private property in Locke's version is defined as when a person mixes his or her labour with the raw material (resources) provided by nature (Wrenn 2019:780; Laskar 2017:3). Due to private property not being secured, the idea of establishing a social contract in society was born. Laskar (2017:4) argues that during the state of nature as per Locke's perception, citizens felt the need to have their private property secured and, as a result, decided to enter into a social contract.

Wrenn (2019:781–782) and Laskar (2017:4) highlight that according to Locke's argument, the property was mainly not secured for the following reasons:

- non-existence of established law
- lack of authority to effect natural laws
- absence of an unbiased judge.

The above-mentioned reasons meant that the citizens in the society had to give over their powers to the government in order to have their lives and property be protected, which gave the government the responsibility of punishing those who default on the laws agreed upon. In addition, when entering

into the social contract, the citizens in the society did not surrender all their rights to an individual, but only surrendered to the government the right to maintain order and enforce the law of nature (Laskar 2017:4). According to Locke's interpretation of the endorsed social contract, the purpose of the government and law is to uphold and protect the natural rights of the citizens. However, in the event that the government is unresponsive to rendering services to society and execute the binding laws in an unsatisfactory manner, the government could be removed from power (Laskar 2017:4–5). In addition, Wrenn (2019:783) points out that Locke's view means that the fundamental validation of the government's authority is meant to provide security for society's property and well-being. Therefore, when such security is no longer provided and the government acts against the interests of society, society would then have an absolute responsibility to resist the government's authority. As a result, the agreement with the government would then be dissolved and the process to consent and endorse a new agreement with a new government could begin anew (Wrenn 2019:783).

2.3.1.3.Social contract theory by Jean-Jacques Rousseau

D'Agostino, Gaus and John (2021) define the social contract conceptualised by Jean-Jacques Rousseau as a hypothetical understanding of reason and not a historical fact. Prior to the introduction and establishment of the social contract, Rousseau defined the state of nature as a place that was nothing short of peace and where citizens lived their lives in a self-contained (unsociable), unsophisticated manner and were without difficulty, satisfied with what nature provided (Wrenn 2019:790). However, the human population increased with time and this change significantly affected the manner in which citizens could consume the resources from nature and, as a result, citizens were then forced to form and live in families and communities (Wrenn 2019:790; Laskar 2017:5). Subsequently, the invention of private property became a crucial moment in citizens' lives, and this was encouraged by desires such as greed, competition, vanity, inequality and iniquity among each other (Wrenn 2019:790–791). In Rousseau's argument, the introduction of property in society pronounced an increase in greed and inequality as some had property and others had to work in order to own property and this eventually led to classes based on the size of property one had (Laskar 2017:5). Ultimately, those with property realised that it would be safe and functional for them to create a government that would protect their property from those who do not and might eventually be able to acquire it by force (Laskar 2017:5–6). For this purpose, citizens surrendered their rights not to a single individual but to the community as a whole, which Rousseau termed 'general will' (Laskar 2017:5). Laskar (2017:6) adds that the 'general will' represents the will of the majority of citizens as well as what and how citizens would like for the government to render to them as services they are to ordinarily receive (majority 'will' is accepted on the belief that the view of the majority, not the minority, is right).

The principle behind Rousseau's concept of the general will is that government and its laws were the product of the general will of the citizens, and if the government does not effectively obey the general

will of the citizens and meet their service needs and expectations (as per the general will), the government would then be dismantled and a new one formed (Wrenn 2019:791). It is important to note that in Rousseau's argument, he propounds that the state, law and government are to be used interchangeably, but in the present scenario this is different because even though the government can be removed from power, the state cannot be dethroned as the state exists even when there is no government (Laskar 2017:7). The government was thus established through a contract, which gave it the significant role of guaranteeing equality and protection for all, even though its true purpose is to fossilise the very inequalities that private property has produced (Wrenn 2019:791). Simply put, the contract that claims to be in the interests of everyone in an equal manner is (i) really in the interests of the few citizens who have become stronger and wealthier from the progress of possessing private property and (ii) reinforces that the governing authority should always act in the best interest of its citizenry.

2.3.2. Governance theories

This section focuses on unpacking governance theories that influence the responsiveness of local government towards citizens' service delivery needs. One of the strong contributing factors towards successful local governance is the need for leadership that is responsive to the people and their service delivery needs. Governance serves as an institutional capacity of public organisations to provide public and other goods and services demanded by a country's citizens or the representatives thereof in an effective, transparent, impartial and accountable manner, subject to resource constraints. It is important to note that without governance in place, service delivery cannot be achieved satisfactorily, which could subsequently lead to a shrinkage in improving the livelihoods of the citizens in the local government.

One of the strong contributing factors to successful local governance is the need for leadership that is responsive to the citizens and their service delivery needs (Ijeoma et al. 2015:183). The leadership also has to be capable of recognising and taking advantage of the opportunities in the local communities (Ijeoma et al. 2015:183). In addition, the local government is the closest to the citizens and it ought to be accessible, transparent and responsive to citizens in order to meet their essential service delivery needs. This demonstrates that governance in the local government is imperative as it is a central and significant ground for citizen participation and a place for citizens to democratically exercise their rights (Beshi & Kaur 2019:339). Therefore, it is necessary to understand governance as an instrument that guides local government responsiveness to citizens' service delivery needs. The concepts of evident accountability, transparency, effectiveness and efficiency are important when better responding to the service delivery needs of communities (Ijeoma et al. 2015:183).

2.3.2.1. New Public Management

The New Public Management (NPM) theory was introduced in the 1980s as an approach that intends to make a positive impact and change in the government sector so that public services to the customers are delivered in an efficient, satisfactory and timeous fashion, while using a private sector management model (Indahsari & Raharja 2020:73; Çolak 2019:517–519; Karataş 2019:1796–1797; Fredriksson & Pallas 2018:158). In the NPM approach, all government officials are encouraged to be able to ascertain and explore new and innovative ways to improve the delivery of services needs to the citizens and their satisfaction with those services, as well as to ensure that effective transparency, accountability and responsiveness are greater than before (Indahsari & Raharja 2020:73–75). In addition, in the NPM approach, citizens (i.e., end-users of services and public goods) are viewed as customers, and public servants are viewed as public managers. NPM attempts to realign the relationship between public service managers and their political superiors by establishing a parallel relationship between the two, and public managers have incentive-based motivation such as pay-for-performance and clear performance targets that are often set and assessed by using performance evaluations (Indahsari & Raharja 2020:75–77). Furthermore, public managers within the NPM model have greater discretion and freedom with regard to how they intend to achieve the goals set (Indahsari & Raharja 2020:75–77; Fredriksson & Pallas 2018:158).

Indahsari and Raharja (2020:73) add that the implementation of NPM in this fashion leads to a positive manifestation of achieving good governance, which in turn has the potential to increase citizens' trust in the local government. Fredriksson and Pallas (2018:158) point out that the drive for transformation and improvement was predominantly driven by the local government in order to wipe out criticism such as that they are incompetent and that there is a lack of trust in the government sector. In addition, the local government has a duty to ensure citizens that the 'new face' of the local government's operations under the NPM approach is determined to be more efficient, accountable and satisfactorily responsive in delivering services to the citizens (Fredriksson & Pallas 2018:158).

Indahsari and Raharja (2020:75–76) state that when the theory of NPM was introduced in the 1980s, it came with the following fundamental principles in order to guide the government to achieve its end goals and to ensure that services are satisfactorily provided:

- use of professional management in the public sector
- use of performance indicators in order to measure performance
- more emphasis on outputs and outcomes
- shift to dividing work into smaller work units in the public sector
- shift to make the public sector more competitive, as in the private sector
- adoption of private sector management model in the public sector
- emphasis on discipline and greater savings in the use of resources.

In conclusion, it is evident that the NPM theory is an important subject in the public sector. NPM was birthed as a result of the criticism that the public sector (the government) was blemished with regarding its delivery of services to the citizens. The intention of introducing NPM into the public sector was to influence the processes and operations of the government (using the private sector business model) in rendering services to citizens in a fashion that encourages effectiveness, efficiency, improvement of satisfactory service delivery and timeousness (Indahsari & Raharja 2020:80).

2.3.2.2. Post-New Public Management

Post-NPM criticizes NPM on the grounds that it considers public officials to be neutral persons who stay away from the political determinations that serve politicians and suggests that there is a practical disintegration and privatisation caused by NPM in public service delivery (Karataş 2019:1799; Çolak 2019:526). Furthermore, the post-NPM approach creates an opportunity to re-evaluate the operations in the field of public administration and aims to increase the participation of both citizens and public officials in order to achieve effective and efficient service delivery (Klenk & Reiter 2019:4). For that reason, the main purpose of the post-NPM approach (Karataş 2019:1801) is wanting to:

- improve governmental functions to cover the dysfunctional aspects of NPM
- strengthen the management capacity
- advance the coordination of political-administrative mechanisms (this is particularly important)
- ensure the cooperation, training and self-development of public officials.

Within the theory of post-NPM, public officials (civil servants) are thought to be network managers and partnership leaders instead of pure business managers as suggested by the NPM model. In addition, the theory of post-NPM differs slightly from that of NPM. Post-NPM embraces developments and approaches seeking to improve coordination within the government sector and in all public sector institutions (Karataş 2019:1800). As a result, the theory of post-NPM focuses on a holistic management style, boundary-spanning skills and joined-up targets with the aim of improving the steering capacity in the government sector (Karataş 2019:1799–1800). Karataş (2019:1802) and Cavalcante (2018:16) argue that post-NPM involves the establishment of a more effective accountability mechanism that can be achieved by more effective use of political and administrative controls by the citizens and the government. Simply put, post-NPM recommends the need for the practice of good governance within public administration in an effort to increase public accountability, efficiency and sensitivity, and satisfactory responsiveness towards citizens' service delivery needs (Karataş 2019:1802). However, Cavalcante (2018:16–18) and Klenk and Reiter (2019:6–7) argue that despite all the interpretations and evaluations by scholars of the theory of post-NPM from various countries, the use of the post-NPM approach as a general theory of public administration would be premature and, as a result, post-NPM still requires further research and development.

Following the theoretical underpinnings discussed in the preceding paragraphs, the table below summarises the similarities between social contract theory and New Public Management theory that influence local government responsiveness. The findings demonstrate that citizen participation by

community members and accountability by the governing authority are underpinning theoretical themes that are required to influence local government responsiveness. Therefore, continuous understanding and application of these themes could boost local government's response approach when delivering services.

Table 2.1: Summary of social contract theory

Contractarians			
	Hobbes	Locke	Rousseau
Year	1651	1690	1762
Focus	In the 'state of nature', people lived in a poor and terrible environment and in order to live in a better, secure and orderly environment, the concept of a social contract was introduced and entered into. All people had to surrender all their rights to a government in order to receive the services they needed.	In the 'state of nature', people were free to pursue their own interests and lived peacefully. However, a social contract was established as there was no protection for property and no authority or government to punish or discipline wrongdoers.	In the 'state of nature', there was happiness and equality, but that changed as the population increased and comparisons, contempt, and envy. between people were birthed. As a result, a social contract was introduced through a 'general will' of the people. The government administers the 'general will'.
Facilitation of service delivery	Consent is granted in order to form a contract, and rights are surrendered to a monarch (also known as government) in the hope that the government will meet all citizens' service needs and protect all the citizens. Therefore, the government is expected to render services according to the agreed service standards agreed to. The government is responsible for effective service delivery.	The government is responsible for the delivery of effective, sound and quality services to the people, and must do so on time. It is also responsible for enforcing the law and policies (e.g. regulating how many resources and how much property citizens can take from nature without leaving others with nothing).	The majority's views rule over the minority's views. Therefore, the government delivers services according to the majority's preferences regarding the anticipated services.

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">Facilitation of service delivery responsiveness</p>	<p>All people had to obey the government in all situations, however bad and unworthy it is. People did not have a say in the status of the quality (poor or good) and standards of government service delivery (e.g. basic needs such as protection for property and lives) (Laskar 2017:2). Laskar (2017:2–3) further states that this includes the realisation that the government has not communicated openly with the people to agree on the quality, preferences and period of the services required. Accountability was therefore lacking.</p>	<p>If the government is not transparent and accountable and does not execute its administration as per the agreement in the contract, it can be taken out of power and the contract with the people who agreed to let it have authority can be terminated (Laskar 2017:4). Therefore, the government needs to communicate openly and account to the people regarding service quality and expectations before delivery.</p>	<p>The government can be ousted in the event that it fails to fulfil its purpose of rendering the services citizens agreed to have delivered as indicated in the social contract agreement made between it and the citizens (Laskar 2017:7). Even when the government does not satisfactorily respond to the people’s needs, the state still remains and a new government, which will effectively prioritise people’s service delivery preferences, will be formed.</p>
--	--	--	---

Shortcomings of the social contract

- It gives government too much power to make laws under the facade of protecting the public and its property.
- Where a government is the absolute ruler, it may use the cloak of the social contract to instil fear of a state of nature in order to introduce and authorise laws that are antagonistic and unfriendly.
- Even if citizens accept the contract and wish to abide by it, some may not fully understand what their part in the contract is or ought to be (e.g. when the majority’s views are considered and heard instead of those of the minority).
- The social contract may have deficiencies as contracts are sometimes unfair towards some people (e.g. the poor do not derive the same benefits from the contract as those who are rich and have more property).

Sources: Adapted from Wrenn (2019), D’Agostino et al. (2019) and Laskar (2017)

Table 2.2: Summary of the theories of governance

Governance theories		
	New Public Management	Post-New Public Management
Year	1980s	2000s
Focus	Introduced to describe approaches that were developed during the 1980s as part of an effort to make the public service more ‘business-like’ and to improve its efficiency and effectiveness by using private sector management models	Embraces developments and approaches seeking to improve coordination within the government sector as well as all public sector institutions
Facilitation of service delivery	<ul style="list-style-type: none"> Provides guidance for the processes and operations of the government in a manner that will positively and satisfactorily influence service delivery to citizens Encourages the government to display transparency and accountability in its service delivery processes. Citizens to hold the government accountable for the services received 	<ul style="list-style-type: none"> Calls for partnership between the citizens, public sector and business (private) sector (participation) in order to provide citizens with correct services Encourages joint participation of these stakeholders to assist in the determination of services and preferences required to ensure all-round inclusivity, effectiveness and efficiency
Facilitation of service delivery responsiveness	<ul style="list-style-type: none"> Adopts the knowledge and experience gained in the private sector with the aim of improving the efficiency and effectiveness of the overall public service performance and attain high efficiency in responding to the services of the citizens in modern governmental organisations and departments Service delivery responsiveness is attainable through abiding by the transparency, reporting and accountability mechanisms established 	<ul style="list-style-type: none"> Recommends the need for the practice of good governance within public administration in an effort to increase public accountability, transparency, efficiency and sensitivity and satisfactory responsiveness to citizens’ service delivery needs Service delivery responsiveness is attainable through abiding by the transparency, reporting and accountability mechanisms established between the government and the citizens

Shortcomings of the theories	
New Public Management	<ul style="list-style-type: none"> • Use of private sector logic (i.e. private sector management style) is not appropriate in the public sector • Users of services are considered customers instead of citizens as it is the description used in the private sector • Not able to produce real solutions to the problems in the public sector (i.e. application of the new techniques and methods from the NPM approach in the public sector cannot be demonstrated) • Focuses on managerial skills instead of combining these skills with technical skills of public officials • Encourages managers in the public sectors to have different statuses and responsibilities
Post-NPM	<ul style="list-style-type: none"> • Not fully comprehensive in the public administration field to yield the desired solutions and results in the government (public sector) • Argues that all managers ought to have equal responsibilities

Source: Adapted from Denhardt and Denhardt (2011:28–29)

Following the analysis of both the social contract theories (Table 1) and governance theories (Table 2), Table 3 provides a summary rationalising the selection of the theories mostly applicable to and aligned with this chapter, and also indicates the similarities and differences between the two theories.

Table 2.3: Selected theories of analysis

Rationale	<ul style="list-style-type: none"> • The social contract theory by Locke and NPM were selected for this chapter as their focus on and facilitation of service delivery responsiveness resonate well with the Constitution (Republic of South Africa 1996), which is the jurisdiction of the selected area of study.
Similarities	<ul style="list-style-type: none"> • Both social contract theory and NPM seek to protect citizens and ensure that the citizens receive basic services from their governing authority. • Social contract theory urges the governing authority to take responsibility in administering the needs and services required by the citizens in order to lead better lives. NPM, meanwhile, intends to make a positive impact and change in the government sector so that services are delivered to citizens in an efficient, satisfactory and timeous fashion.
Differences	<ul style="list-style-type: none"> • The biggest difference between the two theories is that NPM entails adoption of a private sector model of administering government duties and responsibilities, while social contract theory entails engaging directly with citizens on social bases to administer duties and responsibilities

Source: Author (2023)

2.4. FINDINGS AND INFERENCES

Two fundamental themes emerged from the literature conducted through the desktop analysis. They were citizen participation and accountability between the local government (governing authority) and citizens. These themes were considered essential in increasing the likelihood of satisfactory responsiveness in the local government in service delivery processes.

2.4.1. Citizen participation

Citizen participation is the key characteristic of the realisation and application of local government responsiveness when local government and the citizens engage and make decisions about the services that need to be delivered. Citizen participation can be identified as a platform that offers citizens an opportunity to identify challenges that are irregular in the local government, and that allows them to embark on a process to propose solutions to the identified challenges (Madumo 2011:29–30). Similarly, the White Paper on Local Government (Republic of South Africa 1998c:29–30) states that the local government has to determine the basic service needs of the citizens in the community through close consultation (i.e. citizen participation) and that this should serve as an opportunity to collect sufficient knowledge to develop an appropriately detailed Integrated Development Plan (IDP) that sets out the goal of satisfactorily responding to the service needs of citizens. Kimutai and Amisi (2018:60) suggest that citizens who openly receive quality and consistent feedback when interacting with local government in the form of citizen participation processes are likely to believe that they can trust the officials and gain useful information that can help them better understand local government affairs and community issues.

The purpose of citizen participation within social contract theory is to collectively facilitate the agreement process with the governing authority in order to render the services and provide the protection required (D'Agostino et al. 2019:68). In other words, for the community to reach an agreement in terms of what rule or principle is to exist and which services are to be delivered, the majority has to collectively identify and endorse a decision in the interest of the larger society. Therefore, for citizen participation to influence local government responsiveness within public administration while reflecting social contract theory, the agreement process must be followed thoroughly. This is because even if the citizens in the society (in their reasonableness, morals and general information) have identified what rule or principle to follow and which service needs to be delivered, there are still dissimilarities among citizens entering into a promising social contract. This is because of Locke's view that the 'consent of free man' could make citizens members of the government. In the hands of these contractarians, the notion of consent denotes a normative power to bind oneself (D'Agostino et al. 2019:68). Hobbes, in contrast, argued that to grant consent, individuals voluntarily surrender all their rights and freedoms to authority (also known as the head of state, politically), in the hopes that those they choose obey as the authority would protect and preserve

their lives and property (Laskar 2017:2). Rousseau's understanding of consent to enter into a social contract is established from the notion that majority rules (that is, when the majority of citizens across various communities in the state decides on something, the minority is overpowered and, as a result, the minority will have to go along with what the majority has agreed to) (Laskar 2017:6). By putting consent at the centre of their arguments about what it means to enter into a social contract, these contractarians were noticeably assuming that individuals initially had basic normative powers over themselves (that is, self-ownership) before they entered into the social contract, and thus brought forward the question of political obligation (D'Agostino et al. 2019:68–69).

Given the notions outlined above, consent is seen as relevant to the formulation of the social contract because it encourages citizen participation and transparency from the individuals within demarcated communities to openly and actively participate and decide on the manner in which citizens would like to be governed and which services need to be delivered. In support of this observation, Soonhee and Jooho (2017:1–2) and the World Bank (2017:34) add that participation is accentuated as a joint effort between the present governing authority and citizens to promote democratic values such as transparency, accountability and equity. Therefore, citizen participation is regarded as one of the effective ways of contributing towards a better, accessible and appropriate meeting of citizens' service needs. In this regard, citizen participation is consistent with playing a key and strategic role in influencing local government responsiveness to service delivery (that is, quantity, quality, type and location of the required services) based on the required active, open participation from individuals in the communities and the present governing authority.

From the preceding discussion, the research findings demonstrate that citizen participation in the relationship between the governing authority and community members forms a fundamental part of influencing local government responsiveness to citizens' service delivery needs. Another identified research finding is that the governing authority is understandably expected to respond and provide services according to the service standards agreed upon with the community. Therefore, the exercise of citizen participation in a social contract theory setting contributes to effective local government responsiveness to citizens' service delivery needs. This research finding echoes the view of Msenge and Nzewi (2021:4), considers a social contract an agreement between the citizens and their state (country) and states that it should be used as a mechanism responsible for the foundation of the citizens' ethical decisions and identifying service delivery needs in their position in their country of residence.

However, the study found that the governing authority could still be ousted from practice in the event that it (i) fails to accomplish its purpose of rendering services that the citizens commonly agreed upon, as indicated in the social contract agreement (through citizen participation) made between it and the citizens (Laskar 2017:7); and (ii) is not transparent and accountable and does not execute its

administration as per the agreement in the contract (Laskar 2017:4). Figure 1 below illustrates the consequences that are likely where citizen participation is practised.

