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**Analysing drivers of low incidences of service delivery protests in the
Greater Tzaneen Municipality**

by

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DECLARATION

I Miyelani Kulani Kelvin Nkwinika, Student no. 19217138, hereby declare that this dissertation for Master of Administration Degree in the discipline of Public Administration, at the University of Pretoria is submitted by me, and has not been previously submitted for any degree at this or another institution, therefore this is my own work in design and execution. I fully understand and adhere to the University of Pretoria's policy on plagiarism. All reference materials contained have been acknowledged.

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Date:.....



DEDICATION AND ACKNOWLEDGEMENTS

I dedicate the dissertation to my late Uncle (Musa Sydney Chauke) who passed on in 2008, and my late Grandfather (Jimmy Shandlale Chauke) who passed on in 2013. This piece of work is further dedicated to my late Aunt (Diana Solana Nkwinika) who passed on in 2015. She attended my first graduation for Bachelor of Administration at the University of Limpopo in 2015, a few months before she passed on. I also dedicate this dissertation to my Father (Theron Mdu'nwazi Nkwinika) who passed on in 2018. Lastly I also dedicate this piece of work to my Mother (Tivoni Suzan Chauke), Grandmother (Solani Pollyana Chauke) and my sister (Amukelani Chauke) as well as my handsome Son (Theron Muhluri Nkwinika) who was born on the 22nd of May 2020.

I wish to express my heartfelt gratitude to the following people:

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ABSTRACT

The purpose of this research study is to investigate causes of low incidences of service delivery protest in GTM. Existing research shows rising numbers of service delivery protests in South African municipalities. However, many of the studies have focused much on the causes of high incidences of service delivery protests in these municipalities. Limited studies have investigated reasons behind low incidences of service delivery protests in municipalities such as the Greater Tzaneen Municipality. In this regard, this study investigated the reasons for such low incidence of protests in the case of the GTM.

The study adopted the qualitative approach. The research study used Greater Tzaneen Municipality as the case study. Snowball sampling was used to recruit research participants. Thematic analysis was deemed to be the relevant method in this study to analyse and interpret data on the low incidences of service delivery protests in GTM, in comparison to other South African municipalities.

The study revealed that low incidences of service delivery protests are a result of improved Public Participation, IDP participatory process, electrification of houses, accountability, transparency, Performance Management, application of Batho Pele Principles and Application of legislation and regulatory framework in GTM. The results of this study also indicate that there are some shortcomings in the Municipality which, if not attended to, it might in the future cause a surge in service delivery protests. The researcher recommends that the Training and Development unit and including other divisions within the Human Resource Management component in GTM must strengthen their relationship in order to deal with the lack of expertise and other thorny issues associated with both under performance and inadequate service delivery. This will assist the municipality in making sure that services are delivered to the communities in an effective, efficient and timely manner.



ABBREVIATIONS AND ACRONYMS USED IN THIS RESEARCH

AG: Auditor-General

AGSA: Auditor-General South Africa

ANC: African National Congress

CEO: Chief Executive Office

CFO: Chief Financial Manager

CIDB: Construction Industrial Development Board

COGTA: Cooperative Governance and Traditional Affairs

DORA: Division of Revenue Act (No. 4 of 2020)

DPSA: Department of Public Service and Administration

EED: Electrical Engineering Department

EPWP: Expanded Public Works Programme

GDP: Gross Domestic Product

GTM: Greater Tzaneen Municipality

IDP: Integrated Development Plan

ITP: Integrated Transport Plan

KPA: Key Performance Areas

KPI: Key Performance Indicators

LDP: Limpopo Development Plan

LED: Local Economic Development

MDB: Municipal Demarcation Board

MFMA: Municipal Finance Management Act (No.56 of 2003)



MIG: Municipal Infrastructure Grant

MM: Municipal Manager

MMC: Member of the Mayoral Committee

M&E: Monitoring and Evaluation

MPAC: Municipal Public Accounts

MSA 98: Municipal Structures Act (No. 117 of 1998)

MSA 00: Municipal Systems Act (No. 32 of 2000)

NDP: National Development Plan

NEC: National Executive Committee

NQF: National Qualification Framework

PAIA: Promotion of Access to Information Act (No. 2 of 2002)

PAMA: Public Administration Management Act (No.11 of 2014)

PFMA: Public Finance Management Act (No. 1 of 1999)

PMS: Performance Management System

RDP: Reconstruction and Development Programme

RSA: Republic of South Africa

SALGA: South African Local Government Association

SALGBC: South African Local Government Bargaining Council

SCM: Supply Chain Management

SEZ: Special Economic Zone

SLA: Service Level Agreement

SOMA: State of the Municipal Address



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SOPA: State of the Provincial Address

SPLUMA: Spatial Planning and Land Use Management Act (No.16 of 2003)

UNESCAP: United Nations Economic and Social Commission for Asia and the Pacific

UP: University of Pretoria



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CHAPTER ONE

INTRODUCTION AND BACKGROUND OF THE STUDY

1.1. Introduction

This research study analysed the reasons behind the low incidence of service delivery protests in the Greater Tzaneen Municipality (GTM) amidst a rising number of protests in most corners of South Africa. The ever-rising number of municipal service delivery protests have increasingly generated debate among policy-makers, practitioners, academics and civil society, among other actors. Municipal basic services have become a common point of discussion, because most of municipalities in South Africa are affected by protests, primarily caused by inadequate service delivery (Morudu, 2017). Local government is required to make sure that municipal residents obtain adequate basic services. The Constitution of the Republic of South Africa (RSA, 1996), with reference to chapter 7, compels municipalities to raise resources to ensure that people residing in rural areas and townships are also afforded the opportunity to improve their lives just like people who are residing in urban areas.

Morudu (2017) asserts that protests over inadequate municipal services have taken place in almost all the provinces of South Africa. However, GTM has experienced low incidences of service delivery protests. Ndevu and Muller (2018:189) posit that municipalities economic growth is affected by service delivery protests, because several local businesses shut down as a result of violent demonstrations and burning of municipal facilities. It is therefore important that approaches and processes are studied to consider the importance of the municipal system and its processes.

This study seeks to establish the reasons behind the low incidences of service delivery protests in the GTM, when in fact the number of protests are rising in most parts of the country (Reddy, 2016; Aphiri, 2016; Morudu, 2017; Mamokhere 2019). This study departs from most existing studies on municipal service delivery protests in South Africa that have predominantly concentrated on the causes of the large number of protests.



In this regard the study will contribute towards a better understanding of how service delivery protests can be minimised, as well as improving service delivery policies at local level. In general, this research project will also contribute towards further understanding the reasons for service delivery protests in South Africa.

This chapter includes the orientation of the study, whose aim is to give a preliminary overview of what has been written on municipal service delivery and service delivery protests. The chapter also provides the problem statement, research objectives and questions followed by theoretical statements (how other scholars theoretically conceptualise the topic.) Lastly, the limitations of the study, ethical considerations, significance of the study and the chapter lay out will also be highlighted.

1.2. Orientation of the Study

According to Reedy (2016:1), “Globally, the term service delivery is a popular phrase that is used to denote the distribution of basic communal needs and services, notably housing, water and sanitation, land, electricity and infrastructure, which local communities have taken for granted and become dependent on for their daily existence”. Muliawaty, Alamsyah and Loupias (2019:323) argue that delivering services that has value is an essential strategy for success and survival in today’s global competitive environment. To this extent, service delivery must basically ensure value, productivity and proficiency in the way in which services should be delivered.

The White Paper on Transforming Public Service Delivery (1997:3) “provides a policy framework and a practical implementation strategy for the transformation of public service delivery”. This White Paper serves as tool or guideline on how services should be rendered and delivered to the beneficiaries who are municipal residents. The White Paper enforces transparency, value for money on the manner that services should be provided in communities. This policy framework deems service delivery as a significant aspect, which government should take cognisance of when considering budgetary or resource distribution to local communities, particularly rural areas.



Chapter 7, section 153 of the supreme law of South Africa which is the Constitution that came into operational in 1996, positions service delivery as a tool to alleviate poverty in local communities. Chapter two (The Bill of Rights) of the Constitution of the Republic of South Africa, 1996, contributed immensely in the enhancement of service delivery by ensuring that municipal basic services such as water and electricity are delivered in communities. The Local Government: Municipal Systems Act 2000, (MSA 00, No. 32 of 2000), specifically chapter 3, section 6, controls the internal systems and functioning of a municipality.