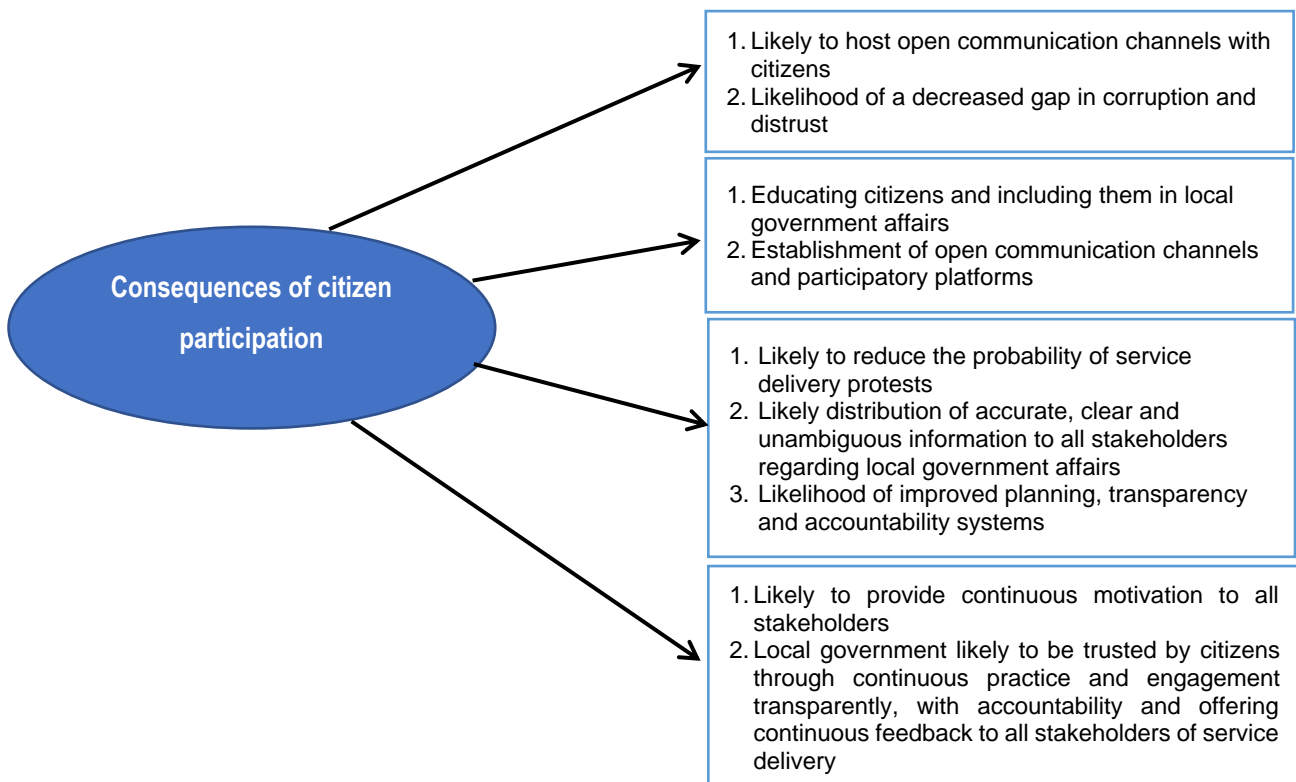


Figure 2.1: Consequences of citizen participation

Sources: Adapted from D’Agostino et al. (2019:68–69), Pandeya and Shrestha (2016:289–292), Kimutai and Amisi (2018:60), Soonhee and Jooho (2017:1–2) and World Bank (2017:34)

2.4.2. Accountability

Without governance tools in place, service delivery cannot be achieved satisfactorily and could lead to a shrinkage in improvement of the livelihoods of the citizens in the local government (Holtzhausen & Naidoo 2011:735). Accountability, as one of the governance tools, is claimed to be likely to improve local government responsiveness to citizens’ service delivery needs, as the gap of distrust between the citizens and the local government is likely to begin to close (Yousaf, Ihsan & Ellahi 2016:200–209). Consequently, accountability places emphasis on the existence of the relationship between local government and citizens, as well as on and nature of that relationship. The nature of the accountability relationship appears to be based on measurable aspects determined during citizen participation and decision-making processes. These aspects allow citizens to keep local government authorities accountable, allow local government officials to undertake active measures to stay accountable to citizens and allow local government to use reporting systems and processes to enhance its accountability regarding local government affairs (Khotami 2017:30; Sikhakhane & Reddy 2011:85–88; Aмоса 2015:8 9; World Bank 2011:2).

Accountability is directly linked to local government responsiveness as it prompts an obligation to expose, explain and justify actions taken by the local government to the citizens (Munzhedzi 2016:a339). Accountability also demands that the local government’s actions be publicised in order to encourage citizen participation and constructive criticism and thus achieve good and satisfactory performance by the government in its internal operations of serving the citizens and providing improved service delivery (Munzhedzi 2016:a339; Ijeoma & Sambumbu 2013:284). NPM is relevant in this to contribution to local government responsiveness because it encourages accountability and transparency and provides guidance for the processes and operations the local government applies to improve service delivery (Van Niekerk & Dalton-Brits 2016:117–119). However, the lack of accountability, as an identified research finding, leaves the local government distrusted and deemed unreliable in conducting government administration and rendering required basic services to society. Ngatikoh et al. (2019:182) and Laskar (2017:4) have argued that the government can be taken out of power if it is not accountable to the citizens and when it does not execute its administrative obligations as per the contract endorsed through citizen participation and decision-making processes. Therefore, the present study found that local government can create awareness and gain more trust from citizens by having transparent public information disclosure and participatory platforms through which citizens can be involved in monitoring and observing the local government’s administrative process, especially in decision-making (Gberevbie, Joshua, Excellence-Oluye & Oyeyemi 2017:2008–2010). Figure 2 below illustrates the likely consequences where accountability from available participatory platforms by the local government is practised.

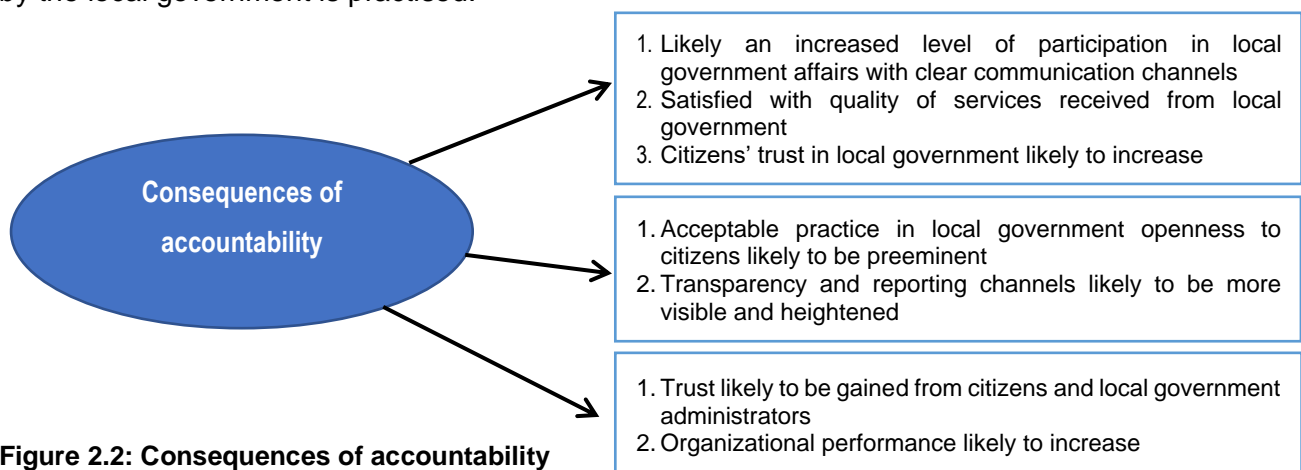


Figure 2.2: Consequences of accountability

Sources: Adapted from Munzhedzi (2016:a339), Ijeoma and Sambumbu (2013:284), and Gberevbie, Joshua, Excellence-Oluye and Oyeyemi (2017:2008–2010)

2.5. RECOMMENDATIONS

The following recommendations are made based on the findings and inferences of this study.

2.5.1. Encourage citizen participation (stakeholder engagement)

The local government should establish intensive and continuous mechanisms to encourage participation from citizens across all diverse populations. This will help inspire citizens to participate as all populations will feel included when planning for the service that needs to be delivered. The local government should also identify and make available various points of contact (communication channels) where citizens can engage with it about overall local government matters affecting them, and it should notify citizens of those channels. This will enable the local government to incorporate citizens' contributions into decisions that concern the type, quality and quantity of service delivery that citizens anticipated.

2.5.2. Conduct regular feedback and accountability sessions

Through the citizen participation mechanisms and points of contact created, the local government should also be able to give feedback and report to citizens on local government affairs, especially on services discussed and agreed to be rendered. This will encourage citizens to ask the local government for clarifications and will contribute to helping the citizens understand the processes the local government followed to deliver services. With this method and knowledge, the citizens will certainly be well-informed of the progress and performance of the local government, which will keep them interested in engaging and enhance their trust in the local government.

2.5.3. Transparent communication

The local government needs to create, within its organisational structures, a culture that encourages open and accountable communication to citizens regarding local government affairs, service quality and expectations before delivery, the challenges faced and the milestones obtained. This will build greater trust and confidence between the local government and the citizens instead of the citizens opting to protest demanding to expel the governing authority from office. Disclosing the service standards – that is, the nature, quality and extent of activities agreed to as per in the planning and decision-making process concerning meeting service standards – is critically important in ensuring that the local government is satisfactorily responsive to the service delivery needs of the citizens.

Consequently, through the above inferences, this chapter has revealed that effective leadership in the local government, through its set institutional and governance processes, can significantly influence its performance, which would lead to satisfactory service delivery to its citizens. It is necessary to empower local government officials by developing and strengthening local government's organisational systems so that the officials and citizens can collaboratively work together towards positively influencing local government responsiveness and enhancing local governance.

2.6. CONCLUSION

This chapter discussed the underpinnings of local government responsiveness. The research objective was to explore Public Administration literature and governance theories influencing local government responsiveness to citizens' service delivery needs. This objective was pursued through a qualitative approach and thematic document analysis of significant research about what influences local government responsiveness. Therefore, the research objective was achieved by discussing the underpinnings that influence local government responsiveness using the theoretical lens of Public Administration and governance theories and the findings from the data collected. Recommendations were made regarding the foundational factors that could positively influence local government responsiveness.

This chapter argued that the significance and influence of local government responsiveness, especially for practitioners, lies in the continuous and effective application of citizen participation (engagement between the local government and citizens), the conducting of regular feedback and accountability sessions and the transmission of transparent communication. For policy-makers, their significance in local government responsiveness lies in collecting and collating true reflections of the citizens' perceptions and the status of the local government and its true and recorded organisational and financial performance. In conclusion, therefore, this chapter recommends that a conceptual framework for local government responsiveness during service delivery be put together, as the local government will benefit from it in its efforts to enhance service delivery, which will ultimately mean a true application of the concept of local government responsiveness.

CHAPTER 3:
**A CONCEPTUAL FRAMEWORK FOR ENHANCING SOUTH AFRICAN LOCAL
GOVERNMENTS' RESPONSIVENESS DURING SERVICE DELIVERY**

ABSTRACT

Background: Globally and on the African continent, the responsiveness of local government to service delivery is a challenge given the widely reported service delivery protests, some of which become violent. For the South African local government, responsiveness to citizens' service delivery needs entail similar challenges to those experienced in other African countries such as Nigeria, Kenya, Uganda and Zimbabwe. These challenges include a lack of knowledge by citizens and community representatives regarding how to comprehensively participate in local government affairs, but more significantly the inaccessibility of local government officials and structures that facilitate citizen participation. Therefore, this conceptual framework proposes a process for enhancing South African local governments' responsiveness during service delivery.

Aim: To explore a conceptual framework for enhancing South African local governments' responsiveness during service delivery.

Setting: Despite several reforms over twenty-nine years, such as fostering citizen participation, the responsiveness of local governments remains one of the serious problems of the South African landscape. The underlying reasons for the ailing nature of this local government responsiveness are located in political and leadership instability, corruption and a lack of public participatory platforms. In light of this, a conceptual framework for enhancing the South African local government's responsiveness during service delivery is prudent.

Methods: The adopted methodology is underpinned by a qualitative research approach. Content analysis of material related to local government responsiveness was conducted, using relevant search engines and documents related to the phenomenon. Following the content analysis, a conceptual framework was constructed through an inference approach.

Results: The findings illustrate that the local government's use of the conceptual framework is grounded in the interrelatedness of the steps, namely attributes, antecedents and consequences for local government responsiveness. These findings through the identified steps are essential to yielding consequences of improved local government responsiveness.

Conclusion: The conceptual framework could inspire the required collaborative approach between local government and citizens when dealing with local government affairs. The extent thereof prods

local government leadership to be more transparent in their decision-making processes and to encourage citizens to hold local government accountable.

Contribution: This research is of significance for the South African local government sphere, which is confronted with challenges of sustainable service delivery. This chapter contributes to the service delivery discourse through a framework that could enhance the responsiveness of South African local government.

Keywords: citizen participation, transparency, leadership, accountability, local government responsiveness, service delivery

3.1. INTRODUCTION

Globally, local government responsiveness is fundamental for sustainable and equitable service delivery. Challenges such as the lack of knowledge by citizens and community representatives regarding how to comprehensively participate in local government affairs, but more significantly the inaccessibility of local government officials and structures that facilitate citizen participation affect the effectiveness of local governments in responding to citizens' service delivery needs. Local government responsiveness is underpinned by awareness of what citizens need to sustain their livelihoods and delivering on these needs (Bhatta 2006:554). Responsiveness in the local government context is defined as the ability to have an effect on decisions and affairs and is related to the local government's use of leadership, transparency, accountability and citizen participation. Its ability extends as far as identifying gaps and providing solutions suitable for both the local government and its citizens. This makes local government's responsibility to remain responsive to the service delivery needs of its citizens central in meeting citizens' increasing service delivery demands and societal challenges (Nene 2016:37; Mbazira 2013:263–264). The ability of local governments to stay responsive remains a challenge, however, given institutional ills such as maladministration, corruption, lack of capacity and incompetence (Nene 2016:37; Mbazira 2013:263–264).

Local government responsiveness is a global challenge, and the African continent has not been exempted from this challenge. In fact, the ability of local governments on the African continent to stay responsive has been a challenge over the last two decades (Masiya, Davids & Mangai 2019:20). Research shows that the responsiveness of local governments in some African countries, such as Zimbabwe, Nigeria, Kenya and Uganda, among others, has been continuously deteriorating for about thirty years (Kalonda & Govender 2021:2; Marango, Magaya, Francis, Kamuzhanje & Mutongoreni 2020:169–170; Aaron, Emmanuel, Sylvia, Matiko & Lembuka 2018). This deterioration is in part attributed to the inability to effectively provide for and respond to citizens' service needs due to little

to no inclusion of citizens during service delivery planning and decision-making processes and limited transparency and accountability from governing officials (Marango, Magaya, Francis, Kamuzhanje & Mutongoreni 2020:169–170; Aaron, Emmanuel, Sylvia, Matiko & Lembuka 2018). Poor leadership, dysfunctional governance systems and misappropriation of funds have also cumulatively contributed to poor local governance, which yielded the deterioration (Ibok 2014:537; Nyoni 2017:18). Consequently, the deteriorating local government responsiveness towards citizens' service delivery needs in the aforementioned countries was also associated with citizens developing apathy towards participating in local government-related affairs (Marango et al. 2020:184). In South Africa, local government responsiveness faces similar challenges to those in the aforementioned countries. These challenges include not only a lack of knowledge by citizens and community representatives regarding how to comprehensively participate in local government affairs but also, more significantly, the inaccessibility of local government officials and structures that facilitate citizen participation (Sutcliffe & Bannister 2020:44; Ndevu & Muller 2017:15). Notwithstanding numerous transformations over the past twenty-nine years, such as fostering citizen participation in local government affairs, the responsiveness of South African local government remains a serious problem. In the case of South African local government, the underlying reasons for its ailing responsiveness are political and leadership instability, corruption and a lack of public participatory platforms.

Against this background, this chapter explores a conceptual framework for enhancing South African local governments' responsiveness during service delivery. The research question posed in this regard was: What could a conceptual framework for enhancing South African local governments' responsiveness during service delivery look like? Using a qualitative research approach, content analysis of documents containing relevant research about the concept of local government responsiveness was undertaken. By using a range of electronic search engines, the concepts of local government responsiveness were applied, respectively, as search terms and adapted when required to select research for inclusion in this narrative literature review. Journal articles, published research and grey literature were perused to address the research question. The first section of this paper thus presents a concept analysis of local government responsiveness during service delivery. The next section then proposes a conceptual framework for enhancing the responsiveness of South African local governments during service delivery. This chapter concludes with recommendations.

3.2. CONCEPT ANALYSIS

This section presents a concept analysis of local government responsiveness during service delivery. Walker and Avant (2011) are of the view that a concept analysis comprises attributes, antecedents and consequences of a concept. Therefore, by employing Walker and Avant's framework of concept analysis, this section presents a deliberation on differentiating attributes, antecedents and consequences that underpin local government responsiveness during service delivery.

3.2.1. Attributes of local government responsiveness

Attributes refer to the features that are frequently related to and outline the association with the chosen concept for analysis (Walker & Avant 1988:4–5). For the present study, the first defining attribute of the concept of local government responsiveness is citizen participation, which is defined as the process through which all participating stakeholders provide input and share control over the development initiatives, decisions and resources that affect them all (Kimutai & Amisi 2018:59). Likewise, Amos and Morse (2011:128–129) point out that citizen participation can therefore be used as a suitable tool for enhancing citizens' trust in local government and its ability to deliver services by including and educating citizens on governmental affairs and activities. Soonhee and Joocho (2017:1–2) and the World Bank (2017:34) further add that citizen participation in public administration (i.e., in practice) has been highly accentuated as a means of creating a joint effort between the government and citizens to promote democratic values such as transparency, accountability and equity. In other words, citizen participation in the local government has been regarded as one of the effective ways to contribute to a better and accessible democracy for all (Michels 2011:279–281), as well as a way to enhance communication between the local government and the general population, the citizens. Furthermore, citizen participation is also said to play an essential and significant role in developing a solid relationship of trust with local government and in helping support and achieve local government's plans (Huang & Feeney 2015:2; Wang 2002:322–324).

The second attribute is leadership, which is concerned with influencing various groups in order to achieve set goals that represent the values, aspirations and expectations of both the leaders and the followers, and to direct organisations towards a more cohesive and coherent trajectory (Dinibutun 2020:45; Toma, Marinescu, Constantin & Costea 2019:102). Leadership is entrusted with dealing with the continuous undertaking of identifying challenges and enhancing performance through solutions exploration and identifying practices related to creating a successful organisation (Toma, Catană & Grădinaru 2020:52). From this observation, it can be argued that leadership in the context of a local government can be regarded as the capability to involve all stakeholders (such as the administrators, elected officials and citizens) in the process of accomplishing a goal required of the local government (Chukwuma, Larissa and Atianashie 2021:69; Dinibutun 2020:46–48).

The third identified attribute is transparency, which has to do with reducing uncertainty and promoting citizen participation and democracy (Lee 2017:620). In the context of local government responsiveness, transparency is associated with the provision of accurate, clear and significant information, which is a necessity for achieving an open government and gaining citizens' trust (Ngatikoh, Kumorotomo & Retnandari 2019:182). Therefore, as stated by Kimutai and Amisi (2018:60), citizens who openly receive quality and consistent feedback when interacting with the government (i.e. local government for the purposes of this paper) in the form of public participation

processes are likely to perceive the officials as trustworthy and can gain useful information that helps them better understand local government affairs and community issues. Seeing as citizens require transparency in local government affairs, Adiputra, Utama and Rossieta (2018:124–126) state that the policymakers and local government officials have to jointly participate in creating conditions that support good governance, which inevitably encourages the local government to be open and transparent with citizens. The practice of transparency and responsiveness by a local government in relation to its citizens creates room for citizens to participate in and contribute to decision-making processes and to start trusting local government both in its internal operations and during service delivery to the citizens (Beshi & Kaur 2019:341; Soonhee & Jooho 2017:5). As a result, the local government can then effectively practise being open and responsive to citizens regarding local government affairs through the accountable and transparent government system created.

The fourth and last attribute of local government responsiveness is accountability. Accountability refers to being responsible for implementing a given task and being able to give a satisfactory reason for the performance thereof, and to the degree to which this happens (Parkhurst 2017:134; Cambridge Dictionary 2023). In other words, accountability suggests a commitment to present and report any information and activities in the administrative field to the party providing the response. In the case of the present study, the concept of accountability is seen from the point of view of action control on the achievement of the objectives the local government has a duty to implement. Moreover, Khotami (2017:32–33) maintains that accountability is one of the strongest underpinning obligations for local government and its officials involved in developing policies that guide local government to respond effectively and efficiently to citizens' service delivery needs. Munzhedzi (2016:a339) contends that accountability prompts an obligation by the local government to expose, explain and justify actions taken to the citizens. It further demands that the actions of public institutions and officials be publicised so as to encourage public participation and constructive criticism in order to achieve good and satisfactory performance by the government in its internal operations to serve the citizens (Munzhedzi 2016:a339; Ijeoma & Sambumbu 2013:284). Accordingly, Khotami (2017:30) and Sikhakhane and Reddy (2011:85–88) advocate that thoroughly practising accountability enhances citizens' participation in affairs of the local government that concern them by (i) keeping local government authorities accountable, (ii) enabling citizens to be part of the decision-making processes and (iii) ensuring cost-effective and efficient use and management of public resources. As a result, local government responsiveness could be realised and improved during service delivery.

The following inferences are drawn concerning these attributes. Citizen participation, leadership, transparency and accountability are identified as defining and distinguishing characteristics or attributes associated with the concept of local government responsiveness. For local government responsiveness during service delivery, these attributes are interdependent and they co-exist.

Therefore, the actual and positive realisation of local government responsiveness during service delivery is embedded in these attributes and, as such, their interrelatedness suggests that all-inclusive citizen participation through available and operational participatory platforms and processes should be facilitated by the local government to collectively make decisions regarding the standards of service delivery expected from the citizens.

Political and administrative leaders, respectively, in the local government play a fundamental role in serving the citizens and dealing with local government affairs. That is because they are both responsible for the administration and oversight of municipality affairs, with specific abilities and tasks. Political leaders, on the one hand, should focus on representing the political agenda with values and interests, including designing the policy and concentrating on the implementation of the political programme of the mayoral term (Apolitical 2023). Administrative leaders, on the other hand, are described as professional managers who implement policies, programmes and actions related to local government affairs (Apolitical 2023). As such, administrative leaders in the local government are expected to create, lead and facilitate participatory platforms. Leading these processes will also enable local government to disclose to citizens the types of resources available to respond to their service delivery needs. It also allows them to obtain additional input (regarding the type, quantity and quality of services and the location for delivery) based on the citizens' desires and expectations. Furthermore, South African local government is constitutionally required to be open and transparent when executing its duties and responsibilities, and this obliges it to be accountable to citizens regarding its local government affairs and its resources. However, if the efforts undertaken by local government to create participatory platforms are limited, this could negatively affect ability to respond to citizens' service delivery needs to the extent required for each part of the population.

Likewise, efforts and transparency – or the lack thereof on the part of both citizens and local government – will determine the extent to which citizens are informed so that they can accurately hold the local government accountable. In addition, and as a result, a lack of transparency influences the extent to which the local government exercises accountability, which would also defeat efforts towards building and accomplishing sustainable local government responsiveness during service delivery. Based on the analysis of the literature, local government responsiveness would thus be defined as a local government's ability to have an effect on the decisions and affairs related to that government using leadership, transparency, accountability and citizen participation. Furthermore, the local government's ability in this regard extends as far as identifying gaps and providing solutions to service delivery challenges and other local government affairs, suitable for both the local government and the citizens. It therefore becomes a fundamental issue for the local government to consider the extent to which the attributes of local government responsiveness are encouraged and enforced when planning the type, quality and quantity of service delivery citizens should expect.

3.2.2. Antecedents of local government responsiveness

An antecedent is defined as an event that paves the way for the manifestation and realisation of a chosen concept to be studied and investigated, which in this chapter is local government responsiveness (Cambridge Dictionary 2023; Walker & Avant 1988). Therefore, antecedents should have occurred before the local government responds to citizens' service delivery needs. Antecedents identified for local government responsiveness include democracy, skills capacity, trust, communication and quality of services. The first antecedent, democracy, refers to an institutional arrangement by which citizens can participate freely in the governmental processes (Estrada & Bastida 2019:9; Godefroidt, Langer & Meuleman 2017:908–910). Democracy is a fundamental tool within local government structures and processes as it pre-empts unbiased citizen participation and imposes citizen participation, which cannot take place unless trust and confidence in the local government are maintained (Gabriel, Antonio, Ramos & Marasigan 2019:30). Therefore, democracy in the implementation of local government affairs is crucial as it plays a significant role in enhancing participation among the citizens, local government representatives and elected officials (Seithholo 2016:13). Sikhakhane and Reddy (2011:618) also note that participatory processes and platforms created by the local government signpost democracy as it is in such available participatory platforms where the citizens are put at an advantage of holding the local government officials and elected officials accountable and making sure they are transparent and responsive to the service needs of the citizens. Therefore, the component of democracy in local government allows and enables citizens the opportunity to hold the local government accountable for the decisions that are made on their behalf. In addition, Grimes and Esaiasson (2014:758) state that local government responsiveness is centred on the principle of democracy, which is vital both to building strong administrative mechanisms that allow the representation of citizens and to the manner in which citizens' service delivery interests are responded to (Gabriel et al. 2019:31).

The second antecedent is skills capacity, which has to do with how and with which abilities a local government performs its duties, and the subsequent manner of responding to citizens' service delivery needs (Ndevu & Muller 2017:18–19). This means that the calibre and skillset of officials deployed to execute local government duties have a direct impact on the local government's ability to respond to and manage service delivery. More specifically, deficient skills and a mismatch of skills are likely to render the local government lacking in both responding to citizens' service delivery needs and performing administrative duties satisfactorily (Ndevu & Muller 2017:18).

The third antecedent is trust, which for the purposes of this chapter refers to citizens' confidence (or lack thereof) in the local government to perform local government duties, including serving the citizens' needs. Citizens' trust in the local government and its ability to perform its administrative duties is very important. Trust in local government can be generated if accountability and transparency are

proficiently exercised by the local government officials and elected officials (Estrada and Bastida 2019:9). Beshi and Kaur (2019:337) state that citizens who recognise the existence of transparency, accountability and responsiveness are likely to have greater trust in the local government. Therefore, continuous expression of transparency and accountability by the local government has the likelihood of increasing citizens' confidence and trust, and consequently encourages citizens to believe more in the local government and its capabilities (Estrada & Bastida 2019:9). However, a lack of transparency and accountability can lead directly to a loss of confidence and trust of citizens in local government (Araujo & Tejedo-Romero 2016:889–890; Buehn, Dell'Anno & Schneider 2017:1627–1828).

The fourth antecedent is communication, which is considered a key and strategic tool for informing citizens and communicating with them about local government affairs and the related expectations and challenges (Molefe & Overton-de Klerk 2019:7). Lack of communication is likely to cause citizens' distrust, contributing to incorrect and deficient delivery of services, service delivery protests as well as disinterest in participating in affairs of the local government (Molefe & Overton-de Klerk 2019: 13–14).

The fifth antecedent is the quality of services. The quality of services rendered by the local government has a significant impact on citizens' trust (Estrada & Bastida 2019:28). Therefore, higher ratings on the quality of services yield greater citizen trust. Furthermore, it can be argued that the quality of accountability and transparency expressed and conveyed by a local government to citizens is what should take precedence as this affects the quality of services that citizens will receive. That is to say, the better informed citizens are on local government affairs, the more likely they will be to notice whether or not the quality of services received from the local government is as promised (Estrada & Bastida 2019:31).

The antecedents of democracy, skills capacity, trust, communication and the quality of services can therefore be considered pre-conditions and events that must be present before the realisation of local government responsiveness during service delivery. It can be argued that a local government should be channelled these antecedents within its set institutional structures so as to encourage collective participation with the citizens, and acceptable leadership skills and capacity are thus expected to manage local government affairs. What is more, these antecedents are considered to be consistent with the processes followed to obtain local government responsiveness to citizens' service delivery needs. In other words, consistent and effective consultation and application of these antecedents could affect the extent to which the local government can satisfactorily respond to citizens' service delivery needs. Likewise, if these antecedents are not encouraged and enhanced in and by the local government, it could have implications for achieving the results associated with local government responsiveness during service delivery, such as greater citizen participation, trust and confidence in the local government and its leadership practice. It is therefore apparent that these antecedents are

not only fundamental pre-conditions and events that must be present prior to achieving local government responsiveness but could also influence the positive or negative (or both) consequences of local government responsiveness during service delivery.

3.2.3. Consequences of local government responsiveness

When the process of local government responsiveness during service delivery is followed using the analysis provided in the preceding sections, the result will be a certain set of consequences for both the recipients of service delivery (citizens) and the local government. Consequences of a concept or phenomenon thus refer to the consequences or results of something that has occurred at an earlier stage (Walker & Avant 1988; Garnett et al. 2018:3; Cambridge Dictionary, Online: 2023). The concept identified and explored in this paper is local government responsiveness during service delivery, and the identified negative consequences are corruption, distrust and a lack of confidence, and service delivery demonstrations (protests) (Estrada & Bastida 2019; Molefe & Overton-de Klerk 2019; Ngatikoh et al. 2019).

The first negative consequence, corruption, is argued to manifest when dishonest and illegal behaviour prevails and when transparency and accountability have failed and been ineffective (Ngatikoh et al. 2019:194–196; Cambridge Dictionary 2023). Corruption is manifested or demonstrated through acts of not declaring a conflict of interests, maladministration, misappropriation of financial and physical resources dedicated to improving the livelihoods of citizens, irregular reporting, and attitudes and behaviour of officials who still have no appropriate understanding of the importance of transparency and accountability (Ngatikoh et al. 2019:196). The second negative consequence, distrust and a lack of confidence, is most likely to occur when citizens have no access to information with which to track local government affairs and the service delivery needs anticipated (Estrada & Bastida 2029:10). The third negative consequence, service delivery demonstrations (protests), is often identified as citizens' only next plausible act of communicating their frustrations and dissatisfaction regarding perceived lack of and poor service delivery (Molefe & Overton-de Klerk 2019:1). However, Overton-de Klerk and Oelofse (2010:398–399) suggest that the distrust, lack of confidence and escalating service delivery protests can be combatted by establishing ongoing participatory platforms where citizens will have the opportunity to openly make contributions and communicate their service delivery concerns and expectations with the local government.

Nevertheless, there are also some positive consequences associated with the concept that is the focus of this chapter. The positive consequences associated with local government responsiveness include openness in communication and quality services (Matheus, Janssen & Janowski 2021; Estrada & Bastida 2019; Schmidhuber, Hilgers, Gegenhuber & Etzelstorfer 2017). The first positive consequence, openness in communication, is closely related to the principle of transparency as it enables the citizens to acquire relevant information about the operation, structures and decision-

making processes of an organisation. Thus, if the citizens are aware of how decisions are made, by whom and using which apparatuses, they will be more trustful of the consequences of such decisions. A local government that creates, inspires and exhibits an institutional environment of openness during participatory processes will be more likely to obtain a high level of participation and input from its citizens (Schmidhuber et al. 2017:460–465).

Quality of services is the second positive consequence identified, and it is argued that citizens' trust and confidence are often endorsed by satisfaction with the quality of services received from the local government (Estrada & Bastida 2019:11). Therefore, citizens' trust is likely to increase when local government delivers services that are of a good standard and quality, which in turn leads to citizens' satisfaction.

In conclusion, it can be observed that the above-mentioned consequences underpin the consequences that will have an impact on local government responsiveness during service delivery. Therefore, both the negative and the positive consequences explored above are considered actual consequences of local government responsiveness during service delivery. Of significance regarding the outcome of the positive or negative consequences (or both) is that they are dependent on the process adherence and application of local government responsiveness. This implies that the local government will have to determine and confirm in advance what is required within its structures, available resources and enabling legislation and framework(s) in order to be successfully responsive during service delivery. Accordingly, the antecedents explored above are equally fundamental in the development of the enabling framework that will allow the effective application of local government responsiveness during service delivery.

3.3. CONCEPTUAL FRAMEWORK

Against the preceding background, a conceptual framework is presented in this section (Figure 3.1). This framework presents key steps for consideration in the conceptual framework for enhancing South African local governments' responsiveness during service delivery. This framework correspondingly features a praxis that underpins local government responsiveness during service delivery.

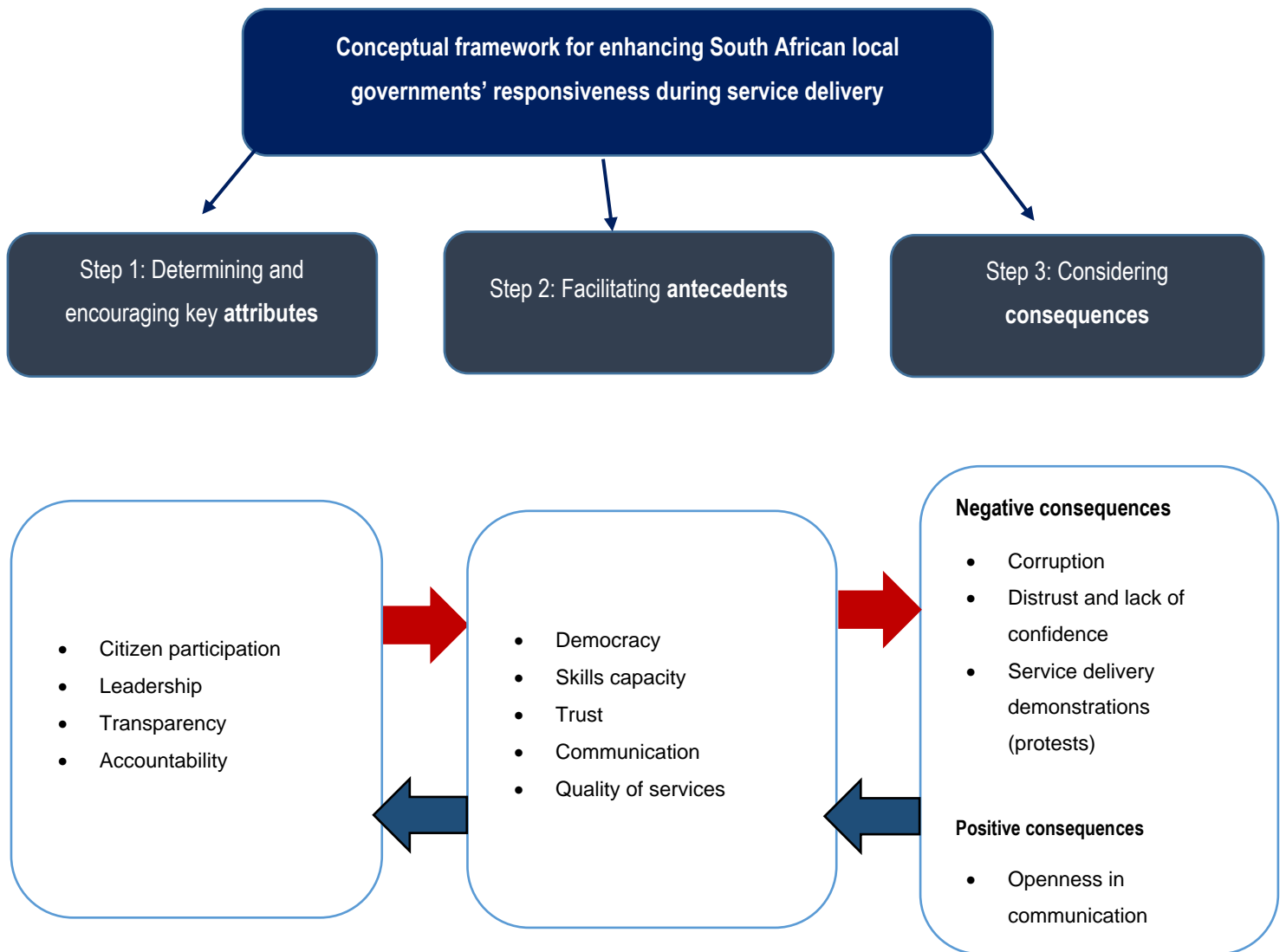


Figure 3.1: Conceptual framework for local government responsiveness during service delivery

Source: Author (2023)

Step 1: Determining and encouraging key attributes

As illustrated in Figure 3.1, the first step to attaining local government responsiveness during service delivery is ensuring that the key attributes are encouraged and applied. For these attributes – which comprise citizen participation, leadership, transparency and accountability – to be evident throughout local government responsiveness during service delivery, they ought to be facilitated and guided through and by the local government sphere, specifically by the municipality demarcated for each community.

This means that local government would need to employ an approach that allows and includes citizens' participation in local government affairs. Thus, as illustrated in the conceptual framework, local government, through the institution of a municipality, would need to create and facilitate

participatory platforms that will allow both citizens and officials to participate in local government affairs that concern them all. This also implies that active citizen participation through available participatory platforms and outlined processes in and by local government could lead all joint efforts towards the effective operationalisation of local government responsiveness during service delivery. To achieve such effective application and operationalization, (administrative) leadership within the municipality structures ought to manage, drive and encourage both citizens and municipal officials and allocate the necessary resources to dealing with its administrative and service delivery affairs and achieve its set targets. Therefore, both the first two attributes of local government responsiveness, that is, citizen participation and administrative leadership, appeal and send out a directive for openness and transparency regarding local government affairs. The local government's transparency (third attribute) through the municipality regarding its affairs, in turn, requires it to exercise accountability (fourth attribute) regarding its affairs by means of holding itself responsible and providing citizens with satisfactory reasons and explanations for local government affairs using the internal reporting structures and processes put in place.

In conclusion, the nature and extent of each attribute discussed above also influences the interdependent and co-existing relationship among the attributes, which has implications for guiding and inducing the enhancement of local government responsiveness during service delivery. This then implies that if the efforts undertaken the local government to create participatory platforms are limited, this could have repercussions for the attempt to increase citizen participation in local government affairs. This could in turn, have implications for the leadership's capabilities to ensure the sound functioning of the local government. Furthermore, limited efforts in citizen participation and leadership could also have implications for the extent to which citizens can hold the local government accountable and participate in platforms aimed at achieving satisfactory local government responsiveness during service delivery. Similarly, a lack of transparency influences the extent to which the local government exercises accountability, which would also defeat efforts towards building sustainable and enhanced local government responsiveness during service delivery.

Step 2: Facilitating antecedents

The second step in this framework is antecedents. The identified antecedents that should be present and visible in applying local government responsiveness during service delivery are democracy, skills capacity, trust, communication and quality of services. Similar to determining key attributes, the antecedents for local government responsiveness ought to be facilitated jointly with the citizens and guided through and by the local government sphere, specifically the municipality. Therefore, democracy should be encouraged and practised when local government affairs are dealt with between the citizens and the officials, as democracy signposts a platform where citizens are given the advantage of constructing trust and ensuring the officials remain accountable, transparent and

responsive to service needs of the citizens (Gabriel, Antonio, Ramos & Marasigan 2019:30; Sikhakhane & Reddy 2011:618). Moreover, Gabriel et al. (2019:31) point out that the strength of democracy in the local government sphere lies in the strength of its administrative mechanisms that allow the representation of citizens, and also lies in the manner in which citizens' service delivery interests are responded to. While democracy is encouraged for the effective application of local government responsiveness during service delivery, local government officials are required to have the correct skill set to ensure that sufficient and accurate resources are distributed in the right quantities upon responding to citizens' service delivery needs (Ndevu & Muller 2017:18–19). Therefore, the calibre of local government officials with the required skillset plays a significant role in the application of local government responsiveness, and the lack of required and expected skills capacity will likely have negative consequences.

The antecedent of trust is considered to be the cornerstone of democracy as it plays a vital role in enhancing the legitimacy, validity and sustainability of local government affairs that also concern the citizens (Godefroidt, Langer & Meuleman 2017:908). Therefore, it is evident that local government responsiveness is embedded in the presence and level of flexibility with which democracy is practised and in the extent to which the citizens have or lack trust and confidence in the local government (Grimes & Esaiasson 2014:758). As a result, where citizens' service delivery needs and expectations are not met because of an ailing local government, a lack of confidence and diminishing trust in the local government's leadership and its ability to serve citizens are likely to be manifested. The consequence of this may be service delivery protests and strong demonstrations of displeasure.

The antecedent of communication is not only received and experienced as vital by citizens in communities, but is also essential in a climate where service delivery protests are likely to escalate threateningly (Molefe & Overton-de Klerk 2019:15). Therefore, local government is required to strategise about how to openly communicate with citizens so that all citizens are included in the communication platforms related to local government affairs. In the context of local government responsiveness, Molefe and Overton-de Klerk (2019:7) point out that effectively applied communication could potentially lead to improved techniques of responding to citizens' service delivery needs as well as the quality thereof.

The antecedent of the quality of services rendered by local government has significant robust impact on citizens' trust (Estrada & Bastida 2019:28), as higher ratings on the quality of services lead to greater citizen trust. Thus, the quality of accountability and transparency conveyed by the local government to citizens is what should take precedence as this affects the quality of services that the citizens will receive. However, a lack of communication on the expected quantities and quality of service delivery could create citizen distrust, unsatisfactory and deficient quality standards of services

delivered, service delivery protests and disinterest in participating in the affairs of the local government (Molefe & Overton-de Klerk 2019:13–14).

Step 3: Considering consequences

The third step in the framework indicates both the negative and positive consequences of local government responsiveness. The negative consequences of local government responsiveness demonstrated in the literature provided include corruption, distrust and a lack of confidence, and service delivery demonstrations (also known as service delivery protests). These negative consequences are considered to be the imminent consequences of a local government that is not responsive to citizens' service delivery needs. Consequently, in a local government where transparency and accountability have failed and have been ineffective, corruption is more often than not manifested, which also causes distress and negatively influences the standards, quality and quantity of service delivery expected by the citizens (Ngatikoh et al. 2019:194–196).

Corruption is the first negative consequence and comprises illegal, bad or dishonest behaviour, especially by citizens in positions of power (Cambridge Dictionary 2023). However, should the local government wish to achieve the goal of eliminating the corruption that affects all local government affairs, professional methods and other transparency and accountability models and performance measurement apparatuses should be put in place and implemented, as this will help develop and strengthen citizens' confidence and trust in the local government during service delivery processes (Ngatikoh et al. 2019:194; Soegiono 2017:19; Estrada & Bastida 2019:10).

The second negative consequence is distrust and a lack of confidence. Where citizens' confidence and trust in the local government's ability to deliver expected services as planned and agreed to during participatory platforms is discouraged, service delivery protests expressing dissatisfaction are much more likely to occur. Service delivery protests are also the third negative consequence and to qualify the previous statement, Molefe and Overton-de Klerk (2019:1) point out that service delivery protests give the idea that it is citizens' only recourse in communicating their frustration and dissatisfaction concerning their perceived lack of service delivery and maladministration in their local government.