The Act allows municipalities to develop mechanisms to enable them to offer services to the community. According to Section 73 of the Act, a municipality has an obligation to offer precedence to the basic essentials of the local community and to ensure that municipal residence within the community are accessing the possible level of basic municipal services; these services are to be equitable and accessible, among other things. Thus the Local Government Act, MSA 00, (No. 32 of 2000), was drafted to guide how the local government sphere should provide services to communities. Hence, this legislation is key because it can be utilised to monitor and manage service delivery through good governance. Moreover, the Act stipulates that if municipalities cannot provide services, they should partner with stakeholders outside the municipality to do so on their behalf. This legislation tasks municipalities to co-operate with people to seek solutions to betterment the lives and economic conditions of municipal residents.

Further, in seeking to enhance service delivery, municipalities are required by legislation to develop and implement an array of plans like the Integrated Development Programme (IDP) and the Integrated Transport Plan (ITP). These plans, together with the Local Government Service Delivery Charter, are key tools meant to address service delivery imbalances and the socio-economic welfare needs of citizens.



Many of these imbalances emerged from the apartheid era. Service delivery is very important, and government should pay full attention to ensure that citizens receive quality basic services to alleviate poverty. Further, without water, sanitation, electricity and housing, local economic development may suffer (Van Bilijon, 2018; Mathebula, 2018). The plans guide municipalities in drafting the annual budgets and project implementation strategies to link and facilitate the increasing figure of municipal plans, programmes and projects that contribute towards the provision of services in communities (Van Bilijon, 2018:6).

According to Martins and Ledimo (2015:579), service delivery continues to be among the contentious issues of the current era in developing countries across the globe. The dawn of democracy was a significant moment in South Africa, which was followed by heightened expectations of quality service delivery among the poor and previously disadvantaged majority of South Africans. However, jubilation over the attainment of democracy has been short-lived, particularly among the poor, who have raised concerns over the years regarding lack of service delivery.

Inadequate service delivery has been caused by a number of problems in municipalities. For example, according to Kroukamp and Cloete (2018:69), “inadequate financial management continue to plague the local government sector, the coalface of service delivery”. The report of the Auditor-General of South Africa (AGSA), which was presented in 2020, points out that while the standard and method of reporting has excelled, the number of municipalities obtaining clean audits has steadily increased over the past five years. The report of the Auditor-General of South Africa (AGSA) further indicate that institutional capacity and day-to-day financial management is still a challenge which needs to improve. Inadequate financial management clearly undermines the constitutional rights of citizens.



Furthermore, rampant increased corruption crippling municipalities (Ndevu and Muller, 2018:187). Other challenges include maladministration (Rangongo, Mohlakwana and Beckmann, 2016:7) and lack of access to information (Veal, Sauser, Tamblyn, Sauser and Sims, 2015:14). Consequently, local citizens have regularly protested in response to the resultant of poor municipal service delivery.

1.3. Problem Statement

South African municipalities continue to experience high incidences of service delivery protests. Protests are understood to be amongst the reasons caused by inadequate provision of basic services at the local municipality level. According to Morudu (2017:2), “the increase in service delivery protests in the South African context has been captured in various media platforms such as newspapers, television, social media, which makes it necessary for policy-makers to know the underlying reasons behind service delivery protests”.

Many studies have focused on the causes of high incidences of protest among South African municipalities (Reddy, 2016; Malele, 2018; Mamokhere, 2019; Masuku and Jili, 2019). The results of these studies show that major causes of the protests include lack of capacity and accountability (Ndevu and Muller, 2018:188). Aphiri (2016:36) indicates that amongst other causes of service delivery protest are corruption and poor public participation. Rangongo, Mohlakwana and Beckmann (2016:2) indicate that financial mismanagement in South African municipalities was identified by the National Department of Cooperative Governance and Traditional Affairs (CoGTA) under the then stewardship of former Minister (Mr Des Van Rooyen) in 2016 to be the main cause of the high incidences of municipal service delivery protests in South Africa.

However, on the contrary, some municipalities such as the GTM have experienced very low incidences of protests in comparison to many other parts of South Africa. Limited studies have investigated the reasons behind low incidences of service delivery protests in such municipalities. Therefore, this study seeks to investigate the causes of such low incidences of service delivery protests in GTM, and to draw lessons for addressing service delivery protests in other municipalities.



1.4. Research Objectives

- To analyse the legislative and policy framework influencing service delivery in South African municipalities.
- To examine the status of service delivery in Greater Tzaneen Municipality.
- To investigate the reasons behind low incidences of service delivery protests in the Greater Tzaneen Municipality.
- To make recommendations towards minimising service delivery protests in municipalities.

1.5. Research questions

According to Punch (2006: 65), the significance of the research questions is to inform the reader which questions the study endeavours to respond to. The study will answer the following questions:

- What are the legislative and policy frameworks that influence service delivery in South African municipalities?
- What is the status of service delivery in the Greater Tzaneen Municipality?
- What are the reasons behind low incidences of service delivery protests in the Greater Tzaneen Municipality?
- What are the recommendations that can assist in minimising service delivery protests in South African municipalities?



1.6. Theoretical Statement

According to Suchanek and Kralova (2018:1331), satisfaction is defined as pleasurable fulfillment. It is the clients who make the approval criteria and it is also them who conduct the appropriate evaluations. Satisfaction is also the psychological response of the client with veneration to his or her prior experience, with the comparison between projected and perceived performance.

Further, Suchanek and Kralova (2019:1238) view satisfaction as based on the knowledge of the customer. Hence, Davoudpour and Rezapour (2016:135) argue that satisfaction is a theory that deals with emotions and perceptions of recipients over the services offered by an institution. This means that customer satisfaction is regarded as an emotional state, because it gives recipients the opportunity to evaluate the level of services to ensure a course of action to obtain a future satisfaction state.

Cudjoe, Anim and George (2015:151) deduce that customers might have various degrees of satisfaction. If the type of service rendered is not of good quality, the customer may be dissatisfied with the type of service. If the performance of the institution is of good quality and satisfactory, the beneficiaries of services tend to be satisfied over the services they are offered by the institution. Customer satisfaction has many theories and models that appear to advance the reasons and the manner in which customers respond to the level of service they receive, which will indicate whether clients are pleased with the service they get or not. One of the theories of satisfaction relates to the assessment of services by customers, who may either be satisfied or not satisfied by the services they receive from the institution, this is the expectancy disconfirmation model.

According to Masiya, Davids and Mangai (2019:24) “this model dominated the private sector’s quest in understanding customer satisfaction. Consequently, previous research that investigated the relationship between expectations and citizen satisfaction focused primarily on private-sector services, such as the marketing sector. The expectancy disconfirmation model is being adapted increasingly in analysing municipal service delivery satisfaction among the citizenry”.



According to Grimmelikhuijsen and Porumbescu (2017:1273), “the expectancy disconfirmation model (EDM) has emerged as the predominant model of explaining citizen satisfaction in the public sector. The model posits that citizen satisfaction is not only the result of the objective performance of a government service, but also depends on the implicit prior performance expectation of that service”.

In the same light, Ndevu and Muller (2018:191) contend that the interpretations of the value and performance of municipalities in implementing policies that intend to render municipal services is based on the expectations of the beneficiaries, and is strengthened by the experiences of those beneficiaries who receive municipal services. In the context of this study, the delivery of services and the actual assumed performance postulates the satisfaction or dissatisfaction of municipal residents over a particular municipal service.

Satisfaction or dissatisfaction with service delivery also speaks to the performance of the municipality or public institution. Beerli, Uster and Gadot (2018:24) state that performance management theory measures the targets, outputs and outcomes of public institutions to effect decision-making and policy-making process.

Kariuki and Reddy (2019:97) asserts that “Performance Management is critical for developmental local government. It creates a performance culture that ensures that a municipality is doing what it is constitutionally mandated to do and is responsive to the needs of its constituents”. A Well-organized mechanism to implement policies that will influence the delivery of services is pivotal in advancing democracy in South Africa and in making sure that the people have access to basic services. This needs a performance system that facilitates continuous assessment of development in attaining set goals as well as on-going monitoring and evaluation (M& E) of municipal systems and structures to make sure that the needs of municipal residents are attended and addressed.



According to Shai (2017), the performance theory has been viewed to be conceptually valid and a vital technique for detecting service areas requiring corrective strategic actions. Furthermore, Shai (2017) proposes that the performance theory is pivotal because it guides the institution to select the areas wherein limited resources should be focussed.

According to Masiya, Davids and Mangai (2019:24), “Performance Theory is a determinant of the kind of judgement citizen’s form of how government actually is performing compared to their expectation of how government should perform”. In essence, satisfaction is about making assessments or judgements on the services or products received from the supplier which in this scenario is the municipality. The assessments or comparison are made by the beneficiaries of services delivered which are the community members on whether they are satisfied or dissatisfied with the type of service they receive from the municipality.