Despite the above-mentioned negative consequences of insufficient local government responsiveness, there are also positive consequences associated with local government responsiveness. Such positive consequences are openness in communication and the provision of quality services. Open communication is the first positive consequence and is closely related to the principle of transparency as it enables citizens to acquire relevant information about the operations, structures and decision-making processes of a local government organisation. In the context of this chapter, this would imply that if citizens are active participants during consultation processes and available participatory platforms, and are aware of how decisions are made, by whom and using which

apparatuses, citizens are more likely to have confidence and trust in the consequences of such decisions by the local government. Therefore, in order to respond effectively to the service needs of citizens, local government must be open and transparent in terms of its processes, who is responsible for which activities and which tools are used to make decisions. It is important to note that citizens' confidence and trust in the local government and its ability to deliver expected services are often based on their satisfaction with the quality of services received (Estrada & Bastida 2019:11).

Quality of services is the second positive consequence, and citizens with access to correct and accurate information about the local government's affairs (i.e. roles, responsibilities, strategies, plans and standards for service delivery) are better placed to hold the local government accountable when services received are not at the standard pledged during participatory processes (Bland et al. 2021:3).

From the above discussion of the three steps, it can be noted that these steps are linked and interrelated. As such, for local government responsiveness to be fully realised, local government should, through its relevant structures, intentionally and actively consider the application of all three steps outlined in this conceptual framework (Figure 3.1). Accordingly, accomplishing local government responsiveness during service delivery implies that if local government effectively encourages and prioritises the presence and stimulates the facilitation of antecedents in step 2 during the application of the attributes in step 1, positive consequences can be achieved in step 3. This process is illustrated in Figure 3.1 with blue arrows from the right-hand side to the left-hand side of the framework.

Failure to accomplish local government responsiveness during service delivery will be evident from the negative consequences observed in step 3. Thus, in the event of partial or complete failure to proactively demonstrate and put in place the antecedents in step 2 during the implementation of step 1, the negative consequences outlined in step 3 will ultimately influence and dominate the outcome of local government responsiveness. This expression is illustrated by the red arrows from the left-hand side to the right-hand side of the framework in Figure 3.1. As a result of the interrelatedness of the attributes, antecedents and consequences of the proposed conceptual framework for local government responsiveness during service delivery, shared responsibility between the local government and the citizens is inevitable. This suggests that the accomplishment (or lack) of local government responsiveness during service delivery depends on the extent to which the attributes in step 1 are thoroughly implemented by means of collaborating with citizens to contribute to and participate in the participatory processes created and facilitated by local government. The extent of such participation also prompts the local government leadership to be more transparent in its decision-making processes, empowering and permitting citizens to hold it accountable for decisions regarding service delivery and all related local government affairs.

3.4. DISCUSSION AND RECOMMENDATIONS

For local government responsiveness during service delivery to be achieved and implemented, from the literature explored and the conceptual framework proposed, it is evident that the attributes identified are the bedrock that determines the success or failure when responding to citizens' service delivery needs. As such, for citizens' effective and inclusive participation to be established, the realisation and presence of democracy and the operation of communication channels in the local government are fundamental. It is through the surveillance of democracy that the local government is able to create both internal communication channels and those that allow citizens to openly communicate with the local government. It is also through communication that the local government will be able to create and facilitate participatory platforms where both local government and citizens will determine the service needs and preferences. Therefore, during the participatory platforms, the local government should give citizens the opportunity to provide their input regarding processes so that they can influence decision-making related to responding to service delivery expectations and all other related local government affairs. The positive impact of effective communication and effective participatory platforms is that the quality of services expected will be communicated and services delivered will adhere to the standards agreed upon by both the local government and the citizens.

The proposed conceptual framework suggests that the presence of effective leadership in the local government will encourage the placement of skilled individuals to assist in performing the duties of the local government and enhance the delivery of services to citizens. However, where skills capacity is lacking, the leadership of a local government has the crucial duty and responsibility to identify the gaps that exist and to recommend suitable skills development programmes to employees in need. Leadership in local government is also responsible for community development, and when citizens see local government improving the community, citizens' confidence and trust in the local government are likely to increase. In contrast, where the leadership of the local government is not effective, negative consequences such as corruption and maladministration, among others, will ensue, followed by a decrease in the confidence and trust of both the citizens and employees of the local government.

The responsibility to create transparency and accountability procedures and tools for the purposes of regular and effective reporting on the affairs of the local government, both in its internal structures and to the general public (the citizens), is that of the local government. From the literature studied, it was observed that these transparency and accountability procedures and tools could boost the confidence and trust of both internal local government employees and citizens during decision-making processes embarked upon to respond to citizens' service delivery needs and other related local government affairs. This practice is another way for the local government to grant access to open communication and the flow of information concerning local government affairs. The principle of transparency gives citizens the opportunity to openly and democratically participate in the processes

of demanding frequent clarifications and accountability as well as clear and comprehensive information from the local government. Effective and regular reporting by the local government on its affairs helps curb negative consequences such as corruption and limits the occurrence of service delivery protests. Pressure from external stakeholder and citizens, internal organisational values and administrative practicality are some of the issues local government and its leadership should actively address in order to bring about positive consequences of local government responsiveness during service delivery.

For the local government to prioritise accountability to the citizens and internal employees, mechanisms for effective and regular reporting on administrative and financial affairs as well as open communication channels should be created and encouraged with the view to maintain transparency and be responsive. Consequently, the principle of accountability should encourage citizens and local government officials to take active measures to hold local government to its execution and implementation of local government affairs. Furthermore, the establishment of internal and public reporting structures and systems could enhance accountability by local government on its affairs and, in turn, the negative consequences such as service delivery protests would be low. When focusing on the positive consequences, citizens' trust will be increased and the culture communication between all the stakeholders concerned could improve and become more progressive and open.

3.5. CONCLUSION

This paper explored a conceptual framework for local government responsiveness during service delivery. The research question posed was: What could a conceptual framework to enhance South African local governments' responsiveness during service delivery look like? The aim was achieved and the research question answered by conducting a concept analysis of local government responsiveness during service delivery and by proposing a conceptual framework for enhancing South African local governments' responsiveness during service delivery. This chapter argued that determining and encouraging key attributes, facilitating antecedents and considering consequences can be linked to the application of local government responsiveness during service delivery and to addressing related local government affairs.

This chapter has pointed out that the attributes citizen participation, leadership, transparency and accountability are characteristics of effective local government responsiveness. Thus, it is fundamental to note that these characteristics should be applied when the local government plans and responds to citizens' service delivery needs. In addition, the chapter has suggested that the accomplishment (or the lack) of local government responsiveness during service delivery depends on the extent to which the attributes in step 1 are thoroughly implemented by means of collaboration with citizens who contribute to and participate in participatory processes created and facilitated by the local government. This kind of citizen participation then encourages the local government leadership to be

more transparent in their decision-making processes and empowers and permits citizens to hold the local government accountable for decisions regarding service delivery and other related local government affairs. The chapter has further argued that the antecedents illustrated in step 2 of the framework (democracy, skills capacity, trust, communication and quality of services) should be promoted and facilitated jointly with the citizens and should be guided through and by the local government and the structures it has developed. Therefore, the local government plays a significant role in the facilitation of the attributes and encouraging the activation of the antecedents in its facilitation, as the failure thereof could lead to negative consequences (corruption, distrust and lack of confidence, and service delivery protests) while the success thereof could lead to positive consequences (open communication and quality services delivered).

The chapter concludes by pointing out that the attributes, antecedents and consequences of local government responsiveness during service delivery call for shared responsibility between local government and citizens. The South African local government service delivery landscape will therefore benefit from empirical research that draws on the application of the proposed conceptual framework in order to enhance local government responsiveness.

The first significance of the present research is its suggestion that addressing the challenges of service delivery in the South African local government sphere through a framework could enhance the responsiveness of South African local government. Accordingly, this chapter has argued that the significance of the attributes, antecedents and consequences of local government responsiveness lies in their interrelatedness and their ability to enable the execution of local government affairs with transparency and accountability, and with the aim of also building citizens' trust in the leadership of local government. Therefore, this chapter recommends that responsiveness is likely to be achieved when local government has the necessary calibre of individuals with the responsibility to lead (leadership) with transparency – including the leading of citizens during participation processes – and who are accountable to citizens and other internally available reporting structures. Furthermore, the local government should identify gaps and provide solutions that are suitable for both itself and citizens. This implies that the local government will also have the responsibility to determine and confirm in advance what is required within its structures and what resources are available and will have to enable legislation and frameworks to successfully ensure responsiveness during service delivery. Accordingly, the antecedents explored above are all equally important in the development of the enabling framework that will allow the effective application of local government responsiveness during service delivery.

The practical implications of this research are threefold. The first implication is that the nature, extent and influence of the proposed steps on which local government responsiveness is based are grounded in their interdependence and co-existence. The attributes of citizen participation,

leadership, transparency and accountability are the ones most closely associate with the achievement of local government responsiveness. Furthermore, the achievement of local government responsiveness must also be led by the events and background that qualify the existence of the chosen concept. These events are identified and defined as the antecedents, namely democracy, skills capacity, trust, communication and quality of services. The second implication to note is that when these attributes are applied during service delivery processes, they are likely to have positive consequences (openness in communication and quality services) as the antecedents would have enabled a fair application of the attributes by the local government during service delivery.

Conversely, the third implication is that limited efforts made by local government to encourage citizen participation, poor leadership and administering local government affairs with little to no transparency and accountability could all have negative effects on attempts to inspire and reassure citizens and other local government administrators and political leaders. Instead, antecedents such as promoting democracy and open communication, increasing trust and confidence and employing staff of a suitable calibre with the correct skillsets and capacity to deliver quality services to citizens are essential. If they are not present, negative consequences such as corruption by administrative and political leaders, lack of confidence, distrust in the local government by citizens and, eventually, service delivery demonstrations (protests) are likely to occur. This could in turn have implications for the leadership's capabilities to ensure the sound functioning of the local government and its affairs. Furthermore, limited efforts could also have implications for the extent to which citizens can hold the local government accountable and participate in platforms aimed at achieving satisfactory and responsive service delivery. Similarly, a lack of transparency could influence the extent to which the local government exercises accountability, which would also defeat efforts towards building a responsive local government. As a result, unsuitable or semi-suitable and inconclusive identification of attributes of local government responsiveness is likely to lead to disaster and prevent the desired output and outcome of local government responsiveness.

CHAPTER 4:
SOUTH AFRICAN LOCAL GOVERNMENT RESPONSIVENESS DURING SERVICE DELIVERY:
THE CASE OF GREATER TZANEEN LOCAL MUNICIPALITY

ABSTRACT

Background: Local government is closest to the people and should therefore be democratic, effective and efficient in responding to the needs of the local community. However, service delivery protests globally and in African countries such as Nigeria, South Africa, Zimbabwe and Uganda, among others, have emanated from the failure of local governments to effectively involve citizens in planning and decision-making processes, which often opens a gap for maladministration, corruption and inability to deliver required basic services. Therefore, this chapter explores literature that can be used to construct a collaborative approach for consideration and implementation by South African local government when responding to citizens' service delivery needs.

Aim: To explore the responsiveness of South African local governments during service delivery, with reference to the Greater Tzaneen Local Municipality.

Setting: Despite successes in decreasing service delivery backlogs from the apartheid era, the Greater Tzaneen Local Municipality still faces service delivery challenges that often lead to service delivery protests by disgruntled citizens who are the end-users of the services offered by the municipality. The Greater Tzaneen Local Municipality, along with the other South African municipalities in the local government sphere, have experienced service delivery protests in which citizens pointed out the lack of or poor service delivery and the few to no updates on the services they expect to enhance their livelihoods. In light of this, this chapter proposes an instrument to be used by both the local government and citizens to achieve satisfactory local government responsiveness during service delivery.

Methods: The adopted methodology is underpinned by a qualitative research approach. Content analysis was employed, using relevant research engines and documents related to the phenomenon. After the content analysis, recommendations were made through an inference approach.

Results: The findings show that the realisation of the Greater Tzaneen Local Municipality's responsiveness during service delivery depends on the integration of citizens in planning and decision-making processes, as it would encourage and enhance accountability and transparency when dealing with local government affairs and determining and agreeing on the correct service standards. Although each South African municipality's service delivery challenges may differ from another's, best practice from another municipality may be adopted and adjusted to create the desired approach when responding to citizens' service delivery needs.

Conclusion: The collaborative actions and responsibilities undertaken by the local government and the citizens towards enhancing local government responsiveness during service delivery and the extent thereof inherently and equally prods local government leadership to be more transparent in their decision-making processes and encourage citizens to hold local government accountable.

Contribution: This research is of significance for the South African local government sphere which is confronted with challenges of sustainable service delivery as the research herein contributes to the service delivery discourse through an instrument adopted from the conceptual framework that could enhance the responsiveness of South African local government.

Keywords: Greater Tzaneen Local Municipality, Organisational factors, Citizen participation, Transparency, Accountability, Democracy, Capacity building, Service delivery.

4.1. INTRODUCTION

The ability of local governments around the world to remain responsive to the service delivery needs of their citizenry is fundamental to addressing increasing demands from citizens, societal challenges and institutional ills (including maladministration, corruption, lack of capacity, and incompetence) (Nene 2016:37; Mbazira 2013:263–264). Mbazira (2013:251) points out that service delivery protests in African countries such as Nigeria, South Africa, Zimbabwe and Uganda, among others, stem from the failure of these local governments' to effectively involve citizens in planning and decision-making processes, which often creates a gap for maladministration, corruption and inability to deliver services. Responsiveness which is considered the ability to satisfy an expressed need, preference, or, value of citizens, is considered fundamental to effective and accountable governance (Good Governance Learning Network 2015:12). As such, accountable governance by (local) government officials implies taking responsibility for effective responsiveness which is synonymous with good governance and has become inherent to the governance of service delivery. The governance of service delivery incorporates citizens as central to the associated decision-making process (Mbazira 2013:275; Nzewi and Musokeri 2014:44). Thus, it could be argued that the participation of citizens in the governance of service delivery can increase local government's responsiveness to their service delivery needs (Kroukamp 2012:108; Mbazira 2013:252; Muller & Ndevu 2017:18). However, contrary to a growing recognition of the importance of citizen participation in the governance of service delivery globally (Muller and Ndevu 2017:18–19), local government's lack of responsiveness to service delivery needs remains a challenge. In the twenty-first century, the African continent is no exception to this challenge.

In the recent past, South Africa has experienced a large number of protests against poor and insufficient service delivery in the local government sphere in various provinces. An increase in

service delivery protests in South African municipalities – as regularly seen on various media platforms such as newspapers, television and social media – makes it necessary for policymakers, government practitioners and scholars to understand the underlying factors behind service delivery protests. However, the Annual Report of the Department of Cooperative Governance (DCoG) (2018:25) states that South Africa's previous four democratic local government elections have been successful and have led to considerable improvements in service delivery. This was done in an effort to advance and promote civil rights and to democratise, resource and build the capacities of the local government. Despite the great strides made, however, challenges originating from the legacies of apartheid remain. If there is not a strong and sustainable local sphere of government, the national strategic objectives to overcome some of these challenges – such as unsatisfactory service delivery, poverty, inequality, unemployment and the transformation of society – as articulated in the National Development Plan will not be achieved (DCoG 2018:25–28). Local government remains a critical building factor in the creation of a capable and developmental state due to the challenges mentioned above, including the capability of human resources, which is important in the operation of the municipalities and organisations involved in the delivery of services (DCoG 2018:25–27). To achieve this approach successfully, officials in local government will have to relook at and significantly adapt operational, financial and workforce planning to protect and enhance value in the meeting of citizens' service needs. Although citizens' service needs are rapidly changing, they could be managed by interacting with the citizens through the available platforms so as to analyse their needs and identify the programmes and structures that will effectively enhance the delivery of services to them.

This chapter explores the responsiveness of the South African local government during service delivery, with specific reference to the Greater Tzaneen Local Municipality (GTLM). The research questions posed in this regard were: (i) How do factors of the internal organisational environment influence local government responsiveness to citizens' service delivery needs? and (ii) How do governance systems influence local government responsiveness to citizens' service delivery needs? Using a qualitative research approach, content analysis of documents was undertaken in line with the relevant research objectives. Using a range of electronic search engines, the keywords for this chapter

were applied as search terms and adapted when and where required in order to select research for inclusion in the narrative literature. Journal articles, published research and grey literature were perused to address the research objective. Against this background, the first section of this chapter presents a contextual analysis of the South African legislative framework that influences local government responsiveness. The second section presents an analysis of the factors of the internal organisational environment that influence such responsiveness. The third section of this chapter offers an analysis of the current status of South African local government responsiveness during

service delivery, which is followed by insight into GTLM's state of service delivery. Section 5 provides findings from the literature analysis. This chapter concludes with recommendations for practice to be adopted by South African local governments during service delivery.

4.2. CONTEXTUAL ANALYSIS: SOUTH AFRICAN LEGISLATIVE FRAMEWORK

The purpose of this section is to provide a summary of the South African legislative framework that influences local government responsiveness, with specific reference to the Constitution (Republic of South Africa 1996) and the Municipal Systems Act (Republic of South Africa 2000). Furthermore, this section highlights how the legislation could influence the internal structures of the local government with the aim of achieving local government responsiveness during service delivery.

In section 152 of the Constitution (Republic of South Africa 1996), the objectives of the local government are specified. It is based on these objectives that it can be argued that if the local government strives to successfully implement all its duties, as guided by these objectives, it would be more likely to be able to respond satisfactorily to citizens' service delivery needs. Furthermore, Section 195 of The Constitution (Republic of South Africa 1996) puts forward a list of values and principles to be adhered to when performing any governmental administrative duties. These values and principles should guide a local government in aligning its internal organisational environment with performing its organisational duties and strategising about mechanisms to deliver services to citizens (Dinibutun 2020:46–48; Munir 2018:775; Ndevu & Muller 2017:21; Republic of South Africa 1996). In fact, Munir (2018:778–779) and Meron (2015:415–416) argue that the specified values and principles play a fundamental role in the effective internal functioning of an organisation such as that of a local government. Furthermore, Munir (2018:778–779) and Ndevu and Muller (2017:21) are of the view that the type of leadership presence, culture and human and physical resources in the local government will either yield positive or negative consequences, especially in responding to citizens' service delivery needs. Nurdin et al. (2012:1) and La Nafie et al. (2014:84–85) support this statement by arguing that internal environment factors can either weaken or strengthen the local government if not implemented, followed through properly and regularly monitored as per the applicable legislative framework. Therefore, it is critical for the local government to actively strive towards performing its duties keeping in mind its internal environment factors and functions, as well as within the boundaries of the legislative framework, as a means to create an organisation that satisfactorily responsive to its citizens' service delivery needs (Du Toit et al. 2002:24).

Together with section 152 of the Constitution (Republic of South Africa 1996), the Municipal Systems Act (Republic of South Africa 2000) highlights the most concerning governance systems in the local government. These pieces of legislation principally exist to serve as an enabling framework that guides the administration of internal processes, functions and mechanisms of municipalities in the local government sphere, as well as shepherding the relationship between the local government and

communities. The Act also specifies pragmatically applicable governing systems and processes to be followed and rights and duties of both citizens in communities and the local government in ensuring satisfactory organisational performance and adequate service delivery (Republic of South Africa 2000).

McNally (2013:3) supports the specifications of this legislation by stating that the governance system in the local government is one of the foundations to successful performance of its internal duties and serving the people and the communities. Furthermore, Minelli et al. (2009:935–937) argue that these pragmatically applicable governance systems are established to encourage strong internal organisational control measures that guide the local government and enable it to achieve its objectives without or with minimal flaws, and to diligently render appropriate services to the citizens. In particular, the effective performance of duties and exercise of rights by both the local government and citizens in the communities play a significant role in positively influencing the responsiveness of local government to service delivery needs. However, the lack thereof could arguably result in a local government that does not satisfactorily and acceptably respond to the citizens' service delivery needs and expectations as agreed upon during consultation and participation processes. Therefore, the Municipal Systems Act (Republic of South Africa 2000) and scholars who advocate for the presence of governance systems in the local government (as identified in this chapter) argue that precise administering and tracking of the local government's performance management system, monitoring and evaluation of progress, and regular reporting both internally and to the communities (including other stakeholders with an interest in service delivery) is likely to help the local government identify areas for improvement. Therefore, applying corrective measures in the identified areas and allocating correct and sufficient human and financial resources could lead to a more accountable, transparent and satisfactorily responsive local government (Mlambo 2020:23). Conversely, the lack of such measures could lead to citizens dissatisfied with services received (or not received); biased, misleading reports; and ultimately a local government perceived as unsatisfactory and unresponsive (Kiswanto et al. 2020:122; Sutaryo & Sinaga 2018:24).

The summative discussion above suggests that a thorough application of the identified South African legislation during the planning, decision-making and implementation of local government affairs, including service delivery, could be fundamental in whether responsiveness towards citizens' service delivery needs is seen as satisfactory or unsatisfactory. Importantly, in order to respond to citizens' service delivery needs, an interaction between the communities and the local government should be considered and prioritised through the guidelines provided for in the above-mentioned legislation. Equally important is that the internal environment within an organisation plays a pivotal role in achieving the goals set and the impact aimed at. Ajike and Ibrahim (2016:29) state that the local government is an environment that is influenced by both external and internal organisational factors.

Therefore, both internal and external organisational factors define the structure and functioning of an administrative system, while an administrative system also has the capacity to modify its environment or be modified (Alao et al. 2016:29). The following section explores some of the factors of the internal organisational environment that influence local government responsiveness to service delivery.