This study uses Performance Theory to understand the extent to which the GTM is providing services, and analyses citizens’ responses to the service delivery satisfaction question based on the expectancy disconfirmation theory.

1.7. Methodology

Mitra and Borza (2015:38) explain that research methodology is a roadmap applied in conducting research. It involves describing, explaining as well as prediction of phenomena, processes or effects. This research methodology explains the roadmap used in this research.

1.7.1 Research approach

The study adopted the qualitative approach. Aspers and Corte (2019:140) state that “Qualitative research is multi-method in focus, involving an interpretative, naturalistic approach to its subject matter. This means that qualitative researchers study things in their natural settings, attempting to make sense of, or interpret, phenomena in terms of the meanings people bring to them”.



Furthermore as noted by Almeida, Faria and Queiros (2017:373), qualitative studies generally aim for an in-depth understanding, and it is for this reason that the variables are usually not measured, because it is exactly this freedom and natural development of achieving these research findings that is key to be captured. It is for this reason that this study uses a qualitative approach as it seeks to generate an in-depth understanding of low incidence of service delivery protests in the GTM. The study endeavours to classify the causes of low incidences of service delivery protests rather than the quantifiable outcomes, such as the number of protests per annum.

1.7.2. Case Study

This study adopted the case study design. The study investigated low incidences of service delivery protests in GTM. According to Yazan (2015:138), case study is a research methodology which is seen in the social and life sciences. Furthermore, Yazan (2015:139) states that “a case study can be defined as an intensive study about a person, a group of people or an institution”. Harrison et al. (2017:8) observe that case study research is versatile and provides detailed investigation of complex phenomena.

Davoudpour and Rezapour (2016:139) further assert that the “case study method permits investigations to maintain the universal features of genuine events such as individual life cycles, or organisational or managerial processes”. The study conducted a detailed analysis on the low incidences of protests in the GTM. A case study strategy provided a comprehensive understanding of reasons behind low incidences of municipal service delivery protests in the GTM.



1.7.3. Population and Sampling

The researcher used a purposive sampling type called snowballing to recruit research participants to assist in furnishing the researcher with information that enabled the researcher to analyse and interpret data in this research study. According to Haradhan (2018:29), a purposive sample is selected in the centre of the researcher's population, its origins and the site of the research aims. Furthermore, Haradhan (2018:29) highlights that selection in the interpretive paradigm is often purposeful and directed at certain inclusive criteria rather than at random. It is for this reason that purposive sampling was selected as a relevant method to select respondents.

This research study included municipal/community residents, municipal employees, and councillors of the GTM. It included both male and female, and took into consideration the youth, adults and elderly people. Therefore, purposive sampling was used to choose individuals to respond to online semi-structured interviews to acquire appropriate and relevant data. The data that was collected from the research participants focused mainly on municipal service delivery. The data also focused on the reasons for low incidences of service delivery protests in GTM.

In this regard, the researcher interacted with the communication division in the municipality to interview the research participants in the municipality as well as the municipal residents. The communication division, assisted by the human resource (training and development) division, communicated with the municipal employees and councillors of GTM to request them to take part in the research study. Furthermore, the communication division, assisted by the public participation division, interacted with community development practitioners and ward committee members to request community members to take part in the study to furnish the researcher with data.



The GTM 2019/20 IDP (2019:171) indicates that the municipality has 649 municipal employees, and 69 councillors. The 69 councillors are structured as follows: 35 Ward councillors, 8 Mayoral Committee members, and 3 in political management teams (PMT) which is the mayor, speaker and chief whip of the municipality. The councillors also include 22 proportional representative councillors. Of the 69 councillors, 8 of them are full-time councillors, who are the mayor, the speaker, the chief whip, and the five chairpersons of the Infrastructure Management, Special Programmes, Corporate Services, Finance, and MPAC portfolio committees.

The researcher selected 34 research participants. The sample that was utilised in this study comprised 14 municipal officials; 3 officials from Community Services; 3 officials from Planning and Economic Development; 2 officials from Engineering Services: 2 officials from Electrical Engineering; 2 officials from Corporate Services; and 2 officials from the Municipality Manager Unit. The sample was also made up of 10 municipal councillors, of which five were full-time councillors and five were ward councillors. The study also gathered data from 10 community members from different wards within the municipality.

The research participants selected for this research study contributed immensely in the analyses and interpretation of the study. They assisted the researcher by providing information/data about the causes of the low incidences of service delivery protests in GTM in comparison with other South African municipalities which have high levels of service delivery protests.

The researcher also chose the purposive sampling method due to the huge size of the Greater Tzaneen Municipality, which would have made the research unmanageable without using a sample. Purposive sampling is fairly straightforward; the researcher rejects the individuals who do not fit a particular profile when creating the sample.



1.7.4. Data Collection method

On-line semi-structured interview questionnaire

The researcher used an on-line semi-structured interview questionnaire to gather detailed views or perceptions of the participants. An on-line interview questionnaire was utilised due to the precautions necessitated by the outbreak of the Corona Virus Disease (Covid-19), which resulted in the National Lockdown on the 26th of March 2020. Therefore, the purpose of the on-line research questionnaire was to avoid physical contact in the collection of data.

The on-line semi-structured interview questionnaire approach facilitated data collection from employees and councillors in the municipality, and municipal residents in GTM due to limitations posed by COVID-19 restrictions. All the questions in the research questionnaire required about 45 minutes to be completed by the respondent. The researcher furnished the participants with a detailed overview and the purpose of the research study in order to enlighten the research participants with the purpose of the study. The researcher sent the on-line semi-structured interview questionnaire through e-mail.

Documentary evidence

Cardno, Rosales-Anderson and McDonald (2017:146) argue that documentary analysis is used to analyse written documents. The authors further posit that in documentary analysis, transcribed communication is used to draw data. The evidence can include academic thesis and dissertations, newspapers, journal articles, municipal reports, policies and frameworks as well as academic books.

Shai (2017:26) spells out that documentary analysis reduces time spent on research and is cheaper compared to field work based primary sources of data. Published and unpublished journal articles, academic books, municipal reports and administrative documents as well as municipal policies and legislations contributed immensely in this research study by furnishing data on the reasons for low incidences of protests in GTM.



1.7.5. Data Analysis

Vancauwenbergh and Poelmans (2019) states that data analysis is a situation where the researcher focuses on and names themes in texts. The researcher tells the story as he or she understands it, of how the themes are related to one another, and how characteristics of the speaker account for the existence of certain themes.

According to Malele (2018:62), “Data analysis is the process of bringing order, structure and meaning to the mass of collected data”. Thematic data analysis was used to analyse the data. Nowell et al. (2017:2) assert that “thematic analysis is a method for identifying, analysing, organising, describing, and reporting themes found within a data set”. Similarly, Clarke and Braun (2013:120) postulate that thematic analysis classifies themes within qualitative data.

Salleh et al. (2017:1316) state that the “method of thematic analysis is commonly used in qualitative research to capture the complexities of meaning within a textual data set”. This research study was motivated by the theoretical interest in finding the motives for low incidences of service delivery protests in GTM. Thematic analysis was suitable for analysing and interpreting data on the low incidences of service delivery protests in GTM in comparison to other South African municipalities.

1.7.6. Quality Controls

According to Azeroual (2017:83), “quality control is the suitability of the data for use in certain objectives, so they must be error free, complete, correct, up-to-date and consistent”. For Smith and McGannan (2017), “quality control refers to the efforts and procedures that survey researchers put in place to ensure the quality and accuracy of data being collected using the methodologies chosen for a particular study”. Quality control entails ensuring a research’s validity and reliability as well as trustworthiness.



Furthermore, Azeroual (2017:85) states that, “quality control efforts differ from study to study and can be applied to questionnaires and the computerised programs that control them, sample management systems to ensure proper case processing, or the monitoring of appropriate interviewer behaviour”.

In order to ensure reliability and validity of the study’s results, the researcher created a strong research design and chose appropriate methods and samples as well as carefully and consistently conducting the research. The researcher also ensured the trustworthiness of the results by conducting data analysis in a precise, consistent, and exhaustive manner. Aspers and Corte (2019) posit that trustworthiness of a research and its findings depend on the central issues of validity and reliability. There are four elements of trustworthiness which the researcher paid attention to, namely: credibility, dependability, transferability and conformability. Connelly (2016) contends that these elements should be incorporated into research to increase the quality of the case study approach.

1.7.6.1. Validity and reliability

(a) Validity

According to Aphiri (2016:7), “the validity of the research determines whether the research truly measures what was intended to measure, or how truthful the research results are in practice”. To ensure validity, the researcher used proven research methodologies.

In the case of this study, for content validity, the interview questions were drawn up to identify the reasons for low incidences of protests for municipal services. In order to facilitate the content validity, the research questions were reviewed for clarity and correlation to the research objectives by several people, including the researcher’s supervisor. In-depth interview questions were similarly reviewed for face validity.



Therefore, in order to ensure validity, multiple sources of evidence, namely in-depth interviews for selected community members, municipal councillors and officials were used to explore and analyse the drivers of the low incidences of service delivery protests in the Greater Tzaneen Municipality.

(b) Reliability

Aphiri (2016:7) contends that “reliability is the extent to which results are consistent over time, and an accurate representation of the total population under study is referred to as reliability, and if the results of a study can be reproduced under a similar methodology, then the research instrument is considered to be reliable”.

On the other hand, Malele (2018:66), asserts that “reliable data is dependable, trustworthy, unflinching, sure, authentic, genuine, and reputable. Consistency is the main measure of reliability”. Therefore, in written accounts, it is important to consider reputable sources. In this research study, data was processed and interpreted into results, or rather, research findings. The data was extracted from the original sources.

1.7.6.2. Trustworthiness and authenticity of the study

Connelly (2016:435), asserts that trustworthiness is the degree of assurance in data, analysis, and methods applied to make sure that there is quality in the study. . Trustworthiness in a research study plays a pivotal role because it paves the way for the authenticity and relevance of the study. According to Shai (2017:31), “trustworthiness and authenticity in a qualitative study are determined by the following four aspects: credibility, transferability, dependability and conformability”.



Connelly (2016) states that the purpose of trustworthiness in research is to ensure research outcomes are relevant. Trustworthiness enhances truthfulness, confidence and quality in a research study. This study applied trustworthiness in this study to ensure confidence and quality of data. In this regard triangulation must be considered in order to ensure trustworthiness, and to reduce the effect of investigator bias. According to Abdalla et al. (2018:71), triangulation increases the credibility and validity of research findings. The authors further assert that “triangulation means being able to look at the same phenomenon, or research topic, through more than one source of data”.

Data was gathered using three different collection methods as means of ensuring triangulation. The techniques within trustworthiness criteria are credibility, transferability, conformability, and dependability. However, the researcher will focus on credibility and conformability, as these link with the study.

a) Credibility

Karstjens and Moser (2017:121) points out that “credibility is the equivalent of internal validity in quantitative research, and is concerned with the aspect of truthfulness of the study”. Shai (2017:31) posits that credibility entails the creation of the qualitative research outcomes as sound or credible drawing from respondent. According to Shai (2017:31), “Credibility requires the establishment of the qualitative research findings as credible or believable from the respondent’s point of view. Qualitative studies are known to explore perceptions, experiences, feelings and beliefs of the people, therefore participants should be judges to determine whether or not the results accurately reflect their opinions, experiences, beliefs and feelings”.

Credibility was established in this research, as perceptions, experiences and feelings of GTM residents as well as employees and councillors regarding the low incidences of municipal service delivery protests were explored. Mohajan (2018) asserts that credibility can also be enriched through interaction when collecting data. Aspers and Corte (2019) posit that the “reframing of questions, repetition of questions, or expansion of questions on different occasions are ways in which to increase credibility”.



According to Shai (2017:32), “Credibility is similar to validity in quantitative research. In recognition of the above, this researcher also ensured credibility of the research by developing well-defined objectives, consistently using appropriate methodology, data collection and analysis as well as utilising evidence-based discussion”. Furthermore, the researcher conducted triangulation to ensure data credibility. This strategy reduces personal and methodological prejudices, and raises the chances of reproducing results that can be reproduced.

b) Conformability

According to Shai (2017:32), conformability is the degree to which findings are consistent and can be potentially repeated. In terms of conformability, the outcomes of the study was confirmed and verified by the researcher during the process of gathering data. The outcomes of this research were based on raw data, secondary data and documentary analysis. The study started with documentary research followed by online in-depth interviews and online focus group conversations. This enabled production of sound conclusions from the research. The researcher also ensured conformability by keeping detailed notes of all decisions and analyses as the research progressed.

1.8. Ethical considerations

Ethics are moral principles that researchers apply to conduct research, those who sponsor research and potential beneficiaries thereof (Aphiri, 2016:8). In leading the study, informed consent, anonymity and confidentiality, and ethical clearance was applied in guiding the researcher to facilitate the collection of data. Informed consent was acquired from the respondents.

The researcher acquired the consent of the interviewees after explaining the purpose of the research. The researcher used the e-mail addresses of the research participants to send the research ethical clearance letter obtained from the University of Pretoria (UP), informed consent form, and the permission letter to conduct research granted by the GTM.



It required the researcher to be considerate of the participants' rights, that information provided is kept safe as well as ensuring voluntary participation. Shai (2017:9) posits that “confidentiality and honesty are both two of the most important imperative ethical requirements to conduct research. The participants must be protected against any potential harm and not be biased to achieve specific results”.

The standard of beneficence advocates for participants to be protected from any harm or exploitation, and the risk-benefit ratio. With respect to the freedom from harm, there was no physical harm produced towards community members, municipal councillors and officials. Furthermore, careful explanations were provided to the participants with regard to the fact that they had a right to refuse to participate in the study, or to opt out of the study at any point. It was made clear to them that their participation or refusal would not influence any aspect of their studies or work in any way whatsoever.

With respect to the code of conduct, which entails respect for human dignity and encapsulates the right to self-determination and full disclosure, the researcher monitored this by providing respondents with the right to refuse or withdraw in partaking in this research study if the respondents were not comfortable. The code of conduct also offers the participants the right not to respond to questions if they are not comfortable in furnishing the researcher with the required and relevant information.

The researcher also followed the code of justice i.e. ensuring the right to fairly treating respondents, and the rights of respondents to privacy. This was done by tactfully treating and respecting the beliefs, habits, culture and lifestyle of the respondents. Furthermore, the researcher guaranteed anonymity by ensuring that no completed interviews or focus group responses could be linked to any specific participant.



The finalised interviews and transcriptions were only accessible to the researcher. Data collected was used for the study only. Closely related to this, the researcher treated all evidence in the strictest confidence and did not divulge any information shared to any other person or institution. The researcher wrote a letter of consent with details to express the purpose of the participant's rights and asked participants to sign such a letter. A letter was also written to the Greater Tzaneen Municipality to request permission in conducting the research study. Ethical clearance was acquired from the University of Pretoria (UP) Ethics Clearance Committee.

The data gathered from the respondents was kept strictly confidential, and anonymous. This implies that no person, with the exception of the researcher and supervisor, will be permitted to access the data. The forms were kept separately from the interview and focus group responses in order to avoid similarities of the finished interviews, as a means of maintaining confidentiality and anonymity. All respondents were also reassured in this regard. Finally, no remuneration was paid to the participants.

1.9. Limitation and delimitations of the study

The information required from the officials and councillors was difficult to collect, especially with some information that seemed to be sensitive. Some of the data required was classified as confidential and was not available. The sample size of this study was manageable as it was limited to 14 municipal officials, 10 municipal councillors and 10 community members in the GTM, which in total is 34 participants. This means that the outcome of this research project cannot be generalised to a broader number of municipalities.



Due to the huge size of the municipality, which consists of 69 councillors and 649 municipal officials, with a population of 390 095 people, the study used a small sample. The study only interviewed 10 councillors, 14 municipal employees and 10 municipal residents of the GTM to enable the research process to be manageable. Purposive sampling was used to identify the research participants who could offer rich sources of data.

The study only focused on the reasons for low incidences of service delivery protests in GTM, to ensure that the topic could be narrowed, which will result in the completion of the study timeously. The case study strategy was utilised to approach reduced the scope of the study.

1.10. Significance of the study

Aphiri (2016) posits that the word ‘significance’ could justify the study. This proposed study will contribute immensely in the discipline and practice of Public Administration because of the discourse of the subject, which is the strikes that dominate in the local government sphere caused by the failure of the provision of municipal services.

The extensive literature on the subject focuses specifically on service delivery protests. The study will be useful in this regard because it will provide responses of the GTM experiences on minimal service delivery protests. This study will also be useful to other municipalities which experience high incidences service delivery protest challenges and how they can improve services or manage protests.

1.11 Outline of the study

Chapter one: Introduction and background of the study

This chapter provided the introduction and background of the study, research problem, identified the research objectives and questions, the research methodology adopted and instruments that was utilised in the study. Furthermore, the ethical considerations, limitation of the study and the significance of the study were also expounded.



Chapter two: Conceptualisation of municipal service delivery within Public administration

Chapter two conceptualised service delivery within the context of Public Administration. The chapter also surveyed literature on municipal service delivery. It further focuses on the role of Local Government in service delivery and the root causes of service delivery protests.