4.3. INTERNAL ORGANISATIONAL FACTORS

As a point of departure in this section, it is fundamental to realise that in order to respond satisfactorily to the needs of citizens, interaction between communities and the local government (local government representatives, administrators, politicians, etc.) should be considered, prioritised and implemented. Agba, Akwara and Idu (2013:455–459) argue that it is the responsibility of the local government to make interaction channels available to the community that and it should be able to execute the interaction processes satisfactorily, timeously, effectively and in an adequate manner. Alao, Ajike and Ibrahim (2016:29) claim that the aforementioned interaction should take place because the local government is an environment that is influenced by both external and internal organisational factors. In addition, it is argued that both internal and external organisational factors define the structure and functioning of an administrative system, while an administrative system also has the capacity to modify its environment or be modified (Alao et al. 2016:29). Specifically, as Alao et al. (2016:29) point out, in the field of public administration practice, well-organised interaction strategies between the local government and the communities it represents create the possibility to communicate openly and to commit to and depend on each other to achieve the purpose for which the local government was set up. An internal environment is a component of the business atmosphere that is made up of various elements found inside an organisation and that can affect or can be affected by the choices, activities and decisions of the organisation (Business Jargons 2021). In addition, Business Jargons (2021) considers the organisational equipment, employees, management, culture, climate, process and ways of practice in the organisation as some of the various elements that make up the internal environment of an organisation. Simply put, internal environment refers to the culture, organisational members (employees, shareholders, directors, organisational management), events and the factors present in an organisation. These factors are argued to have the ability to influence the decisions of the organisation, especially the behaviour of its human resources (Business Jargons 2021; Fehan & Aigbogun 2021:82). The definition of internal environment by Business Jargons (2021) can be supported by that of Alao et al. (2016:30), who state that an internal environment of a local government can be classified as those forces within the organisation that influence the direction and the success of the administration. However, contrary to the internal environment, the external environment of the of the local government includes factors such as social, economic, political and historical factors that also have an impact on the administrative system (Mukoro 2005:119). For this chapter, a focus on factors of the internal environment is considered given that these factors can guide local government

and provide it with valuable insights to plan efficiently and allocate adequate resources in order to obtain satisfactory local government responsiveness during service delivery.

Given the preceding paragraphs, the local government, just like any other public or private organisation, is not exempted from the having to employ elements in its internal environment that help it achieve its goals and objectives. It is also fundamental to note that the internal environment of an organisation includes factors that govern it and that enable the organisation to reach its set goals and targets. To support this statement, Nurdin, Stockdale and Scheepers (2012:1) consider internal organisational factors as a solid foundation that sets up the organisation's inner strength to achieve its objectives. What is more, La Nafie, Nimran, Musadieq and Suyadi (2014:84) put forward the notion that every organisation requires good internal settings in which service delivery (and performance) can be accepted and responded to effectively and efficiently. Teo, Tan and Buk (1997:96) also define internal organisational factors as those variables that affect the organisational structure as the organisation adjusts or changes to suit its changing environment. Furthermore, Business Jargons (2021) defines internal organisational factors (in an internal environment) as those factors that are under the control of an organisation but that can also influence the business strategy and other decisions. Given all of the above-mentioned, Figure 4.1 displays some of the factors of the internal organisational environment, which are subsequently discussed.



Figure 4.1: Internal organisational factors

Sources: Adapted from Business Jargons (2021)

4.3.1. Value system

Business Jargons (2021) defines a value system as the internal organisational factor that consists of all those components that are a part of regulatory frameworks, such as culture, climate, work processes, management practices and norms of the organisation. Simply put, all employees working in the organisation should perform their duties and responsibilities within the purview of the framework available in the organisation. For the purposes of the present chapter, a value system is applicable to the local government and has an influence on the local government's responsiveness to citizens' service delivery needs. To support this statement, Chapter 10 of the Constitution highlights the basic values and principles that govern public administration and are applicable to every sphere of government. For example, the local government is one of the spheres of the South African government, and Section 197(1)(e) of the Constitution points out that the 'people's needs must be responded to' (Republic of South Africa 1996). This legislative framework is therefore applicable and does indeed advocate for local government responsiveness to citizens' service delivery needs, as it also sets a standard of practice the local government should abide by when executing its duties to reach its own objectives. Therefore, when the local government responds to service delivery, a value system is crucial as it sets out the framework within which the administrators and elected politicians can operate, ensuring that decisions and actions taken align with principles such as accountability, transparency, citizen participation, efficiency and effectiveness, and equity. It further encourages the promotion of effective and ethical service delivery to the citizens.

4.3.2. Vision, mission and objectives

The second internal organisational factor is the vision, mission and objectives. The organisation's vision refers to the position in which it would like to be in the future, a mission defines the organisation's business and the reason for its existence and the objectives stipulate the ultimate aim of the organisation and the ways to reach it (Business Jargons 2021). In the context of the present chapter, Chapter 7 of the Constitution pinpoints the objectives that the local government should aim to achieve when serving citizens and responding to their basic needs. Section 152(2) of the Constitution states that the local government must strive within its financial and administrative capacity to achieve its organisational objectives set out in subsection (1) (Republic of South Africa 1996). Therefore, it can be argued that in the context of the local government organisation, set objectives are primarily the yardstick for encouraging and tracking local government's progress with the ultimate goal of influencing local government responsiveness to citizens' service delivery needs.

4.3.3. Organisational structure

The third internal organisational factor is the organisational structure. Ahmadya, Mehrpour and Nikooravesh (2016:455–457) define an organisational structure as a tool that determines formal

relations and reporting in the organisation, it shows the number of levels in the hierarchy and it defines the span of control of managers. In addition, an organisational structure determines the position of people working in groups in a unit, and it divides the entire organisation into these units (departments). Organisational structure is also an indicative determinant of which activities are performed in the organisation so as to reach the organisation's ultimate goals and objectives (Ahmadya et al. 2016:455–457; Business Jargons 2021). In the context of local government, Section 152(2) of The Constitution points out that a municipality at local government level must, within its administrative and financial capacity, establish and organise its administration in a manner that enables the municipality to be responsive to the needs of the local community (Republic of South Africa 1996).

4.3.4. Corporate/organisational culture

The fourth internal organisational factor is identified as corporate/organisational culture. This factor is considered to refer to the values, beliefs, leadership and accountability, communication, innovation and behaviour of the organisation, all of which influence the ways in which employees and management communicate and how they address and manage external factors that may affect the organisation (Business Jargons 2021). Kupiek (2021:77–78) and Packard (2021) agree with the preceding definition by adding that organisational culture indeed refers to the sum of all conscious and unconscious elements (i.e., values, beliefs, assumptions, norms and expectations) that an organisation's employees and management generally share and experience as a rule or norm in organisations. In simple terms, organisational culture denotes the type of culture present and active in the organisation, which determines its internal environment and the overall personality of employees and the management team. As such, organisational culture can be considered a steady foundation for every organisation's execution of daily operations (Groysberg, Lee, Price & Cheng 2018; Morcos 2018:2) as the culture of the organisation is likely to promote or discourage open communication, leadership accountability and, in the case of local government, all-inclusive citizens participation in local government affairs. The consideration and adaptation of such an organisational culture is likely to positively influence local government responsiveness to citizens' service delivery needs. Therefore, the culture of citizens' participation during local government responsiveness is an essential component of a democratic society as it allows citizens to actively engage in the decision-making processes that affect their lives, ensuring their voices are heard. A participatory culture empowers individuals to become stakeholders in their communities, fostering a sense of ownership and responsibility (Bhargava, 2015: 2). Thus, by actively participating in matters of governance, citizens are more likely to be politically aware and informed, leading to a better understanding of societal issues and potential solutions. Moreover, a culture of participation facilitates the exchange of diverse ideas and perspectives, promoting innovation and creativity. In this manner, citizen

participation serves as a tool for social cohesion, inclusivity, and fostering a sense of belonging (Bhargava, 2015: 2-3).

4.3.5. Human resources

According to Boxall and Purcell (2010:19) and Armstrong (2014:6), the coordination of the human resources factor in an organisation is an inevitable process that guides the growth of the organisation by managing employees in conducting their duties for the good of the organisation. Gebre (2019:7) adds that this coordination must be done in a manner that maximises employees' performance in service of the employer's strategic and set goals and objectives while focusing on and following the organisation's policies and other enabling frameworks. Furthermore, human resources within the internal environment of the local government are significant because they could positively influence local government responsiveness through the quality of individuals recruited to perform assigned duties, offer training to fully capacitate its resources with the correct and adequate skillsets and encourage a healthy working environment through various processes, including open monitoring and communication channels (Gebre 2019:7–10). Therefore, human resources are a critical factor in shaping local government responsiveness because this factor has the potential to foster employee morale, enhance communication, ensure regular performance evaluation and accountability and ensure the recruiting and maintaining if appropriate employees.

4.3.6. Physical resources and technological capabilities

Figure 4.1 indicates that the sixth and last internal organisational factor is physical resources and technological capabilities. Physical resources, on the one hand, are the raw materials that are used to achieve an objective or goal in an organisation (Amadi & Chinyere 2019:14). These can be resources such as infrastructure (roads, buildings, transportation, etc.) that are available to the organisation in the form of buildings and other apparatuses needed for the day-to-day running of the organisation. On the other hand, technological capabilities (modern communication systems and tools, data analysis capabilities, etc.) are the technical know-how and application by the organisation's employees and management team of the tools available to them. It can thus be argued that the availability of physical resources and the extent to which technological expertise is put to use, can to a certain degree influence an organisation's ability and capacity to reach its set goals and objectives. In the context of the local government, having adequate and well-managed physical and financial resources and correct deployment of technological capabilities can enable the local government to respond efficiently and effectively to citizens' service delivery needs and address other local government challenges that may arise (Amadi & Chinyere 2019:14).

In light of Figure 4.1 and the above discussion of each of the internal organisational factors, it can be argued that these factors play a significant role in influencing local government responsiveness to

citizens' service delivery needs. In addition, it can be argued that correct and deliberate motives to act on each of these internal organisational factors could positively influence such responsiveness. However, if these internal organisational factors are not deliberately administered, it could compromise the local government's ability to respond to its citizens' service delivery needs. This statement can be supported by Nurdin et al.'s (2012:1) argument that an organisation's internal factors can also be its weaknesses if they have a deleterious effect on the organisation. The following section provides an analysis of South African local government responsiveness during service delivery.

4.4. SOUTH AFRICAN LOCAL GOVERNMENT RESPONSIVENESS DURING SERVICE DELIVERY

South Africa is a multicultural and diverse nation in the southern hemisphere at the tip of the African continent and has an inter-governmental structure to govern and serve its people (World Bank 2023). South Africa's interrelated yet distinctive government structure consists of the national government sphere, the provincial government sphere and the local government sphere (Republic of South Africa 1996:25). The national government sphere is responsible for the formulation of legislation and policy, for the efficient operation of all provincial and local authorities in South Africa and for setting an example for good and sustainable governance (Republic of South Africa 1996:27, 33–35). The provincial government sphere is responsible for monitoring, supervising and regulating local government; facilitating the operation of traditional leaders; and promoting and coordinating development efforts (Republic of South Africa 1996:74–75). However, neither the national nor the provincial government sphere is constitutionally permitted to obstruct or cause any delay in the local government sphere's abilities and rights to exercise its powers or perform its duties successfully (Republic of South Africa 1996:81). As constitutionally outlined, the local government sphere is thus responsible for governing and managing all local government affairs and its citizens' needs (Republic of South Africa 1996:81). Figure 4.2 illustrates the respective functions and answerable controls of South Africa's three spheres of government.

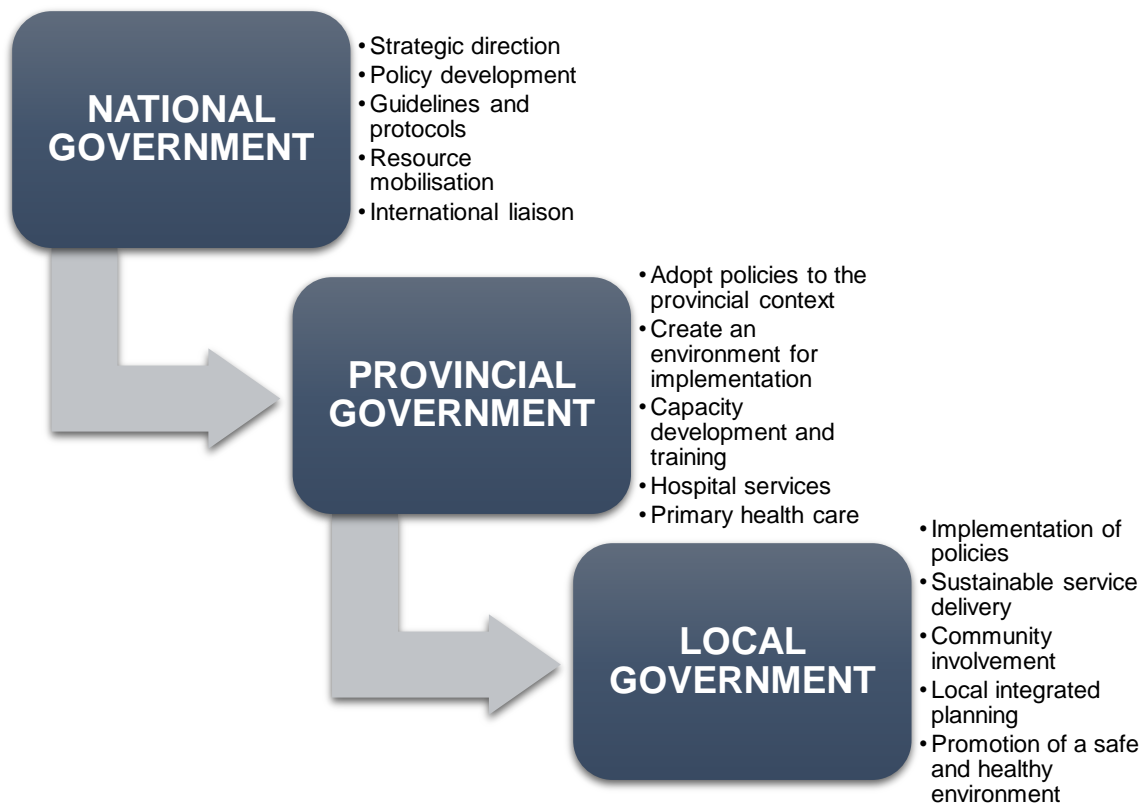


Figure 4.2: Three spheres of the government in South Africa

Source: Adapted from the South African Cities Network Report of 2003

For the purposes of this chapter, the local government sphere is the area of focus. In South Africa, local government plays a fundamental role in addressing the socio-economic concerns and challenges communities are faced with. Buba (2017:19) puts forward the argument that the presence of local government at the grassroots (Ndevu & Muller 2017:13–14; Van der Walddt 2006:142; Thornhill 2008:492) means it should give better access to information about the needs and preferences of the citizens through available channels of communication and should foster and integrate citizens' participation in planning and decision-making processes.

Local government responsiveness refers to the local government's ability to have an effect on decisions and affairs related to the local government using leadership, transparency, accountability and citizen participation (Baloyi & Biljohn, n.d). Furthermore, Baloyi and Biljohn (n.d) define local government responsiveness as the local government's willingness to integrate citizens in identifying suitable solutions to the gaps in local government affairs and service delivery. In other words, local governments are therefore expected to be responsive to the diverse service delivery needs of their citizens, which include the supply of clean water and sanitation, electricity provision, accessible healthcare, road infrastructure, housing and other basic services (Baloyi & Biljohn, n.d). To ensure that South African local governments are responsive to citizens' service delivery needs, local

government administrators and political leaders are required to consult with citizens when planning and making decisions about the activities and services (local government affairs) that the municipalities prioritise and monitor within their respective jurisdictions. Sikhakhane and Reddy (2011:618) are of the view that participatory processes and platforms created by the local government are beneficial for citizens as they allow all stakeholders to fully engage, thus placing stakeholders at an advantage with the ability to hold the local government administrators, officials and elected political officials accountable, transparent and responsive to the service needs of citizens. It is therefore of the utmost importance for the local government to make participatory platforms available so that all stakeholders in local government affairs can be present and make the desired contributions during planning and decision-making processes.

However, despite the clear policy frameworks and constitutional requirements, local government there still experiences some challenges in being optimally responsive to citizens' service delivery needs. According to the latest published statistics on local government performance, the DCoG Annual Report 2020/21 (DCoG 2022:30), in 2020 alone, South African provinces like Gauteng, KwaZulu-Natal and the Western Cape were the most plagued with service delivery protests, followed by the Eastern Cape, Mpumalanga and Limpopo. The least protest-prone provinces during 2020 were the Free State and North West (3% each) and the Northern Cape (1%). More often than not, these service delivery protests remained highly unpredictable, violent and characterised by vandalism of public roads and other public infrastructure (DCoG 2022:30–31). During the seventh South African Citizen Satisfaction Index (SA-csi) for Municipalities 2020 conducted by Consulta, it was recorded that citizens' satisfaction and trust in local government remained tremendously low because of local government's failure to meet the citizens' service delivery needs in the expected quantities and quality (Property Wheel 2021). It is worth noting that the research survey highlighted that the gap between citizen expectations and perceived quality continues to widen, which means that while citizen expectations are increasing, actual delivery and service quality are declining (DCoG 2022:32). This situation can be attributed to a lack of local government responsiveness as there continues to be a growing gap between the services delivered by the local government and the unmet service delivery and quality expectations of the citizens.

Phutiagae (2014:148) and Koma (2014:45) argue that protests in South Africa have not only been about the local government's inadequate delivery of water and sanitation, electricity and houses, but also about the lack of democracy, awareness and accountability by local government practitioners and elected political officials. Furthermore, Muller and Ndevu (2017:16) argue that some of the factors contributing to the lack of efficient local government responsiveness are:

- poor ability by many councillors to deal with the demands of local government in the provision of services

- inadequate accountability measures, support systems and resources for local democracy
- poor compliance with the legislative and regulatory framework for municipalities in the local government sphere
- tensions in the political and administrative interface
- insufficient separation of powers between political parties and municipalities in the local government.

Muller and Ndevu (2017:18–19) further discuss the three main systematic issues that can serve as obstacles to the South African local government’s ability to be responsive and to render municipal services efficiently. These issues, discussed in the following sub-sections, are political appointments, lack of capacity and lack of accountability.

4.4.1. Political appointments

Ndevu and Muller (2017:18) argue that within the local government sphere, political interference plays a significant role in decision-making and cadre deployments and often cause unrest that has undermined public servants\ morale and citizens’ confidence in the public institution, and municipalities have not been spared. Furthermore, it is argued that qualified members of the youth with competent skills and knowledge remain outside employment. This raises the unemployment rate among the youth while cadre deployment/political appointments abound, thus widening the gap between efficient practice and policy application and compounding inadequate performance management, monitoring and reporting related to the rendering of services to citizens. Unemployment of the skilled youth in the face of political appointments poses the greatest risk to social stability, delays the meeting of basic service delivery needs and consequently leads to service delivery protests and increased crime, which could translate into more widespread social disorder, perpetuated by the inability of citizens to trust the local government (Koma 2016:128; Ndevu & Muller 2017:18). Moynihan (2018) contends that even though there may be slightly improved decision-making and marginally improved performance in some municipalities, some elected officials are more likely to be interested in accountability than others. However, politically appointed cadres still seem reluctant to provide increased flexibility regarding financial controls in areas such as resource allocation, procurement, budget execution or human resource management (hiring, performance appraisal and compensation practices).

4.4.2. Lack of capacity

The lack of capacity in local government affects the way municipalities are administered and their ability to deliver on their mandate (Muller & Ndevu 2017:18). Muller and Ndevu, (2017:19) further argue that the local government can only respond efficiently to the problems it faces within the framework of its functions. It is further argued that if the problems are addressed at the local

government level with all stakeholders involved, they also should be fixed at the national and provincial levels, given their interconnected relationship (Muller & Ndevu 2018:19). However, the latest Non-Financial Census of Municipalities Report (Oosterwyk & Dibakwane 2018) and Statistics South Africa (2019) provide a profile of the municipal workforce (capacity), shedding light on the number of vacancies in key departments. Oosterwyk and Dibakwane (2018) and Statistics South Africa (2019) show that there were 314 117 funded posts across the local government sphere in 2019, but 45 096 of these were unoccupied, translating to a national vacancy rate of 14,4%. Statistics South Africa (2019) embarked on questioning municipalities about the reason for such long-standing staff vacancies. The following were some of the responses: (i) sometimes there was uncertainty regarding the details of the personnel structure in the municipality, (ii) in at least one municipality a moratorium was placed on the filling of posts and (iii) many municipalities were still using outdated organograms that were due to be updated after the August 2016 local government elections (Oosterwyk & Dibakwane 2018).

4.4.3. Lack of accountability

Muller and Ndevu (2017:18–19) argue that party-political interventions in decision-making and political appointments not only affect public institutions but also municipalities, which undermines the citizens' morale and their confidence in its capabilities. Nzewi and Musokeri (2014:14) assert that a successful local government is based on willingness to accept accountability, establish control measures and decisively address weaknesses and service delivery problems brought to the office within a specified timeframe. These authors also suggest that this process should be administered on a continuous basis so as to monitor the municipality's performance. In support of this statement, the "Auditor General"-South Africa (AGSA) (2021:4) has pointed out that progressive and sustainable improvements required to prevent accountability failures in local government and to deal with them appropriately when they do occur are still ongoing. The AGSA further suggested and emphasised the need to strengthen the mechanisms of accountability in all local government affairs, including accountability on basic financial and performance management disciplines. The safeguarding and maintenance of municipal assets and infrastructure is also crucial for the prevention of mismanagement, transgressions, non-performance, fraud and financial loss, as it is mandatory in combatting the lack of accountability within the local government sphere in order to obtain efficient standards of responding to citizens' service delivery needs (AGSA 2021:4–5).