Chapter three: Legislative framework governing municipal service delivery in South Africa:

Chapter three focuses on the legislative framework that influence service delivery. The legislative framework guides the implementation of service delivery processes.

Chapter four: A case study of Greater Tzaneen Municipality

Chapter four presents the case study context. It describes and explains the GTM with respect to its setting, demography, economy and organisational structure.

Chapter five: Service delivery protests in the Greater Tzaneen Municipality

This chapter analyses and interprets the data from the research instruments by applying thematic analysis in analysing the data collected from the research participants. The aim of the chapter was to make sense of the data collected from the participants in GTM with respect to factors that influenced low incidences of service delivery protests in the municipality.

Chapter six: Summary, Recommendations and Conclusions

This chapter provides the conclusion, recommendations and the interpretations of the study.



1.12. Conclusion

This chapter gave an introduction and background of the study which provided the key problem that resulted in this research study being undertaken or rather conducted. This chapter also provided the research objectives and questions, which seek to answer the research problems through data analysis. Chapter one further discussed the theoretical statement and the research methodology applied in this study.

In particular it established the objective of the research. The research sought to examine the reasons behind low incidences of service delivery protests in the GTM amidst a rising number of protests in most parts of South Africa. The chapter also discussed the research methodology and the significance of the research as well as outlining the study chapters. The next chapter will provide literature on municipal service delivery within public administration.



CHAPTER TWO

CONCEPTUALISATION OF MUNICIPAL SERVICE DELIVERY WITHIN PUBLIC ADMINISTRATION

2.1. Introduction

The preceding chapter provided a background to the study. This covered the purpose of the study, problem statement, research objectives, research questions, central theoretical statements and methodology. Furthermore, the ethical considerations, delimitations, limitations and the significance of the study were also expounded. This chapter discusses what constitutes service delivery and its place in public administration including the role of local governments in service delivery. The chapter also discusses the root causes of poor service delivery in South Africa.

2.2. Conceptualisation of Public administration

Public administration (lower case) denotes the practice, whereas Public Administration (uppercase) denotes the academic discipline (Uwizeyimana and Maphunye, 2014:90). It is associated with Woodrow Wilson, who is commonly known as the father of Public Administration. Shai (2017:11) states that “Public Administration (PAD) with capital letters is an academic discipline and field of study that is taught at the academic level, whereas public administration (pad) with small letters is a government activity”. Further Shai (2017:12) indicates that the basic and significant needs of the community are satisfied by public administration. The quality and effectiveness of the administration of public affairs is the key to the success of any governmental policy and service delivery.

The above authors subscribe to the notion that the practice of public administration is integral to the public sector. The authors also view Public Administration as a subject in institutions of higher learning as a distinct discipline from others such as economics, political science, economics and psychology among other academic disciplines.



Marume (2016:19) states that South Africa and the entire world have debated much in distinguishing between public administration as a practice and Public Administration as an academic discipline, which has grown and become pivotal in strengthening public policy in local government to enable effective service delivery in communities. Pandey (2017) argues that “Public Administration as an academic discipline is a set of processes, organisations, groups, society, as well as individuals associated with implementing laws and other rules administered by judiciary, legislatures and executives”.

Furthermore, Marume (2016:20) asserts that there are “six generic functions of public administration, namely, policy-making, financing, personnel provision and utilisation, organising, determining work procedures and methods, as well as controlling”. Public administration is pivotal in public institutions such as the Greater Tzaneen Municipality by ensuring that municipal services are delivery in communities.

Adam (2018:74) asserts that a well organised and capable public administration promotes “proficiency, ethics, sound and effective use of resources in a democratic governance”. As the basis of the functioning of the state, promotes policy implementation. Further, Adam (2018:75) construes that Public Administration is pivotal in providing new knowledge that enhances public administration, as it is a component of “state power, and this component consists of agencies, ministries and other structures jointly referred to as *Public Administration*”. Shai (2017:11) states that “Public administration is a part of our daily life, and to a large extent governs it”. Public administration is that component of policy implementation largely undertaken by public officials through laid down administrative actions and mechanisms.



2. 3. Understanding Service Delivery in the Context of Public administration

Section F, Sub-section 2 of the White Paper on Local Government (1998) states that minority rule created systematic under-investment in local government infrastructure, particularly in areas where African people are mostly located. This deprived the majority access to basic services. There is therefore a need for government to provide improved services to these areas. These services improve life, as well as social and economic opportunities. Local governments provide such services through various ways, appropriate in a given area.

Aphiri (2016:27) refers to service delivery as an administrative vehicle that government uses to deliver municipal services. The provision of these services is incorporated in the Constitution of South Africa (1996) Chapter 7, section 152. This chapter also encourages public participation as a means of assisting service delivery policy-making and implementation.

Morudu (2017) asserts that the core priority of municipalities is to strengthen service delivery by consulting with communities, establishing service standards, increasing access, ensuring access, courtesy, transparency and by building partnerships with all stakeholders. Beyond the Constitution, international treaties state that government is responsible for basic services.

Mangai (2017) notes that service delivery involves the effectiveness and efficiency of administration practiced by public administration institutions and functions. Mfene (2009:209) further indicates that “public administration must be administered in terms of the public administration values enshrined in section 195 (1) (d) of the Constitution of South Africa (1996)”. The Constitution empowers municipalities to provide services in an impartial, fair and unbiased manner. Masuku and Jili (2019) reveal that public administration is the mechanism of government institutions. Public administration processes establish programmes and projects in which basic services are delivered.



According to Morudu (2017:5), “protests are understood to be linked to an inadequate provision of basic services in Public Administration at the level of the local municipality. Basic services in this study are captured through statistics collected from local municipality accounts of water, electricity, sewerage, sanitation, and refuse removal”. Since the adoption of the RDP in 1994, there has been a rise of protest, especially in areas where there is severe housing shortages.

Aphiri (2016:34) notes that “violent service delivery protests in South Africa emerged for the first time during 2004/05”. Since then, many studies have been undertaken to understand the reasons behind service delivery protests.

2. 4. Local Government Institutions in South Africa

Shai (2017:11) contends that “Local Government is that lower sphere of government which is decentralised”, with devolved powers in a restricted geographical area. According to Reddy (2016), Local Government is a multi-purpose institution which is autonomous in its legislative framework and implementation, unlike the state departments wherein they are all centralised. Traditionally and, the local government sphere consists of municipalities established in terms of the South African Local Government: Municipal Structures Act (No.117 of 1998), as provided for in chapter 7 of the supreme law of the Republic of South Africa, 1996.

Municipalities are divided into three different categories, which are category A, B and C. GTM is a category B municipality. Local municipalities focus on the provision of basic services. The Local Government: Municipal Structures Act (No.117 of 1998) (part 1 and 2) describes the functions of municipal services that each of the three (Category A, B and C) renders. Category A municipalities focus area have bigger responsibilities including capital projects such as the monitoring and construction of power stations, bridges and stadiums.



Category B municipalities, shares boundaries with district municipalities just like GTM, focus on short term projects such as the maintenance of electricity, maintenance of local sport facilities, as well as administering cemeteries, funeral parlours and crematoria. Category C municipalities focus mostly on bulk services such as dams, boreholes, and roads. They are commonly known as District municipalities.

2.5. The role of Local Government in service delivery

Local government facilitates service delivery. According to Reddy (2016), the task of local government is to implement policies and by-laws which influences the delivery of service to improve the quality of life at the local level.

Shai (2017:12) asserts that “local government is the core of service delivery in view of the fact that it is the government arm that is closest to the citizens”. Local government structures, particularly municipalities and their entities, have grown in the previous two decades since the introduction of the Local Government Act: MSA 98 (No.117 of 1998). Chapter four of the Act has provided an avenue for municipalities to position and align their internal municipal structures which will best meet the needs of municipal residents to enhance basic municipal services in communities.

According to Bohler-Muller et al. (2016:3), service delivery is the provision of basic services which people depend on. Aphiri (2016:33) posits that service delivery is central to the function of local government in South Africa and other developing countries as compared to developed countries. Reddy (2016) posits that the municipal sphere is mandated by the constitution of South Africa to provide services to municipal citizens.



Reddy (2016:4) observes that “Service delivery in the context of local government is the provision of municipal goods, benefits, activities and satisfactions that are deemed public, to enhance the quality of life in local jurisdictions”. Service delivery is the government’s key task. It can be regarded as a programme wherein projects are designed and implemented in communities by municipalities to improve the lives of people (Mamokhere, 2019).

Mamokhere (2019) also states that elected representatives in the municipal council, as well as senior municipal officials, must account to the public and take action for services that the municipality could not provide. The citizens have the constitutional right to request answers from the elected municipal councillors when policies that provide for the provision of local services are not fulfilled.

The Local Government Act: MSA 00 (2000:2), as amended, “sets out the core principles, mechanisms and processes that give meaning to developmental local government and to empower municipalities to move progressively towards the social and economic upliftment of communities and the provision of basic services to all our people, and specifically the poor and the disadvantaged”. In order to achieve this, municipalities are expected to have a clear vision of the goals towards which it is striving.

In this regard, the main aim of a municipality is to ensure that, within its jurisdiction and the limits of its constitutional rights, it strives to instil a healthy and good quality of life for people in local communities. Historians like Heymans and Totemeyer (1988:2) refer to local government as an autonomous and people-oriented sphere of government. It ensures effective service delivery so that all citizens can fulfil their basic needs.

The White Paper on Local Government (1998) committed South Africa towards a developmental local government system which would alleviate poverty and unemployment, and ensure that communities were serviced with services such as water and electricity.



The White Paper on Local Government (1998) is a relevant tool that intends to implement macro-economic legislation and practices to strengthen the economic sector of the country. In this regard, any economy in a country will depend on the local economy in order for it to grow. It is for this reason that municipalities are significant in the provision of municipal services. However, South African local governments have been experiencing magnanimous challenges around the delivery of services resulting service delivery protests by local communities (Aphiri, 2016:4).

2.6. Service Delivery protests in South African Municipalities

Service delivery protests have become a common phenomenon on the South African municipal landscape. Protesting is embedded in the country's history and its politics, and it is enshrined in the Constitution of South Africa, 1996, as one way in which citizens can express their views.

Lancaster (2018:29) refers to service delivery protest as a form of political participation. At municipal level, service delivery protests depict collective dissatisfaction with service delivery. Reddy (2016:4) identifies the origin of service delivery protests as being in the apartheid era. People used boycotts as a strategy to express dissatisfaction with poor or inadequate service delivery and protests have been increasing nationwide in response to poor service provision (Morudu, 2017:2).

According to Ngcamu (2019:1) the protests that are occurring in communities can be deemed as a strategy from community members to government in order to listen to the voices of municipal residents to deliver adequate services, more especially in rural communities. Aphiri (2016:32) states that “service delivery protests may be seen as a continuation of the struggle repertoires of the apartheid era, since there are ‘similarities in the issues taken up, their framing, and repertoires of resistance, songs, and symbols’”.



This has been evidenced for many decades by protests that have in many instances become violent, destroying infrastructure such as schools. A practical example is the service delivery protests that happened in 2016 prior to the local government elections in Vuwani (Vhembe district) in Limpopo Province. During the protests in Vuwani, many public facilities such as schools were burned because of the dissatisfaction of residents in Vuwani over inadequate municipal service delivery. Nkomo (2017:3) argues that protests over service delivery seem to emanate from poorer neighbourhoods, especially shack settlements and townships, rather than the better-off suburbs.

Section 152 of the South African Constitution (1996), identifies municipalities as the mainstay of the provision of services at the local level. The supreme law of South Africa enacted in 1996, mandates “local government to ensure that municipal services in communities are provided in a sustainable manner, promoting social and economic development, and promoting a safe and healthy environment”.

Ngcamu (2019:1) asserts that protests over inadequate services detract the corporate sector from investing locally which affects local economic development. They reduce the attractiveness of South Africa as a potential investment destination and affects tourism arrivals.

Bohler-Muller et al. (2016:4) state that “the dissatisfaction about service delivery is particularly visible in informal settlements and metropolitan areas, especially in Western Cape and Gauteng”. Bohler-Muller et al. (2016:4) further posit that there is a huge gap between service delivery in rural areas and urban areas, particularly in former homeland areas. Furthermore, discontent with service delivery is motivated by municipalities or wards with the worst service delivery backlogs.

Sithole and Mathonsi (2015:6) posit that protests caused by frustrated municipal residents experiencing insufficient municipal services in communities affect development in South Africa. Subsequently, the post 1994 government has introduced many initiatives to promote local service delivery.



Mamokhere (2019:374) reveals that municipalities in South Africa have been labelled as having ineffective systems and maladministration, which results in poor service delivery. Mathebula, Nkuna and Sebola (2016) assert that insufficient service delivery leads to service delivery protests.

Bohler-Muller, Davids, Roberts, Kanyane, Struwig, Masiya and Nomdo (2016) reveal that “service delivery protests continue to occur, and government attempts to accelerate service delivery have not been sufficient to address the frustration and anger of poor people in South Africa”. In addition protests over services include a quest for services such as electricity supply, water and sanitation as well as quality health care services.

2.7. The root causes of poor service delivery in South African Municipalities

There are numerous reasons which contribute to poor service delivery in municipalities. Scholars such as Jacko and Valkulenko (2017); Mathebula (2018); Manyaka (2018); and Mamokhere (2019) identify corruption, political instability, lack of institutional capacity and in adequate access to information, political appointments, limited public participation, financial mismanagement, and lack of accountability as the major problems that cause service delivery protest in municipalities. In this regard, the root causes mentioned above will be discussed below.

2.7.1. Corruption

According to Tanzi (1998:8), corruption is the misuse of political power and administrative authority for private gain. In South Africa, corruption is used to refer to “the private use of public resources, bribery, or improper favouritism” (Krsteski, 2017:49). Government initiatives to fight corruption in South Africa are coordinated by the Department of Public Service and Administration (DPSA), whilst anti-corruption measures in municipalities are championed by the Department of Cooperative Governance and Traditional Affairs (CoGTA).



Gardiner (2017) asserts that the level of corruption is out of control in South Africa. People who hold positions of power and authority in municipalities remain in senior positions and continue to loot public money. According to Krsteski (2017:50), “as many as 38% of the 2,200 incidents reported to Corruption Watch in 2013 originated in Gauteng. This is followed by the Free State with 14%, and KwaZulu-Natal and the Eastern Cape with 13% each. Krsteski (2017:50) further noted that only 58% of all reported corruption confirmed corrupt activities taking place. Of all reports in 2017, a large portion (38%) related to schools, followed by traffic and licensing (10%), healthcare (3%) and water (2%)”. Most reports indicated that 43% involved the abuse of government resources by a public official.

Gardiner (2017) argues that corruption in the context of public administration is a misuse of power by political office bearers, and authority by senior official or rather administrators. Public official can abuse power through giving positions in their respective offices to their relatives without adhering to requirements of the post, rather than a qualified applicant with relevant qualifications and skills. Aphiri (2016:36) states “corruption undermines the value of the Constitution, and municipalities are considered as havens for those who are milking the state’s resources”.

Aphiri (2016:37) further indicates that criminal elements undermine the rule of law, as municipalities are the victims of corruption, and state resources are abused when tenders are awarded illegally without following procurement policies and the Construction Industrial Development Board (CIDB) processes. Mamokhere (2019) asserts that nepotism and other unethical behaviour such as lack of transparency, accountability, and unfairness by municipal officials have been the contributory motives towards poor service delivery and it has led municipal residents to protest for better and sufficient service delivery. Mathebula, Nkuna and Sebola (2016:77) point out that criminal elements and unethical practices in South African local government are amongst the reasons that cause the provision of municipal services to be slow or delayed.



2.7.2. Lack of Institutional Capacity

Insufficient capacity at municipal level contributes to service delivery protests as most officials are not informed about policies that promote service delivery (Gardiner, 2017:33). Municipal officials also lack training, wherein officials can be trained on systems and policies that should be implemented for municipalities to provide effective and efficient services.

Motubatse, Ngwakwe and Sebola (2017) assert that lack of expertise and capacity has led to many municipalities experiencing protests due to slow implementation of municipal policies and plans due to inadequate staff. Aphiri (2016:43) notes that “skills scarcity has resulted in overwhelming service-delivery backlogs that have prevented the government from addressing the problems effectively and efficiently”.

Aphiri (2016:43) further notes that “lack of capacity happens mostly in managerial and technical positions, which remain vacant in most rural municipalities”. The author further indicate that there are still municipalities that experiences insufficient funds to carry out their constitutional mandate and appoint capable personnel to improve service delivery. In this regard some municipalities happen to underspend the budget allocated to them which seeks to ensure that services are delivered in communities. Municipalities underspend because of having employees without sufficient skills in project management, financial management, and strategic management and the poor supervision of the municipal leadership. This are the main reasons that prevents projects from being started or completed in time.