Nonetheless, the South African local government and citizens continue to work towards cultivating and improving local government responsiveness through joint efforts to strengthen and include citizens in local government affairs, planning, decision-making, supply of water, access to electricity, promotion of transparency and accountability, and the continuous capacity-building of local government officials (Statistics South Africa 2019; DCoG 2022:30–31). According to Statistics South

Africa (2019), the local government sphere in South Africa has made great strides in meeting citizens' service needs, whereas nationally, municipalities within the local government sphere were seen to have been able to increase the supply of water to 13.8 million units compared to the 9 million units in 2016, and over 85% supply of electricity in 2019 compared to the 76.7% in 2002 (Statistics South Africa 2019). It is through such continuing undertakings that South Africa strives to create an accountable and responsive local government during service delivery aimed to efficiently address the service delivery needs and expectations of all the people it governs and serves, despite the growing population within its boundaries. The next section provides an analysis of the area of study, Greater Tzaneen Local Municipality

4.5. GREATER TZANEEN LOCAL MUNICIPALITY: A CASE STUDY

The Greater Tzaneen Local Municipality (GTLM) is situated in the eastern quadrant of Limpopo, South Africa, within the Mopani District Municipality area of jurisdiction, and contains 125 rural villages with a population size of 390 095 (Statistics South Africa 2019). A total of 27 051 members of the population are economically active (employed or unemployed but looking for work), and of these 36.7% are unemployed (Statistics South Africa 2019). The GTLM's structure comprises a municipal council office led by the municipal manager, whose sole purpose is to manage the municipality's strategy, corporate governance and performance. According to the GTLM Integrated Development Plan (IDP) (GTLM 2022:9), there are four priority functions that the municipality is designed to implement: (i) leading the development and implementation of municipal strategy, (ii) leading institutional corporate governance, (iii) leading and overseeing the functions and performance of various directorates and (iv) monitoring the effectiveness of service delivery.

With regard to the municipality's function of monitoring effective service delivery, the GTLM is among some of the South African municipalities where the issue of local government responsiveness during service delivery is still an ongoing area for improvement. For the past decade, observes Mathebula (2017:107 quoted in Mamokhere 2021:83-84), the slow pace of service delivery, which has often been followed with no direct communication and feedback, caused citizens to become dissatisfied with the municipality and thus resort to protests regarding the provision of clean and running water and sanitation, electricity, housing and other basic services. The municipality, through the local government sphere, has the mandate of providing citizens with service delivery in order to enhance and sustain their livelihoods, as these are their basic rights enshrined by the Constitution (Republic of South Africa 1996). According to Akinboade, Mokwena and Kinfack (2014:2), dissatisfaction with municipal performance and service delivery in many South African local municipalities has been the main cause of anger driving the community to protest over service provision.

According to De Bruyn, (2019), since the year 2016 there have been increasing concerns from citizens over the ability of the GTLM to provide quality services to its citizens. Maimela (2019) adds that the

citizens of the GTLM have taken a stand, through service delivery protests, against the municipality's inability to meet the communities' service needs for sustainable living. During these service delivery protests, the citizens made strong reference to their opinion that the outsourcing of the municipality's functions relating to the provision of clean water and employment, especially for the youth, is wasteful expenditure, and that those funds could be redirected internally and used to address the current service delivery challenges and upskill and create of jobs for (local) citizens within the municipality's boundaries (Maimela 2019). Furthermore, Mamokhere (2020) indicates that limited feedback and inconsistent engagements between the citizens and the GTLM regarding local government affairs (such as the status of expected service delivery and the allocation thereof) have equally contributed to the service delivery protests within the boundaries of the municipality.

According to the GTLM IDP (2022:66), the biggest service delivery challenge the municipality has been facing is the supply of clean and consistently running water and the provision of electricity, which are discussed in depth below. The inability to provide potable water is due to a lack of regular maintenance of the municipality's bulk water supply systems and mechanisms such as boreholes, theft of electrical pumping cables and straining drought conditions, which also led the municipality to enforce water restrictions in its area of operation as guided by the Water Services Act (Republic of South Africa 1997). Although water tankers are deployed to supplement the water supply in communities, it is a financially straining activity for the municipality. The GTLM IDP further illustrates that some water supply schemes initially designed to cater to a certain number of households are unable to supply due to an increased demand, the schemes not having been upgraded. The GTLM IDP also tabled some challenges regarding the supply of water for the year 2016. These challenges, according to the GTLM (2022:67) are:

- ageing infrastructure and lack of maintenance on water and wastewater works and boreholes
- overreliance on boreholes
- theft, vandalism, and illegal water connections by communities, causing significant water loss in the system
- excessive spending on water tankers and outsourcing of water suppliers
- insufficient electricity to complete water projects
- lack of water reticulation in villages
- lack of cost recovery plans in rural areas, especially when water supply is consistent and reliable
- lack of water demand management system
- skewed water supply mechanisms
- poor quality of drinking water supply.

The GTLM IDP (2022:67) recorded that the number of households with access to free basic and safe drinking water in the municipality was 83 014, compared to the over 2 000 such households recorded in 2016 due to the backlog challenges the municipality had. There was also an increase in the number of households that need sanitation services in areas where there are no such services yet. The IDP also recorded that an immense sanitation backlog was caused by the construction of many Reconstruction and Development Programme houses without VIP toilets or sanitation. VIP toilets are usually used for long periods and because of their high purchase prices, they are mostly bought by the local government for temporary use while toilets are being built for the communities (Statistics South Africa 2021). The last challenge that the GTLM faces regarding the provision of sanitation services is that the wastewater works are not big enough to cater for the rapid increase in households needing to be connected. The number of households with access to free basic sanitation in the GTLM was 1 360, and the number of backlogs was 86 388 (GTLM 2022:57).

The provision of reliable electricity to citizens in all residential communities is critical for the provision of quality healthcare for the people. However, the GTLM has also had several challenges concerning the distribution of electricity, which include upgrading of electricity capacity in town, maintenance of the electrical network, installation of strategic lights, installation of streetlights, rural electrification backlogs and the electrical management information system (GTLM 2016:67). When it comes to the electrification backlog and access to free basic electricity, the IDP (GTLM 2016:64–65) indicates that the municipality benefits from the Integrated National Electrification Programme through the annual energy forums' allocations of connections and direct applications by the municipality received from the Department of Energy. However, the municipality has a total number of 125 villages with an estimated 108 926 households. The total electrification backlogs are estimated at 9 385 (8.6%). The number of households that receive free basic electricity stands at 5 619 out of a total of 108 926 households in the municipality. Figures 4.3 and 4.4 below summarise the number of households with access to electricity in the energy sector.

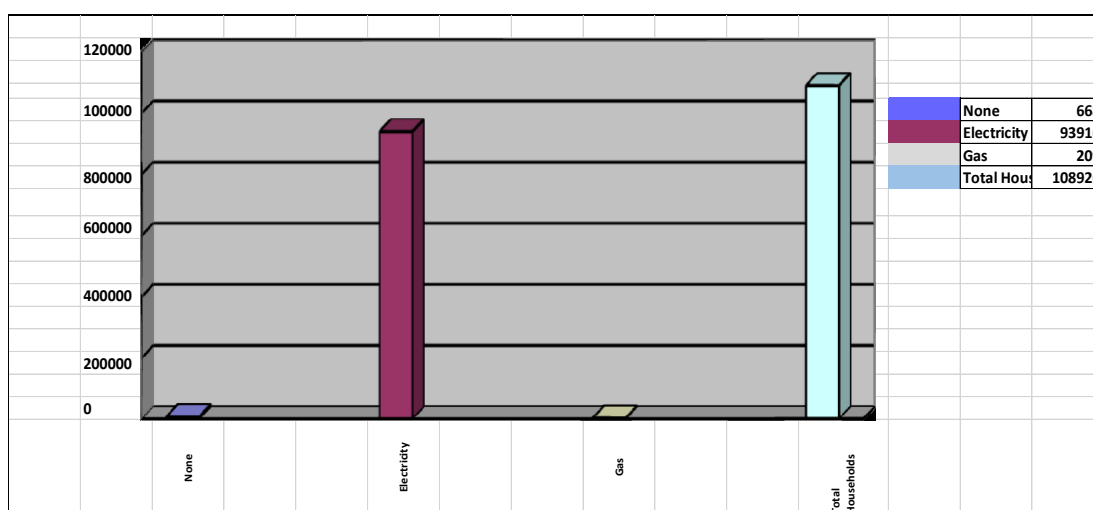


Figure 4.3: GTLM household access to electricity and gas

Source: Adapted from GTLM (2022:91)

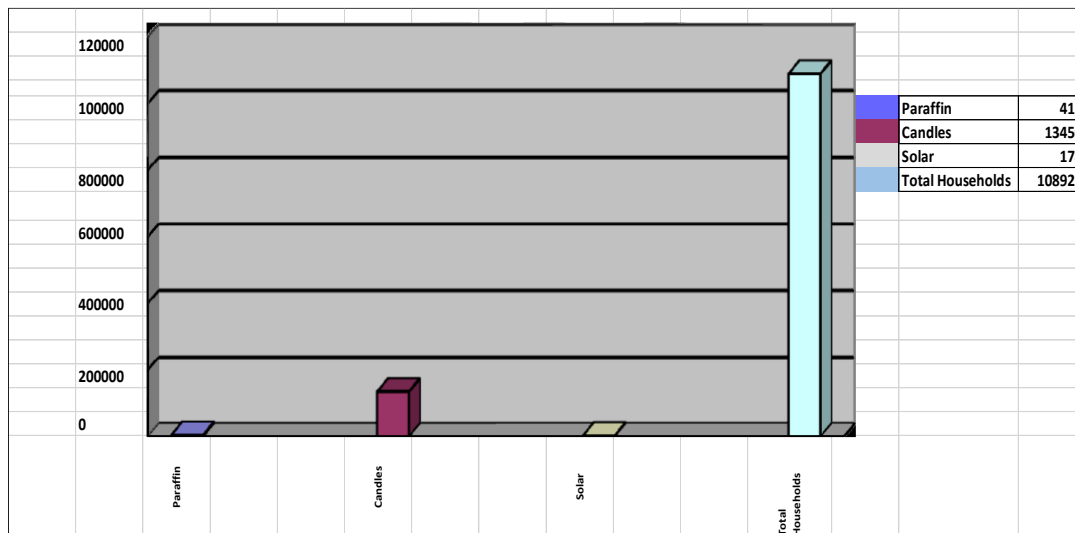


Figure 4.4: Household access to other sources of energy

Source: Adapted from GTLM (2022:91)

Against the background of these statistics, the three mentioned service delivery needs (water, sanitation and access to electricity) recorded in the GTLM’s final IDP for 2011–2016 are the same as those in the final 2022 published IDP. This reinforces the aim of the present study to investigate the responsiveness of the GTLM to its citizens’ service delivery needs. Although it can be noted that the municipality has made some strides in closing the gap on some of the service delivery challenges and protests, there still is a need for improvement in the engagement of municipality officials/administrators and elected political leaders with citizens and in the inclusion of citizens in the municipality’s strategic processes to decide on and respond to service delivery needs. Chiwarawara (2021 quoted in Mamokhere 2023: 62–63) argues that service delivery protests can undoubtedly put immense pressure on local government officials to act, and could therefore be perceived as local government’s failure to respond to citizens’ service delivery needs as outlined in its strategic documents such as the municipality’s IDP. Seeing as the GTLM is prone to service delivery protests and has drawn media attention, the municipal officials, administrators and elected political leaders should be encouraged to take immediate action to resolve these challenges (Mamokhere 2023:62). The next section of this chapter presents the findings of the literature explored.

4.6. FINDINGS

Following the analysis of the case of the GTLM, this section outlines areas that have been identified as the key points of concern for this case.

4.6.1. Citizen participation

Since the GTLM is one of the many South African local municipalities typically plagued with service delivery protests, which often disrupt the sustainable livelihoods of the citizens, inclusion of citizens in decision-making could encourage citizens' interest in contributing ideas about how to meet their service needs. When citizens become more engaged in advocating for their service needs, they can provide valuable input into the planning and implementation of services. This can help ensure that services are better targeted towards the needs of communities and that resources are used more effectively (Curristine, Lonti & Joumard 2007 quoted in Mamokhere 2023, 63). Citizen participation forms part of the fundamental factors that contribute to the success and prosperity of local government responsiveness during service delivery. This chapter has emphasised the critical importance of integrating citizens in the planning and decision-making processes through available participatory platforms, as this practice has a higher probability of enabling citizens know and understand the progress of local government affairs. Integration of citizens in these processes was also identified as a plausible practice that would encourage the enhancement of transparency, accountability and responsiveness. It is also critical to note that where citizens are not integrated into planning discussions and decision-making processes regarding local government affairs that affect them as end-users, there is a breach of trust between the local government and citizens, and the latter become dissatisfied (Mohammadi et al. 2017:1769–1771). If citizens feel included and service delivery needs are met, however, protests would be less likely to occur. Participation of citizens in local government affairs is encouraged by the South African legislative framework, including the Constitution (Republic of South Africa) and the Municipal Systems Act (Republic of South Africa 2000), and it is for this reason that this chapter, through the case study explored, finds citizen participation critical to realising satisfactory local government responsiveness during service delivery.

4.6.2. Political and skilled workforce dynamics

Interference from the political structures in the proceedings of local government's planning for and management of service delivery activities may affect the timelines and standard of service delivered to the citizens. Furthermore, the tendency of political leaders to deploy cadres who are often not experienced and knowledgeable in the domain of local government governance systems, as well as frequent changes in political leadership, hinder the progress and effective service delivery as planned and delay or interrupt the internal governance systems set up to guide good practice (Ndevu & Muller 2017:18). This chapter has also found that political interference in the GTLM – especially with changes of leadership, employment of unskilled workforce and outsourcing from outside the municipality's boundaries – disrupt the continuity of programmes, projects and approved budgets intended to ensure that the local government responds to citizens' service delivery needs in an efficient, transparent and accountable manner.

4.6.3. Service delivery backlogs

Despite the notable progress of the GTLM towards providing the citizens within its municipal boundaries with services, a noticeable gap remains for the municipality in that it should rendering all its citizens with services such as accessible and clean water, electricity and proper road and health infrastructures. This is despite twenty-nine years having passed since South Africa obtained democracy from the former apartheid era and its legacy.

4.7. RECOMMENDATIONS

Despite some of the successes of the South African local government, it still faces some challenges of service delivery backlogs, service delivery protests, political unpredictability, uncertain economic growth and unemployment, among other factors. Therefore, for the GTLM to realise and maximise satisfactory local government responsiveness during service delivery, this chapter recommends the adoption of the conceptual framework for enhancing South African local governments' responsiveness during service delivery, as set out in Baloyi and Biljohn (n.d.). The conceptual framework can be used as a joint instrument that the local government and the citizens can apply in order to bring about effective responsiveness. Simply put, the instrument highlights a responsibility shared by South African local governments and citizens to achieving local government responsiveness during service delivery. It is also worth noting that the instrument should be adapted to the context of service provision of each municipality within the local government sphere and cannot be a one-size-fits-all approach. The pressing challenges faced in each local government jurisdiction should be taken into consideration during the application of the local government responsiveness process. Table 4.1 displays actions to be undertaken by both the local government and citizens in order to achieve and enhance local government responsiveness during service delivery.

Table 4.1: Collaborative instrument for achieving and enhancing local government responsiveness during service delivery

No	Area of focus	Local government's actions	Citizens' actions
1	Fostering the integration of citizens into local government affairs through participatory platforms	<ul style="list-style-type: none"> ▪ Adopt policies, systems guided by legislation, and structures that advocate for, promote and support such participatory platforms ▪ Establish platforms for regular and all-inclusive consultation and participation platforms using traditional and technological/electronic means ▪ Create opportunities for citizens to participate in the respective stages of the service delivery cycle such as service need planning, monitoring and evaluation, feedback sessions and identifying areas for improvement ▪ Enhance local government's responsiveness in respect of service delivery dimensions of comprehensibility, accessibility, relevance and participation ▪ Regularly promote and provide easy access to information about local government affairs through traditional means of communication that are user-friendly, such as websites, public notice boards and placards, and local radio channels and social media platforms 	<ul style="list-style-type: none"> ▪ Participate in planning and decision-making processes to help identify service delivery needs timeously and determine the required quantities and quality standards ▪ Participate through available traditional and technological/electronic platforms and means ▪ Communicate needs and preferences to local government through elected representatives in order to influence the quality and direction of service delivery ▪ Express the extent to which service delivery is comprehensible, accessible, relevant and participatory ▪ Track services delivered, and the impact made, if any, through the available information-sharing platforms
2	Fostering transparency regarding local government affairs	<ul style="list-style-type: none"> ▪ Determine service standards in collaboration with citizens ▪ Deliver service standards in a transparent manner ▪ Disclose the nature and extent of activities undertaken to meet service standards ▪ Give account to citizens regarding achievements and limitations ▪ Keep citizens informed of the impact of adopted policies 	<ul style="list-style-type: none"> ▪ Participate in the determination of service standards ▪ Participate in evaluating the impacts of local government performance and policy

3	Fostering and exercising accountability regarding local government affairs	<ul style="list-style-type: none"> ▪ Use internal reporting structures and systems to track key performance areas set out in the strategic documents ▪ Monitor performance and report regularly and openly on the state of local government affairs and financial matters to relevant stakeholders, including citizens ▪ Create reporting tools (e.g., surveys) for internal staff and citizens 	<ul style="list-style-type: none"> ▪ Demand and expect accountable reporting ▪ Track and rate (provide feedback on) the level of services delivered by the local government using the tools created and disseminated
4	Capacity-building and upskilling of local government practitioners	<ul style="list-style-type: none"> ▪ Appoint appropriately skilled local government officials and ensure sufficient and accurate resources are available for them to perform their assigned duties acceptably ▪ Where necessary, offer training programmes to upskill appointed officials and community representatives 	<ul style="list-style-type: none"> ▪ Request training in order to better understand local government processes

Source: Author's perspective (2023)

The extent to which citizens are integrated and participate in the participatory platforms created by the local government is what influences the likelihood that they will encourage the local government to become more transparent in its decision-making processes and that they will keep the local government accountable for decisions regarding service delivery. The literature reviewed in this chapter shows that fostering citizen participation during planning and decision-making processes concerning local government affairs is likely to positively influence the extent to which the local government responds to citizens' service delivery needs, and also to improve citizens' trust and confidence in the local government and their perception of it. Moreover, the extent to which the local government can foster the integration of citizen participation in local government affairs will also depend on its own governance systems (as per the legislative framework) and the human and financial resources available to it. If the collaborative instrument proposed above is applied and the municipality promptly and transparently addresses service delivery concerns and other local government-related matters brought forward by the citizens through participatory platforms, trust and confidence in the local government will likely increase and the probability of service delivery protests will likely be reduced.

This chapter suggests that implementing the recommendations above can help the South African local governments respond to citizens' service delivery needs in a more accountable, transparent and democratic manner. Moreover, it is essential to note that each municipality's service delivery priorities and challenges may vary and, as a result, may require a tailor-made approach to address within the prescripts of the law pertaining to local government in South Africa, namely the Constitution (Republic of South Africa 1996), the White Paper on Local Government (Republic of South Africa 1998c), the Municipal Systems Act (Republic of South Africa 2000), the Municipal Structures Act (Republic of South Africa 1998b) and the Municipal Finance Management Act (Republic of South Africa 2003). To provide a valuable approach, South African local governments may also adopt best practices from other local governments regionally and internationally that perform well in local government responsiveness.

4.8. CONCLUSION

This chapter explored South African local government responsiveness during service delivery with specific reference to the GTLM. The research objectives were (i) to analyse factors of the internal organisational environment that influence local government responsiveness and (ii) to explore the South African legislative framework guiding local government responsiveness. These objectives were addressed through a qualitative approach and document analysis of significant research about South African local governments' responsiveness during service delivery. Therefore, the research objectives were achieved by discussing the factors of the internal organisational environment, the South African legislative framework influencing local government responsiveness and the findings from the content analysis. Considering the common service delivery challenges that have been identified in this

chapter, which include the distribution of basic resources such as clean water and sanitation, electricity, road infrastructures and health services, among others, the chapter recommended a collaborative instrument that can be used by South African local governments for best practice during service delivery.

This chapter encouraged the integration of citizens into the planning and decision-making processes concerning local government affairs to determine the time, quality and quantity of service delivery while promoting transparency and accountability from the local government practitioners. This will also assist in combating negative consequences such as diminished trust and confidence from citizens, corruption and maladministration.

From the recommendations of this chapter, it can be deduced that the main implications for practice and policy regarding the application of local government responsiveness include, but are not limited to, the following:

- Reinforcing citizen participation: Through the participatory platforms, both traditional and online, made available, the local government could take steps to actively educate citizens and involve them in the decision-making and other processes where their input regarding local government affairs is required.
- Improved communication mechanisms, transparency and accountability: The local government should adopt mechanisms that will ensure that its communication with its internal staff and with citizens is disseminated clearly, effectively and without ambiguity. Regular updates on the service delivery standards and progress, and other undertaken local government projects, is important for ensuring that the local government is transparent in and accountable for the activities it undertakes, which could boost citizens' trust and confidence in the local government.
- Capacity-building: Within the bounds of its well-managed financial resources, the local government should invest in equipping the internal staff with the skills required to perform duties and serve the citizens according to best practices and training programmes available. Various training programmes, including customer relationship management, effective communication skills, financial literacy and management, and problem-solving, could be considered. By equipping internal staff with the necessary skills and knowledge, local governments can ensure that they are able to respond to citizens' needs and concerns in a timely and effective manner.
- Collaboration and coordination: Local governments should collaborate with other stakeholders such as academic and research institutions to attempt to address the lack of local government responsiveness through research findings from affected communities. Other stakeholders to consider include community groups, non-profit organisations and donors. Local government

responsiveness during service delivery could be enhanced through the resources, expertise and networks these stakeholders offer.