In 2015 the National Executive Committee’s (NEC *lekgotla*) of the governing party pronounced that unqualified and incapable municipal officials must be removed or redeployed from their posts. The NEC *lekgotla* in 2015 also indicated that skills audits should be conducted throughout the three spheres of government (ANC, NEC Lekgotla, 2015). This indicates that government intends to ensure that the public sector, including local government, is professionalised through the filling of posts by competent and qualified individuals.



This has been exacerbated by the ANC government's tendency to deploy unqualified politicians to public positions. Overall, this contributes towards protests, as politically appointed office-bearers sometimes do not possess the expertise to execute their tasks successfully.

2.7.3. Lack of access to Information

The supreme law of South Africa enacted in 1996, with reference to Section 32, subsection (1), paragraph (a), "indicates that anyone has the right to access to any information held by the state, unless the information is classified". Lack of access to information is also a root cause of municipal service delivery protests. Regardless of communication platforms, it remains a problem which should be addressed, because people still find it problematic to communicate with their representatives due to bureaucracy in municipalities.

According to Mamokhere (2019), lack of access to information contributes to service delivery protests at municipal level. According to Mamokhere (2019:18) "service delivery protests in rural areas shows how lack of access to information often leads to the rapid spread of rumours of favouritism, corruption, and mismanagement". The Constitution of South Africa, 1996, affords people the rights to have access to information within their area of jurisdiction. Therefore, people must have easy access to information about job opportunities, internships and learnerships within the municipality.

2.7.4. Political Interference

According to Ndevu and Muller (2018:187), cadre deployment has become a problem in administration which has undermined the purpose of the civil servants and the people's confidence in the public service. Appointments without proper qualifications and skills in municipalities, particularly for political office-bearers, has become a contributory factor in the collapse of policies, which leads to services not being delivered.



Ndevu and Muller (2018) further deduce that performance management in municipalities has been affected due to political appointments without regard to proper qualifications and skills. To this extent, the progress of service delivery has been affected due to the non-delivery of services in communities, as policies which aim to solve service delivery matters are not properly implemented.

2.7.5. Poor public participation

According to Shai (2017:58), “public participation in governance is perceived as a key cornerstone of good governance. Participation is an essential aspect of democracy and forms a significant element of the decision-making process”. Public participation paves the way for community members to interact with municipalities on various issues that will help in the execution of service delivery in communities (Madumo, 2014:132).

Mamokhere (2019) asserts that public participation must be encouraged and improved to minimise the level of service delivery protests. This can be done through community consultations. Aphiri (2016:37) asserts that the “absence of public involvement in decision-making can be cited as another cause of poor service delivery in South African municipalities”. In this current democratic government, all state entities, departments, municipalities and other agencies expected to be ethical to the public. Municipal officials must meet municipal residents through public participation forums to attend to the grievances and proposals of community members and concerning the service delivery system. This relationship is important to generate trust between the municipality and the public.

The Local Government: Structures, Act 117 of 1998, section 73(2), states that “public participation is an essential factor for enhancing accountable governance driven by ward committees, as mandated, to facilitate communication channels between municipalities and communities”.



According to the GTM IDP (2018:141), the Municipality has a healthy and strong working relationship and communication tools with both traditional and religious institutions. They are all included in municipal programmes. The GTM IDP (2018:141) further states that, despite the municipality having a good relationship with community-based organisations and other stakeholders, it also encounters poor internal communication, poor inter-governmental relations, slow implementation of council resolutions, limited understanding of the responsibilities of the Municipal Public Accounts Committee (MPAC) by the Executive Management.

2.7.6. Financial Mismanagement

According to Rangongo, Mohlakwane and Beckmann (2016:2) “financial mismanagement is the poor management of finances, maladministration, and misappropriation of use of funds for personal self-enrichment”. Rangongo, Mohlakwane and Beckmann (2016:3) further posit that financial mismanagement in municipalities is mostly caused by finance committees not being established to monitor the progress with regard to finances and budget flow, inadequate maintenance of financial records, poor document control, inadequate filing systems, and the inadequate monitoring of actual expenditure against budgeted expenditure.

The 2010/2011, 2017/18, and 2018/19 National Audit Reports state that clean audits are hindered by insufficient internal controls and financial management skills, which contributes towards unauthorised, irregular and wasteful spending. In addition, according to Aphiri (2016:42), most municipalities lack personnel with skills to guarantee that municipal funds are prioritised for delivery of municipal services in communities are spent wisely according to the needs or demand of municipal residents.

During the State of the Municipality Address (SOMA) on the 26th of July 2019, the GTM Mayor (Maripe Mangena) agreed with the AGSA that the “clean audits are hindered by the absence of adequate internal controls and financial skills, which exacerbates unauthorised, irregular and wasteful spending”.



The municipal audit report for the 2017/18 financial year, reveals that corruption and the misuse of the budget allocated for rendering services to poor communities is of major concern in local government. In this regard, mismanagement is caused by unethical practices such as abuse of power and an absence of accountable senior municipal officials and councillors.

The audit report of the Auditor-General of South Africa (AGSA) for the 2018/19 financial year indicated that administration and governance had lapsed in the majority of municipalities, which has also resulted in weak accountability within the local government sector. The AG also indicated that, despite the unethical practices in some municipalities in South Africa, there are municipal officials and councillors dedicated to their area of responsibilities to ensure that a municipality improves its audit findings to achieve and maintain a clean audit.

2.7.7. Lack of accountability

Ndevu and Muller (2018:188) revealed that in 2013, the Public Protector identified lack of accountability as one of the ills resulting in the poor performance of municipalities, and non-delivery of services in communities. This leads to community members protesting because public officials do not account for the ills within local government. Nzewi and Musokeri (2014:44) state that officials must have a “willingness to accept accountability by establishing a control environment that is conducive to accountability, and decisively addressing weaknesses with a specified timeframe”.

Reddy (2016) asserts that accountability in the local government sector forces municipalities better perform their duties taking into cognisance municipal code of ethics and standards. Violation of the code of ethics will result in disciplinary action against any municipal employee or councillor who contravenes this code of ethics. Reddy (2016) further indicates that the realisation of accountability is reliant on the execution of the goals, objectives, service standards and good management practices established, to warrant that municipal services are delivered to the communities.



The AGSA audit report for the 2016/17 financial year indicated that accountability remains a challenge at municipal level. Out of the 257 municipalities that were audited, the audit outcomes of 45 regressed, while those of 16 improved, and only 33 municipalities (13%) managed to produce quality financial statements and performance reports, as well as complying with all key legislation, thereby receiving a clean audit". The AG attributed this problem poor leadership and a lack of consequence management. The AG also indicated that many municipalities failed to produce sound financial statements and performance reports. Sixty two percent of performance reports the municipalities had material flaws and lacked credibility. A few municipalities however have been performing well in this regard.

2.8. Conclusion

This chapter conceptualised and distinguished both the phenomenon of Public Administration as an academic discipline, and public administration as a practice. Public Administration as an academic discipline has grown and provided new knowledge which seeks to enhance the practice of public administration. Public Administration over the past years has also contributed to strengthening public policy in local government to enable effective service delivery in communities. The chapter also conceptualised service delivery to be a function of public administration.

The chapter also discussed causes of service delivery protests in at local government level, whereby municipal residents demonstrate their resentment and dissatisfaction with municipalities over inadequate municipal service provision. The discussion of service delivery protests is pivotal, as the research focuses on analysing the drivers of low incidences of service delivery protests in GTM.



The chapter concluded by discussing the reasons behind poor service delivery at municipal level. These were identified as corruption, lack of institutional capacity, lack of access to information, political interference, poor public participation, financial mismanagement and lack of accountability. The next chapter analyses the legislative framework governing municipal service delivery in the South African context. It is important to discuss the legislative frameworks which govern local government in order to understand the policies and legislation that influence service delivery in communities.



CHAPTER THREE

LEGISLATIVE FRAMEWORK GOVERNING MUNICIPAL SERVICE DELIVERY IN SOUTH AFRICA

3.1. Introduction

Chapter two conceptualised and distinguished both the phenomenon of Public Administration as an academic discipline and public administration as a practice. As a discipline Public Administration refers to a study of processes, individuals and institutions responsible for implementing public policies (Uwizeyimana and Maphunye, 2014:192). As practice, public administration is the vehicle that government uses to provide services including at municipal level (Shai, 2017:14).

The previous chapter also discussed the role of local government in service delivery. In order to analyse the drivers of low incidences of service delivery protests, it was also pivotal to understand the role of municipalities with regard to service delivery. This discussion was important in this study because it contributed towards analysing the reasons why GTM has low incidences of service delivery protests compared to municipalities with high incidences of service delivery protests.