A potential area for future research into enhancing local government responsiveness during service delivery could be actively including citizens in planning and decision-making processes through the available participatory platforms. This could involve educating citizens on the roles and responsibilities that the local government and citizens need to assume in order to realise greater local government responsiveness during service delivery. It could also increase citizens' trust and confidence in the local government's ability and capacity to respond timeously and efficiently.

CHAPTER 5: CONCLUSION, REFLECTION AND AREAS FOR FUTURE RESEARCH

5.1. INTRODUCTION

This chapter presents a conclusion to the overall study and dissertation. The main components of the chapter are a reflection on the achievement of the aim, objectives and the answering of the research questions (section 5.2), lessons learnt for practice and future research (section 5.3) and a conclusion (section 5.4).

5.2. REFLECTION ON AIM, OBJECTIVES AND RESEARCH QUESTIONS

This study aimed to investigate the responsiveness of the Greater Tzaneen Local Municipality (GTLM) to citizens' service delivery needs. This aim was achieved through the following objectives:

- (i) To explore Public Administration literature and governance theories influencing local government responsiveness to citizens' service delivery needs: This objective was addressed in Chapter 2, the 'Underpinnings of Public Administration and governance theories that influence local government responsiveness'.
- (ii) To determine the indicators that constitute local government responsiveness during service delivery: This objective was addressed in Chapter 3, 'A conceptual framework for enhancing South African local governments' responsiveness during service delivery'.
- (iii) To analyse factors of the internal organisational environment that influence local government responsiveness: This objective was addressed in Chapter 4, 'South African local government responsiveness during service delivery: The case of Greater Tzaneen Local Municipality'.
- (iv) To explore the South African legislative framework guiding local government responsiveness: This objective was addressed in Chapter 4, 'South African local government responsiveness during service delivery: The case of Greater Tzaneen Local Municipality'.

The research questions posed in this study were answered as follows:

- (i) Which indicators constitute local government responsiveness? This research question was addressed in Chapter 3, 'A conceptual framework for enhancing South African local governments' responsiveness during service delivery'.
- (ii) How do factors of the internal organisational environment influence local government responsiveness to citizens' service delivery needs? This research question was addressed in Chapter 4, 'South African local government responsiveness during service delivery: Case of Greater Tzaneen Local Municipality'.
- (iii) How do governance systems influence local government responsiveness to citizens' service delivery needs? This research question was addressed in Chapter 4, 'South African local

government responsiveness during service delivery: The case of Greater Tzaneen Local Municipality’.

5.3. LESSONS LEARNT FOR PRACTICE AND FUTURE RESEARCH

5.3.1. Lessons learnt for practice

For administrators at local government level, achieving local government responsiveness requires thorough understanding of the attributes, antecedents and consequences thereof. The findings illustrate that key attributes (citizen participation, leadership, transparency and accountability) should be identified, encouraged and implemented at an institutional level by a municipality. This implies that concurrent application of citizen participation through the participatory platforms made available, exercise of leadership by the municipality, transparency and accountability should be inherent to how a municipality responds to its citizens’ service delivery needs.

The municipality’s role with regard to antecedents (democracy, skills capacity, trust, communication and quality of services) starts in its internal environment and the guiding legislative framework, which ought to be facilitated jointly with citizens and all stakeholders concerned with service delivery. While democracy should be encouraged for the effective application of local government responsiveness during service delivery, the municipal officials should also have the necessary skills and sufficient resources in order for them to responding to service delivery needs. The municipality should reinforce its determination to effectively deliver the expected quality of services in the correct quantities, as determined by the communication during its consultation and engagement sessions with the citizens. Subsequently, citizens’ trust and confidence in the municipality’s performance during service delivery is likely to remain steady or even to improve thanks to the constant feedback and the meeting of expected standards.

Corruption, distrust and a lack of confidence, and service delivery demonstrations are the negative consequences of insufficient local government responsiveness during service delivery. Therefore, in a municipality where transparency and accountability have failed and have been ineffective, corruption is often prevalent, which also causes distress and negatively influences the standards, quality and quantity of the service delivery expected by citizens. Conversely, positive consequences (openness in communication and the provision of quality services) of the application of local government responsiveness can lead to citizens having a positive perception of the municipal service delivery. A municipality should therefore consistently strive for these positive consequences in its efforts to be responsive during service delivery and to improve relations and engagement with citizens. The attainment of either the positive or negative consequence depends on (i) the extent to which the municipality encourages the key attributes of local government responsiveness (citizen

participation, leadership, transparency and accountability) and (ii) how it facilitates the antecedents thereof (democracy, skills capacity, trust, communication and quality of services).

5.3.2. Lessons learnt for future research

The lessons learnt for future research relate, first, to enhancing citizen participation in local government affairs, second, to monitoring organisational culture and strengthening capacity-building and, third, to fostering cross-sector collaborations and coordination in local government affairs.

- **Enhancing citizen participation:** The study demonstrated that the integration of citizens into local government affairs could improve local government responsiveness and should be prioritised. In addition, the mechanisms used to include citizens in local government affairs, such as participatory platforms and communication tools, should primarily be included to enhance citizen participation for the purposes of inclusivity during decision-making about service delivery issues and other local government affairs. Other mechanisms of enhancing citizen participation that could be further investigated include assessing current participatory platforms, communication channels and citizen feedback mechanisms, and assessing the control measures in the allocated budget for planned delivery of municipal services.
- **Monitoring organisational culture and strengthening capacity-building:** The study demonstrated that organisational culture forms the foundation of the effectiveness (or the lack thereof) of duties to be performed. Therefore, investigating the role of the leadership in the organisation, leadership's relationship with staff, the organisational culture and the capacity-building efforts aimed at increasing the output by staff is critical for influencing local government responsiveness. Further research could investigate best practice strategies for encouraging accountability from the leadership at local government level and in municipalities through participatory mechanisms that are inclusive of citizen participation.
- **Fostering cross-sector collaborations in local government affairs:** The study demonstrated that collaboration and coordination with academic and research institutions and other private sector stakeholders could positively influence local government responsiveness. Therefore, further research could focus on investigating the effectiveness of the collaborative relationships local government fosters across the sector to improve its responsiveness.

5.4. CONCLUDING REMARKS

Chapter 5, which concludes this study, has presented a conclusion to the overall study and dissertation. This chapter commenced with an introduction (section 5.1), which was followed by a reflection on the aim and objectives and the answering of the research questions (section 5.2). Lessons learnt for practice were discussed in section 5.3.

This study demonstrated that some South African local governments, with the GTLM as the focal point of the study, have been inconsistent in responding to citizens' service delivery needs. While some local governments have made commendable efforts to address these needs in an effort to improve citizens' livelihoods, others have failed in their duty to provide basic services. The GTLM is one such municipality, and has failed to respond to citizens' needs such as access to water and electricity. The study further demonstrated that a lack of accountability, corruption and inadequate human and financial resources have hindered the ability of GTLM and other South African local governments to effectively respond to citizens' service delivery needs. Nevertheless, research has shown that the municipality has acknowledged these challenges and taken steps to improve the delivery of water and electricity to its citizens by monitoring the quantities supplied against the municipality's Integrated Development Plan, focusing on the challenged areas within the boundaries of the municipality. As South Africa continues on its journey towards socio-economic development, it remains crucial for local governments to prioritise good governance, transparency and citizen participation in order to enhance local government responsiveness.

A qualitative research design was employed to achieve the aim and objectives of the study, as well as to answer the research questions posed. Through this research design, the phenomenon under investigation was explored through which three research articles emerged and reflected from the following chapters:

- Underpinnings of Public Administration and governance theories that influence local government responsiveness (Chapter 2, identified as Article 1).
- A conceptual framework for enhancing South African local governments' responsiveness during service delivery (Chapter 3, identified as Article 2).
- South African local government responsiveness during service delivery: The case of Greater Tzaneen Local Municipality (Chapter 4, identified Article 3).

From the findings of this study, it can be deduced that South Africa has sufficient legislative frameworks to guide local government officials and other interrelated government spheres in addressing service delivery challenges. Thus, a combination of these legislative frameworks and the proposed conceptual framework in this study can be used to enhance local government responsiveness to citizens' service delivery needs. Lessons learnt for practice include understanding attributes, antecedents and consequences of local government responsiveness during service delivery. The lessons learnt for future research were (i) that citizen participation in local government affairs should be enhanced, (ii) that organisational culture should be monitored and capacity-building strengthened and (iii) that cross-sector collaborations and coordination in local government affairs should be fostered.

Against the background of this study, it is apparent that the success of executing local government responsiveness during service delivery depends on the local government exercising its leadership, facilitating citizen participation, being transparent to all stakeholders concerned with service delivery and having the citizens and stakeholders hold local government officials accountable.

The following articles from this research are under review:

Baloyi, V.A.B. and Du Plessis, L. 2023. Underpinnings of Public Administration and Governance theories that influence local government responsiveness. *Administratio Publica*.

Baloyi, V.A.B. and Biljohn, M. 2023. A conceptual framework for enhancing South African local governments' responsiveness during service delivery. *Journal of Local Government Research and Innovation*.

Baloyi, V.A.B. and Du Plessis, L. 2023. South African local government responsiveness during service delivery: Case of Greater Tzaneen Local Municipality. *Africa's Public Service Delivery Review*.

REFERENCE LIST

- Aaron, K., Emmanuel, K., Sylvia, N., Matiko, A.C. & Lembuka, M.H., 2018, Training in leadership skills and performance of administrative staff in Bushenyi and Sheema local governments, western Uganda. *International Journal of Research* 5, 121–130.
- Adiputra, I.M.P., Utama, S & Rossieta, H., 2018, 'Transparency of local government in Indonesia', *Asian Journal of Accounting Research* 3(1), 123–138.
- African News Agency, 2015, '14 740 service delivery protests in 2014/15', *IOL News*, 15 May, p. 5.
- Afrobarometer, 2006, *Responsiveness and accountability in Malawi: Institute for Economic and Social Research*, viewed 7 July 2021, from www.afrobarometer.com
- Agba, M.S., Akwara, A.F. & Idu, A.Y., 2013, 'Local government and social service delivery in Nigeria: A content analysis', *Academic Journal of Interdisciplinary Studies* 2(2), 455–462.
- Ahmadya, G.A., Mehrpour, M. & Nikooravesh, A., 2016, 'Organizational structure', *Procedia: Social and Behavioral Sciences* 230, 455–462.
- Ajike, C.A. & Ibrahim, M.N., 2016, 'Environmental factors and local government administration in Nigeria: A study of Ede North and Ede South Local Government', *Journal of Business and Management Review* 5(7), 28–42.
- Akinboade, O.A., Mokwena, M.P. & Kinfack, E.C., 2014, 'Protesting for improved public service delivery in South Africa's Sedibeng district', *Social Indicators Research* 119(1), 1–23.
- Alao, D.O., Ajike, C.A. & Ibrahim, M.N., 2016, 'Environmental factors and local government administration in Nigeria: A study of Ede North and Ede South local government, Osun State, Nigeria (1999–2014)', *Kuwait Chapter of Arabian Journal of Business and Management Review* 5(7), 28–42.
- Alexander, P., 2010, 'Rebellion of the poor: South Africa's service delivery protests – a preliminary analysis', *Review of African Political Economy* 37(123), 55–40
- Allan, K. & Heese, K., 2019, *Uptick in service delivery protests likely to show political tensions in pandemic election year*, Municipal IQ, Cape Town.
- Allan, K. & Heese, K., 2021, *Why recent civil unrest was (mostly) dissimilar to service delivery protests: For immediate release*, Municipal IQ, Cape Town.
- Amadi, E. & Chinyere, R., 2019, 'Physical resources availability and the academic performance of students in the Universal Basic Education Scheme, Rivers State University', *International Journal of Innovative Development and Policy Studies* 7(1), 13–23.
- Amos, J.M. & Morse, R.S., 2011, 'What constitutes effective citizen participation in local government? Views from city stakeholders', *Public Administration Quarterly* 35(1), 128–163.
- Amosa, D., 2015, 'Local government and good governance: The case of Samoa', *Commonwealth Journal of Local Governance* 22, 8–21.

- Apolitical. 2023. *Leadership in local government organisations*, viewed 19 May 2023, from <https://apolitical.co/solution-articles/en/leadership-in-local-government-organizations>
- Araujo, J.F.F.E. & Tejedo-Romero, F., 2016, 'Women's political representation and transparency in local governance', *Local Government Studies* 42, 885–906.
- Armstrong, M., 2014, *Armstrong's handbook of human resource management practice*, 13th edn., Kogan Page Limited, London.
- Auditor General South Africa, 2021. *Consolidated general report on the local government audit outcomes: MFMA 2019–2020*. Pretoria: Auditor General South Africa.
- Auditor General South Africa, 2023a, *Consolidated general report on the local government audit outcomes: MFMA 2018–2019*, Auditor General South Africa, Pretoria.
- Auditor General South Africa, 2023b, *Consolidated general report on the local government audit outcomes: MFMA 2019–2020*, Auditor General South Africa, Pretoria.
- Bain, E.G., 1987, 'The administrative process', in S.X. Hanekom, R.W. Rowland & E.G. Bain (eds.), *Key aspects of public administration*, Southern Book Publishers: Halfway House, Cape Town.
- Baloyi, V.A.B. & Biljohn, M. n.d, 'A conceptual framework for enhancing South African local governments' responsiveness during service delivery', manuscript submitted for publication.
- Beshi, T.D. & Kaur, R., 2019, *Public trust in local government: Explaining the role of good governance practices*, Springer Publishers, New York.
- Bhargava, V. 2015. The Governance Brief: Engaging Citizens and Civil Society to Promote Good Governance and Development Effectiveness. Washington, DC., viewed 15 August 2023, from www.adb.org/publications/series/governance-briefs
- Bhatta, G., 2006, *International dictionary of public management and governance*. Routledge, New York.
- Bland, G., Brinkerhoff, D., Romero, D., Wetterberg, A. & Wibbels, E., 2021, 'Public services, geography, and citizen perceptions of government in Latin America', *Political Behavior* 45, 125–152.
- Bowen, G.A., 2009, 'Document analysis as a qualitative research method', *Qualitative Research Journal* 9(2), 27–40.
- Boxall, P. & Purcell, J., 2010, *Strategy and human resource management*, 2nd edn., Palgrave Macmillan, New York.
- Buba, A., 2017, 'Good governance, institutions and service delivery in Gombe State, Nigeria', dissertation: Master of Science (M.Sc.) in Economics, University of Ilorin.
- Buehn, A., Dell'Anno, R. & Schneider, F., 2017, 'Exploring the dark side of tax policy: An analysis of the interactions between fiscal illusion and the shadow economy', *Empirical Economics* 54, 1609–1630.

- Business Jargons, 2021, *Internal environment: Factor influencing internal environment*, viewed 23 August 2021, <https://businessjargons.com/internal-environment.html>
- Cambridge Dictionary, 2023, *Meaning of antecedent*, 19 March 2023, from <https://dictionary.cambridge.org/dictionary/english/antecedent>
- Cavalcante, P., 2018, 'Innovations in the Federal government during the post-New Public Management era', *Revista de Administração Contemporânea* 22(6), 885–902
- Chiwawara, K., 2021, *Service delivery protests and the struggle for urban development in Gugulethu and Khayelitsha, Cape Town*. University of the Western Cape, Cape Town.
- Chukwuma, C.A., Larissa, A.-T. & Atianashie, M.A., 2021, *Principles, fundamentals, and practices of management*, volume 5, Zittau, Germany, Weser Books.
- Çolak, C.D., 2019, *Why the New Public Management is obsolete: An analysis in the context of the post-New Public Management trends*, Trabzon, Turkey, Karadeniz Technical University.
- Cornwall, A. & Gaventa, J., 2000, 'From users and choosers to makers and shapers repositioning participation in social policy', *IDS Bulletin* 31(4), 50–62.
- Craythorne. D.L, 2006, *Municipal administration: The handbook paperback*, 6th edn., Juta and Co., Cape Town.
- Curristine, T., Lonti, Z. & Joumard, I., 2007, 'Improving public sector efficiency: Challenges and opportunities', *OECD Journal on Budgeting*, 7(1), 1–41.
- D'Agostino
, F., Gerald G. & Thrasher, J., 2021, *Contemporary approaches to the social contract: The Stanford encyclopedia of philosophy*, viewed 21 August 2021, from <https://plato.stanford.edu/archives/win2021/entries/contractarianism-contemporary/>
- D'Agostino, F., Gerald. G. & Thrasher, J., 2019, *The Stanford encyclopedia of philosophy: Contemporary approaches to the social contract*, viewed 4 February 2021, from <https://plato.stanford.edu/archives/fall2019/entries/contractarianism-contemporary>
- DalGLISH, S.L., Khalid, H. & McMahon, S.A., 2020, 'Document analysis in health policy research: The READ approach', *Health Policy and Planning* 35(10), 1424–1431,
- Dawson, C., 2002, *Practical research methods*, New Delhi, UBS Publishers' Distributors.
- De Bruyn, B., 2019, 'Day zero for water shedding have residents up in arms and confused. A little bit too late and why now', *Letaba Herald*, 5 October, pp. 5–6.
- Denhardt, J.V. & Denhardt, R.B., 2011, *The new public service: Serving, not steering*, 3rd edn., Routledge, England.
- Department of Cooperative Governance and Traditional Affairs, 2009, *Local government turn around strategy*, Department of Cooperative Governance and Traditional Affairs, Pretoria.
- Department of Cooperative Governance and Traditional Affairs, 2018, *Annual report*, Department of Cooperative Governance and Traditional Affairs, Pretoria.

- Department of Cooperative Governance and Traditional Affairs, 2022, *Annual report 2020/2021*, Department of Cooperative Governance and Traditional Affairs, Pretoria.
- Dinibutun, S.R., 2020, 'Leadership: A comprehensive review of literature, research and theoretical framework', *Journal of Economics and Business* 3(1), 44–64.
- Edwards, D. & McGee, R., 2014, *Making all voices count*, Institute for Development Studies Brighton, UK.
- Estrada, L. & Bastida, F., 2019, 'Effective transparency and institutional trust in Honduran municipal governments', *Administration and Society* 52(6), 1–37.
- Evans, D.R. & MacMillan, C.S., 2014, *Ethical issues in criminal justice and public safety*, 4th edn., Edmond Montgomery Publications, Toronto.
- Fehan, H. & Aigbogun, O., 2021, 'Influence of internal organizational factors and institutional pressures on construction firms' performance', *Construction Economics and Building* 21(2), 81–99.
- Fox, W. & Meyer, I., 1995, *Public administration dictionary*, Stellenbosch, Juta and Co.
- Fredriksson, M. & Pallas, J., 2018, *New Public Management. The international encyclopaedia of strategic communication (IESC)*. University of Gothenburg, Gothenburg.
- Fukuyama, F., 2013, 'What is governance?' *Governance, An international Journal of Policy, Administration and Institution* 26(3), 347–368.
- Gabriel, A.G., Antonio, M.A., Ramos, V.B. & Marasigan, J.T., 2019, 'Transparency and accountability in local governance: The nexus between democracy and public service delivery in the Philippines', *Public Policy and Administration Research* 9, 30–36.
- Gberevbie, D., Joshua, S., Excellence-Oluye, N. & Oyeyemi, A., 2017, *Accountability for sustainable development and the challenges of leadership in Nigeria*, SAGE, Ota, Nigeria.
- Gebre, Y.A., 2019, 'Recruitment and selection and human resource management in the Taiwanese cultural context', unpublished thesis, University of Plymouth.
- Godefroidt, A., Langer, A. & Meuleman, B., 2017, 'Developing political trust in a developing country: The impact of institutional and cultural factors on political trust in Ghana', *Democratization* 24, 906–928.
- Good Governance Learning Network, 2015. *In pursuit of responsible and responsive local governance: Perspectives from civil society on local governance in South Africa*, the State of Local Governance (SoLG) Publication, Cape Town, Isandla Institute.
- Greater Tzaneen Municipality, n.d., *Greater Tzaneen Municipality Indigent Policy*, viewed 17 August 2022, from [https://www.greatertzaneen.gov.za/documents/policies/2022%202023%20\(G\)%20INDIGENT%20POLICY.pdf](https://www.greatertzaneen.gov.za/documents/policies/2022%202023%20(G)%20INDIGENT%20POLICY.pdf)

- Greater Tzaneen Municipality, n.d., *Greater Tzaneen Municipality's Integrated Development Plan 2016*. Viewed 17 August 2022, from https://www.greatertzaneen.gov.za/documents/final_budget/201617%20FINAL%20IDP%20ANALYSIS.pdf
- Greater Tzaneen Municipality, n.d., *Greater Tzaneen Municipality's Integrated Development Plan 2022*, viewed 17 August 2022, https://www.greatertzaneen.gov.za/documents/idp/FINAL%20IDP%20APPROVED%202022-23_080622.pdf
- Grimes. M. & Esaiasson, P., 2014, 'Government responsiveness: A democratic value with negative externalities', *Political Research Quarterly* 67(4), 758–768.
- Groysberg, B., Lee, J., Price, J. & Cheng, J. 2018. *The culture factor*, viewed 23 September 2022, from <https://hbr.org/2018/01/the-culture-factor>
- Hanekom, S.X., 1988, 'Why local government matters', in C. Heymans & G. Tötemeyer (eds.), *Government by the people*, Juta & Co: Cape Town and Johannesburg, pp. 101–136.
- Hemson, D, Carter, J. & Karuri-Sebina, G., 2009, 'Service delivery as a measure of change: State capacity and development', in P. Kagwinja & K. Kondlo (eds.), *State of the Nation 2008*, Human Science Research Council, Pretoria, pp. 151–177.
- Holtzhausen, N. & Naidoo, G., 2011, 'Effective governance as an approach to promote service delivery by local government in South Africa: The case for Soul City', *Journal of US-China Public Administration* 8(7), 735–747.
- Huang, W-L. & Feeney, M.K., 2015, 'Citizen participation in local government decision making: The role of manager motivation', *Review of Public Personnel Administration* 36(2), 1–22.
- Ibok E., 2014, 'Local governance and service delivery in Nigeria', *Caribbean Journal of Science and Technology* 2, 536–541
- Ijeoma, E. & Sambumbu, A.M., 2013, 'A framework for improving public accountability in South Africa', *Journal of Public Administration* 48(2), 282–298.
- Ijeoma, E., Nzewi, O. & Sibanda, M., 2015, *South Africa's public administration for community service*, University of Fort Hare, South Africa, Independent Service Delivery Monitoring Network.
- Indahsari, C.L. & Raharja, S.J., 2020, 'New Public Management (NPM) as an effort in governance', *Jurnal Manajemen Pelayanan Publik* 3(2), 73–129
- Kalonda, J.K. & Govender, K., 2021, 'Factors affecting municipal service delivery: A case of Katima Mulilo Town Council, Namibia', *African Journal of Public Affairs*, 12(2), 1–26.
- Karataş, A., 2019, 'Post-New Public Management paradigm and its effects on public administration', *Social Mentality and Researcher Thinkers (SMART) Journal* 5(26), 1796–1805.
- Kerlinger, F.N., 1986, *Foundations of behavioral research*, 3rd edn., Holt, Rinehart and Winston, New York.

- Khotami, M., 2017, 'The concept of accountability in good governance', *Advances in Social Science, Education and Humanities Research (ASSEHR)* 163, 30–33.
- Kimutai, G.K. & Amisi, A.P., 2018, 'Good governance and service delivery: A study of citizen participation in Kisumu Country', *Universal Journal of Management* 6(2), 59–69.
- Kiswanto, K., Hajawiyah, A. & Mahera, Y.L., 2020, 'Factors influencing the weakness of internal control of local governments in Indonesia', *Humanities and Social Sciences Reviews* 8(1), 122–129.
- Klenk, T. & Reiter, R., 2019, 'Post-New Public Management: Reform ideas and their application in the field of social services', *International Review of Administrative Sciences* 85(1), 3–10.
- Koma, S.B., 2014, 'The implementation of local economic development policy', *Administratio Publica* 22(4), 40–61.
- Koma, S.B., 2016, 'Rationalisation of municipalities A panacea for improved municipal governance in South Africa', *African Journal of Public Affairs* 9(2), 127–139.
- Kroukamp, H., 2012, 'Citizen participation in governance: Fact or fallacy', *Administratio Publica*, 11(1), 39–62.
- Kumar, R., 2014, *Research methodology: A step-by-step guide for beginners*, 4th edn, SAGE, London.
- Kupiek M., 2021, *Digital leadership, agile change and the emotional organization: Emotions and organizational culture*. Springer, Wiesbaden.
- La Nafie, N.A., Nimran, U., Musadieq, M.A. & Suyadi, I., 2014, 'Organisational internal factors, corporate entrepreneurship and organisational performance', *European Journal of Business and Management* 6(36), 83–97.
- Laskar, M.E., 2017, *Summary of contract theory by Hobbes, Locke and Rousseau*, Symbiosis International University, Pune, India.
- Lee, J., 2017, 'Why have policies often remained symbolic: Understanding the reasons for decoupling between policy and practice', *Review of Policy Research* 34, 617–635.
- Loewe, M., Zintl, T. & Houdret, A., 2020, *The social contract as a tool of analysis: Introduction to the special issue on 'Framing the evolution of new social contracts in Middle Eastern and North African countries'*, *World Development*, viewed 25 February 2022, from <https://doi.org/10.1016/j.worlddev.2020.104982>
- Madumo, O., 2011, 'The role of ward committees in facilitating public participation with particular reference to Mamelodi, South Africa'. MAdmin dissertation, University of Pretoria, Pretoria.
- Mafunisa, M.J. & Dzengwa, S., 2007, 'Role of critical theory in Public Administration', *Journal of Public Administration* 42(8), 765–775.
- Maheshwari, S.R., 2004, *A dictionary of public administration*, Millan Company, New Delhi.

- Maimela, B., 2019, 'Youth demand jobs now: Greater Tzaneen Local Municipality', *Letaba Herald*, 5 October, viewed 29 June 2023, from <https://letabaherald.co.za/73032/gallery-youth-demand-jobs-now/>
- Majekodunmi. A., 2012, 'The state of local government and service delivery in Nigeria: Challenges and Prospects', *Africa's Public Service Delivery and Performance Review* 1(3), 84–98.
- Makhanya, L., 2019, "'State capture": The corruption investigation that has shaken South Africa', *The Witness*, 19 April, p. 3.
- Mamokhere, J., 2020, 'An assessment of reasons behind service delivery protests: A case of Greater Tzaneen Municipality', *Journal of Public Affairs* 20(2), 1–16.
- Mamokhere, J., 2021, 'Evaluating the impact of service delivery protests in relation to socio-economic development: A case of Greater Tzaneen Local Municipality, South Africa', *African Journal of Development Studies* (special issue), 79–96.
- Mamokhere, J., 2023, 'Sending a message to the top: The influence of service delivery protests on service delivery planning in South African municipalities', *Insights into Regional Development* 5(2), 60–71.
- Managa, A., 2012, *Unfulfilled promises and their consequences. A reflection on local government performance and the critical issue of poor service delivery in South Africa*, policy brief no. 76, Africa Institute of South Africa, Pretoria.
- Marango, T., Magaya, M., Francis, J., Kamuzhanje, J. & Mutongoreni, N.A., 2020, 'Budget formulation: An insight into Zimbabwean local government citizen participation', *African Journal of Democracy and Governance* 5(4), 169–188.
- Masegare, P. & Ngoepe, M., 2018, 'A framework for incorporating implementation indicators of corporate governance for municipalities in South Africa', *Corporate Governance: The International Journal of Business in Society* 18(4), 581–593.
- Masiya, T., Davids, Y.D. & Mangai, M.S., 2019, 'Assessing service delivery: Public perception of municipal service delivery in South Africa. Theoretical and empirical researches in urban management', *Theoretical and Empirical Researches in Urban Management* 14(2), 20–40.
- Mathebula, N.E., 2017, *The role of integrated development plans in municipal administration, planning and delivery as vehicles to turn electoral aspirations into realities*, Batalea Publishers, Polokwane.
- Matheus, R., Janssen, M. & Janowski, T., 2021, 'Design principles for creating digital transparency in government', *Government Information Quarterly* 38(1), 151–189.
- Mbazira, C., 2013, 'Service delivery protests, struggle for rights and the failure of local democracy in South Africa and Uganda: Parallels and divergences', *SAJHR* (29), 275.
- McCartney, S. & Parent, R., 2015, *Ethics in law enforcement*, Victoria, B.C.: BCcampus, viewed 4 February 2021. From <http://opentextbc.ca/ethicsinlawenforcement/>

- McNally, J.S., 2013, *The 2013 Committee of Sponsoring Organisations of the Treadway Commission (COSO) Framework and Sarbanes-Oxley Act (SOX) Compliance: One approach to an effective transition*, American Institute of Certified Public Accountants, Durham.
- Meron, O.C., 2015, 'Between private and public sectors', *Journal of Modern Jewish Studies* 14(3), 409–429.
- Michels, A., 2011, 'Innovations in democratic governance: How does citizen participation contribute to a better democracy', *International Review of Administrative Sciences* 77(2), 275–293.
- Minelli, E., Gianfranco, R. & Matteo, T., 2009, 'Why do controls fail? Results of an Italian survey', *Critical Perspectives on Accounting* 20(8), 933–943.
- Mlambo, N., 2020, 'An overview of the local government system of Zimbabwe', *Journal of African Problems and Solutions* 2(1), 11–45.
- Mohammadi, S.H., Norazizan, S. & Nikkhah, H.A., 2017, 'Conflicting perceptions on participation between citizens and members of the local government', *Qual Quant* 52(4), 1761–1778.
- Molefe, L. & Overton de Klerk, N.O., 2019, 'Community perceptions of ward councillors' communication in service delivery protest areas: The desirability of a strategic communication approach', *Communitas* 24, 1–18.
- Morcos, M., 2018, *Organisational culture: Definitions and trends*, viewed 23 September 2022, from https://www.researchgate.net/publication/329140215_ORGANISATIONAL_CULTURE_DEFINITIONS_AND_TRENDS
- Mouton, J., 2001, *How to succeed in your master's and doctoral studies: A South African guide and resource book*, Van Schaik, Pretoria.
- Moynihhan, D., 2018, 'Administrative burdens in health policy', *Journal of Health and Human Services Administration* 43(1), 3–16.
- Msenge, P. & Nzewi, O., 2021, 'A proposed citizen participation–public trust model in the context of service delivery protests in South African local government', *Journal of Local Government Research and Innovation*, 2(0), 1–10.
- Mukoro, A., 2005, 'The impact of the environment on Nigeria's Public Administration', *Journal of Human Ecology* 17(2), 117–122.
- Munir, M., 2018, 'The values of leadership principles in Minangkabau proverbs', in *2nd International Conference Postgraduate School, Science and Technology Publications*, Indonesia, pp. 774–779.
- Munzhedzi, P.H., 2016, 'Fostering public accountability in South Africa: A reflection on challenges and successes', *Journal for Transdisciplinary Research in Southern Africa* 12(1), a339.

- Murimoga, R. & Musingafi, M.C., 2014, 'Local governance and service delivery in Zimbabwean Local Authority: The case of Harare and Masvingo urban municipality', *International Journal of Public Policy and Administration Research* 1(3), 94–107.
- Mushaukwa, A., 2018, 'Katima council workers to go on strike', *The New Era Newspaper Namibia*, 30 November, viewed 19 March 2023, from <https://neweralive.na/posts/katima-council-workers-to-go-on-strike/>
- Nambalirwa, S., 2010, 'The implementation of universal primary education in Uganda', MAdmin dissertation, University of Pretoria, Pretoria.
- Ndevu, Z. & Muller, K., 2017, 'A conceptual framework for improving service delivery at local government in South Africa', *African Journal of Public Affairs* 9(7), 15–18.
- Ndevu, Z. & Muller, K., 2017, A conceptual framework for improving service delivery at local government in South Africa. *African Journal of Public Affairs* 9(7): 15–18.
- Ndevu, Z.J. & Muller, K., 2018, 'Operationalising performance management in local government: The use of the balanced scorecard', *SA Journal of Human Resource Management* 16(0), a977.
- Nene, N.M., 2016, *Governance, environment, and sustainable human development in DRC: The state, civil society and the private economy and environmental policies in changing trends in the human development index after independence*, Xlibris Corporation, United Kingdom.
- Ngatikoh, S., Kumorotomo, W. & Retnandari, N.W., 2019, 'Transparency in government: A review of the failures of corruption prevention in Indonesia', *Advance in Economics, Business and Management Research* 122, 181–200.
- Nurdin, N., Stockdale, R. & Scheepers, H., 2012, *Internal organizational factors influencing sustainable implementation of information systems: Experiences from a local government in Indonesia*. Swinburne University of Technology, Victoria, Australia.
- Nyoni, V.G., 2017, 'An investigation on the role played by local authorities in service delivery: A case of Kadoma City Council', unpublished thesis, Midlands State University.
- Nzewi, O. & Musokeri, P., 2014, 'A critical review of the oversight role of the office of the auditor-general in financial accountability', *Africa's Public Service Delivery and Performance Review* 2(1), 36–55.
- Oosterwyk, T. & Dibakwane, L., 2018, *Local government. Statistics South Africa*, viewed 2 July 2023, from <http://beta2.statssa.gov.za->
- Overton-de Klerk. N. & Oelofse. E., 2010, 'Poor communities as corporate stakeholders: A bottom-up research approach', *Communicatio* 36(3), 388– 408.
- Packard, T., 2021, *Organizational change for the human services*, Oxford University Press, Oxford, United Kingdom.

- Pandeya, G.P. & Shrestha, S.K., 2016, 'Does citizen participation improve local planning? An empirical analysis of stakeholders' perceptions in Nepal', *Journal of South Asian Development* 11(3), 276–304.
- Parkhurst, J., 2017, *The politics of evidence: From evidence-based policy to the good governance of evidence*, Routledge Studies in Governance and Public Policy, Routledge, Abingdon, UK.
- Pattanayak, R., 2000, *A dictionary of public administration*, Anmol Publication, New Delhi.
- Phutiagae, K., 2014, 'Local economic development and municipalities in South Africa', in G. van der Waldt et al. (eds.), *Municipal management: Serving the people*, Juta and Company, Cape Town, pp. 143–161.
- Piper, L. & Chanza, N., 2006, 'Too "raw" to represent: the marginalisation of youth in Msunduzi ward committees', *Critical Dialogue: Public Participation in Review*, 2(1), 18–23.
- Property Wheel, 2021, *South African citizen satisfaction index (SA-csi) for municipalities 2020*, viewed 18 July 2021 <https://propertywheel.co.za/2021/10/citizen-satisfaction-index-drops-to-5-year-low-as-sas-municipalities-fail-on-service-delivery/>
- Ramabitsa, D.L., 2014, *Evaluating the levels of service delivery in the Matjabeng Local Municipality*. University of Stellenbosch, Cape Town.
- Raophala, M.H., 2013, *Municipal service delivery in Greater Tzaneen Local Municipality in Limpopo province: A case of Lenyeny Township*. University of Limpopo, Polokwane.
- Republic of South Africa, 1996, *Constitution of the Republic of South Africa*, Government Printers, Pretoria.
- Republic of South Africa, 1997, *The Water Services Act 199 (Act 108 of 1997)*, Government Printer, Pretoria.
- Republic of South Africa, 1998a, *Local Government: Municipal Demarcation Act, 1998 (Act 27 of 1998)*, Government Printer, Pretoria.
- Republic of South Africa, 1998b, *The Local Government Municipal Structures Act, 1998 (Act 117 of 1998)*, Government Printer, Pretoria.
- Republic of South Africa, 1998c, *The White Paper on Local Government, 1998*, Government Printer, Pretoria.
- Republic of South Africa, 2000, *The Local Government Municipal Systems Act, 2000 (Act 32 of 2000)*, Government Printer, Pretoria.
- Republic of South Africa, 2003, *Municipal Finance Management Act 56 of 2003 (Act 56 of 2003)*, Government Printer, Pretoria.
- Routh, R., 2018, 'Resident sues Katima for demolishing his house', *New Era Newspaper Namibia*, viewed 19 March 2023, <https://www.newera.com/residentssuesKatimafordemolishinghishouse>

- Schmidhuber, L., Hilgers, D., Gegenhuber, T. & Etzelstorfer, S., 2017, 'The emergence of local open government: Determinants of citizen participation in online service reporting', *Government Information Quarterly* 34(3), 457–469.
- Seitlholo, S.I., 2016, 'Challenges facing the effective functioning of ward committees as mechanism to promote local democracy in the Tlokwe City Council's area of jurisdiction', unpublished thesis, North-West University.
- Shafritz, J.M., 2004, *Dictionary of public policy and administration*, Westview Press, Boulder, Colorado.
- Shai, L.K., 2017, 'Leadership and governance in service delivery at the greater Tubatse municipality, Limpopo province, South Africa', unpublished thesis, University of Pretoria.
- Sikhakhane, B.H. & Reddy, P.S., 2011, 'Public accountability at the local government sphere in South Africa', *African Journal of Public Affairs* 4(1), 85–102.
- Smit, P. & Govender, K., 2015, 'Effective municipal service delivery: A conceptual model', *International Journal of Economics, Commerce and Management* 3(8), 568–550.
- Soegiono, A., 2017, 'Agenda open government: Memerangi korupsi melalui inisiatif – Open Data', *Integritas* 3(2), 1–36.
- Soonhee, K. & Jooho, L., 2017, 'Citizen participation, process and transparency in local government: An exploratory study', *The Policy Studies Journal* 0(0), 1–22.
- Stanton, A.S., 2009, 'Decentralisation and municipalities in South Africa: An analysis of the mandate to deliver basic services', unpublished thesis, University of KwaZulu Natal.
- Statistics South Africa, 2019, *General household survey*, viewed 29 June 2023, from www.statssa.gov.za/publications/P0318/P03182019.pdf
- Statistics South Africa, 2021, *General household survey 2020*, viewed 12 December 2021, from www.statssa.gov.za/publications/P0318/GHS%202020%20Presentation%202-Dec-21.pdf
- Sutaryo, F. & Sinaga, D., 2018, 'Government internal control system maturity: The role of internal guidance and external control of local government in Indonesia', *Jurnal Akuntansi dan Investasi* 19(1), 24–35.
- Sutcliffe, M. & Bannister, S., 2020, *Research on exploring factors affecting governance in local government institutions*. Local Government Sector Education and Training Authority (LGSETA), Johannesburg.
- Teo, T.S.H., Tan, M. & Buk, W.K., 1997, 'A contingency model of internet adoption in Singapore', *International Journal of Electronic Commerce* 2(2), 95–118.
- Thornhill, C., 1995, *Local government: Government closest to the people*, HSRC Publishers, Pretoria.
- Thornhill, C., 2008, 'The transformed local government system: Some lessons', *Journal of Public Administration* 43(3.2), 492–511.

- Toma, S.-G., Catană, S. & Grădinaru, C., 2020, 'Leadership: An overview – Challenges of entrepreneurship in the 21st century', *Manager* (32), 51–59.
- Toma, S.-G., Marinescu, P., Constantin, I. & Costea, D., 2019, 'Beyond charismatic leadership: The case of Jack Ma', *Manager* (29), 99–105.
- Van der Waldt, G., 2006, 'Managing local government performance: Key considerations and challenges', *Journal of Public Administration* 41(2), 128–131.
- Van der Waldt, G., 2016, *Municipal management: Serving the people*, Juta & Co., Kenwyn.
- Van Niekerk, T. & Dalton-Brits, E., 2016, 'Mechanisms to strengthen accountability and oversight within municipalities, with specific reference to the Municipal Public Accounts Committee and the Audit Committee of Mangaung Metropolitan Municipality', *African Journal of Public Affairs* 9(3), 117–119.
- Walker, L.O. & Avant, K.C., 1988, *Strategies for theory construction in nursing*, 2nd edn., Appleton and Lange, Norwalk, Connecticut.
- Walker, L.O. & Avant, K.C., 2011, *Strategies for theory construction in nursing*, 5th edn., Prentice Hall, Boston, MA.
- Wang, X., 2002, 'Assessing administrative accountability results from a national survey', *American Review of Public Administration* 32(3), 350–370.
- World Bank, 2011, *Accountability in public services in South Africa*, World Bank Group, Washington, DC.
- World Bank, 2017, *Who are the poor in the developing world? Policy research working paper no. WPS 7844*, World Bank Group, Washington, D.C.
- World Bank, 2023, *The World Bank in South Africa: The World Bank's strategy in South Africa reflects the country's development priorities and its unique leadership position at sub-regional and continental levels*, viewed 23 July 2023, from <https://www.worldbank.org/en/country/southafrica/overview>
- Wrenn, C.B., 2019, *Naturalistic epistemology: The internet encyclopedia of philosophy*, viewed 20 February 2022, <https://www.iep.utm.edu/>
- Yousaf, M., Ihsan, F. & Ellahi, A., 2016, 'Exploring the impact of good governance on citizens' trust in Pakistan', *Government Information Quarterly* 33(1), 200–209.

ANNEXURE 1: ETHICAL CLEARANCE



GENERAL/HUMAN RESEARCH ETHICS COMMITTEE (GHREC)

15-Nov-2022

Dear Dr Lyndon Du Plessis

Application Approved

Research Project Title:

The Responsiveness of South African local government to citizens' service delivery needs: case of selected wards in Greater Tzaneen Local Municipality

Ethical Clearance number:

UFS-HSD2022/1935/22

We are pleased to inform you that your application for ethical clearance has been approved. Your ethical clearance is valid for twelve (12) months from the date of issue. We request that any changes that may take place during the course of your study/research project be submitted to the ethics office to ensure ethical transparency. Furthermore, you are requested to submit the final report of your study/research project to the ethics office. Should you require more time to complete this research, please apply for an extension. Thank you for submitting your proposal for ethical clearance; we wish you the best of luck and success with your research.

Yours sincerely

Dr Adri Du Plessis

Chairperson: General/Human Research Ethics Committee

**Adri
Du
Plessis** Digitally
signed by Adri
Du Plessis
Date:
2022.11.15
17:13:40
+02'00'

205 Nelson Mandela
Drive
Park West
Bloemfontein 9301
South Africa

P.O. Box 339
Bloemfontein 9300
Tel: +27 (0)51 401
9337
aduplessis@ufs.ac.za
www.ufs.ac.za



ANNEXURE 2: PROOF OF LANGUAGE EDITING



ELRI MARAIS
LANGUAGE PRACTITIONER

18 St Tropez
5 Belmont Gardens
La Lucia
Umhlanga 4051

Phone: 084 4545 381
Email: transedit@emarais.co.za

Date: 29/09/2023

To whom it may concern

I hereby confirm that I performed text editing on the dissertation "The responsiveness of South African local government to citizens' service delivery needs: Case of greater Tzaneen Local Municipality". I attended to the following:

1. grammatical accuracy and spelling
2. stylistic consistency
3. general logic and argumentation
4. technical correctness of references and quotations.

I did not judge the argument in itself, and I also did not check the sources for correct quotations and arguments. Furthermore, I did not check the factual correctness of arguments.

I hold an M.A. degree in language practice from the University of the Free State.

Yours faithfully

A handwritten signature in black ink, appearing to read 'Elri Marais'.

Elri Marais