This chapter will discuss the legislative framework governing service delivery in South African local government. The legislative framework provides the parameters within which services are provided. The legislative and policy framework to be discussed include the White Paper on Transforming Public Service Delivery, which established the 'Batho Pele' principles; the Public Service Delivery Charter; legislation that impacts service delivery such as the Constitution of RSA (1996); the Local Government Municipal Systems Act (No.32 of 2000); the Local Government Municipal Structures Act (No.117 of 1998); the Local Government Municipal Finance Management Act (MFMA No. 56 of 2003); and the Public Administration Management Act (PAMA No. 11 of 2014).



3.2. White Paper on Transforming Public Service Delivery

The White Paper on Transforming Public Service Delivery in South Africa was established in 1997 with the aim of strengthening the application of municipal policies and legislation that enable municipal services to be provided in communities. The intention of the White Paper is to provide the policy framework within which municipal services are rendered.

The aim of the White Paper on Transforming Public Service Delivery (1997) is to enhance governance and effective service delivery. For this reason, the White Paper on Transforming Public Service Delivery (1997) recognises municipalities as the sector that interacts with municipal residents with regard to developmental programmes that intend to contribute to municipal services being provided. This White Paper identified municipalities as the sector that contributes in the strengthening of service delivery in communities through municipal projects such as the water supply and the installation of electricity.

According to Masuku and Jili (2019:1), “public service delivery system has been perceived as one of the most important ways of reducing poverty through poverty alleviation programmes. As part of the South African government's cooperative system, key stakeholders in municipalities ought to adopt an integrated approach to public service delivery”. Furthermore, Masuku and Jili (2019:2) maintain that municipalities including their stakeholders should promote integrated service delivery. The White Paper on Transforming Public Service Delivery (1997:5) indicates that “the establishment of service delivery targets cannot be realised in isolation from other fundamental management changes within the local government”.

Section 1 of the White Paper on Transforming Public Service Delivery, seeks to install ethics and professionalism in the public system which seeks to enhance the delivery model of municipal services.



The White Paper introduced eight *Batho Pele* principles, which means ‘people first’ with a view to promoting efficiency, effectiveness and proficiency in municipal service delivery (1997:5). The eight principles are listed and explained below as they relate to municipalities:

- a) **Consultation:** Consultation is necessary in order for consensus to be achieved amongst the municipality and municipality residents. Both parties need to consult each other on issues that enhance or strengthen service delivery in communities. Consultation gives a voice to local citizens with regards to service delivery.

- b) **Service standards:** The municipality need to constantly inform municipal residents on key developmental programs and projects in communities. The municipality need to inform municipal residents on the type of quality and standards that the municipality will deliver in communities.

- c) **Access:** The bill of rights as prescribed in the Constitution of the Republic of South Africa, 1996 permits all people to have access to basic services. For example, it is a basic right for a municipal resident to access water and sanitation, and municipal officials must not withhold that right from them.

- d) **Courtesy:** According to this principle, the municipality need to apply equal and fair treatment to everyone despite of the social status of a person. The Constitution, advocates that all people are equal before the rule of law. Everyone must be treated with courtesy and must give the same services. No municipal services should classified for certain group of people.



- e) **Information:** Municipal residents have a right to truthful information on the implementation of municipal policies that seek to enhance the delivery of services in communities. The municipality must develop a system to document everything that requires the attention of people on developmental issues. Chapter two, section 32 of the supreme law of South Africa enacted in 1996, give rights to everyone to have access of information particularly with issues of governance.

- f) **Openness and Transparency:** In terms of openness and transparency, municipal officials are expected to inform citizens with regards to the administration and management of councils and their activities.

- g) **Redress:** The municipal management or the council need to account or explain to the community members when a particular project that was planned to be implemented is not realised. The municipality need to provide valid reasons on the failures or challenges that contributed to a projects or target set in the IDP or annual performance plan not achieved. Furthermore, when this occurs, municipal management must extend an apology to the citizens, and quickly attend to any problems.

- h) **Value for money:** This principle requires that residents receive money's worth of services provided. This calls for municipalities to provide quality and economic services.

To this extent the White Paper on Transforming Public Service introduces a mechanism that forces municipalities to strengthen their internal systems, procedures, and attitudes of human behaviour to render services in a timely manner.



3.3. Local Government Service Delivery Charter

The Local Government Service Charter is a commitment of the South African Local Government Association (SALGA), Independent Municipal and Allied Trade Union (IMATU), and South African Municipal Workers Union (SAMWU). The Local Government Service Charter sets out key areas to be implemented to improve municipal performance and delivery of services.

The document simply details the plans or initiative that municipalities ought to implement in order to deliver services in communities. The local government service delivery charter seeks to ensure the delivery of infrastructure services and support for municipal residents is implemented in a way that will create a better environment for all municipal residents hence to be involved in the local economic mainstream of the municipality, thus enabling them to contribute to a sustainable economy that creates a better quality of life for all.

According to the South African Local Government Association (SALGA) (2016:3) “the Local Government Service Delivery Charter is a commitment which sets out the partner’s roles and responsibilities to improve performance, enhance and fast track the delivery of services to improve the lives of people”. SALGA (2016:4) asserts that the Local Government Service Delivery Charter plays promotes community participation as it provides information to the public, especially in municipalities, on the type of services the citizens should expect.

3.4. The Constitution of the Republic of South Africa (1996)

The Constitution compels local governments to promote effective service delivery. Chapter 2, Sections 26 and 27 of the Constitution considers progressive access to basic services as a human right. Section 152 (1) of the Constitution of South Africa (1996:87) emphasises the role of municipalities in providing services by enforcing ethics and designing municipal policies and legislation geared towards a democratic and accountable local government.



The objectives of local government, as stipulated in section 152 (1) of the Constitution of South Africa aim to ensure the delivery of basic services. The delivery of basic services is vital in enhancing service delivery in municipalities, which will subsequently minimise service delivery protests in communities.

Furthermore, The Constitution compels local governments to enhance social and economic development and create employment opportunities which will subsequently pave the way for municipalities to provide local services.

3.5. The Local Government: Municipal Systems Act (No.32 of 2000)

The MSA 00 (2000:2) aims to, “provide core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all”. The MSA 00 further aims to promote the empowerment of disadvantaged communities and to ensure that municipal management systems take them into account by providing a framework for the provision of services to them.

This legislation contributes immensely in reinforcing the internal operations and systems of municipalities. This legislation supports, monitors and sets standards for municipalities to strengthen service delivery by ensuring that basic services. The Municipal Systems Act, section 11 (3) states that “a municipality exercises its legislative or executive authority, among others, by developing and adopting policies, plans, strategies and programmes to enhance service delivery”.

This Act mandates municipalities to design IDP’s which permits municipalities to initiate their plans, to set their target and to project the budget as well as other activities that the municipality will implement over the five year period of the municipal administration in place as adopted by the seating municipal council. Section 25 of the MSA 00 tasks municipalities to adopt a composite plan for the development of the municipality within the electoral term. The Act also aligns the resources and capacity of the municipality with the implementation of the plan.



Section 35 of the Local Government: Municipal Systems Act (No.32 of 2000) refers to the “IDP as the principal strategic planning instrument which guides and informs all planning and development, and all decisions with regard to planning, management and development, in the municipality”. The MSA 00 also establishes performance agreements, which assess, analyse and evaluate the performance of employees. The Act asserts that a performance management system (PMS) is promotes the monitoring, review and improvement of the implementation of the municipality’s IDP and to determine progress in the achievement of IDP set objectives.

The Act enables local government to provide affordable universal access to basic municipal services. The MSA 00 posits that the performance management system weighs actual performance against set targets and contractual obligations. The realisation of service delivery targets depends on a prudent development of the IDP as well as effective use of resources and implementation of a performance management system. The Act plays a vital role in minimising service delivery protests, as it permits municipalities to design their own IDP’s which will outline strategic plans that contribute to providing municipal services.

According to Mathebula (2016), “the IDP outlines how the challenges of sustainable development in a municipality are to be met through strategic interventions and service delivery over the five-year period”. Furthermore, Mathebula (2018:563) asserts that the IDP outlines the municipal plans for the electoral period. The municipal plans enhance service delivery by ensuring that basic services are delivered to communities. The delivery of services in communities prevents municipal residents from protesting due to the dissatisfaction of community members over the distribution of basic municipal services in communities. In terms of Section 23 of the Local Government: MSA (2000:36), “municipalities must undertake developmentally-oriented planning so as to ensure that it strives to achieve the objectives of local government set out in Section 152 of the Constitution of RSA (1996)”.



3.6. The Local Government: Municipal Structures Act (No. 117 of 1998)

The Act aims to provide guidelines on the establishment of municipalities. The Act also provide guidelines on the categories and grading of municipalities. The categorising and grading of municipalities makes them provide different functions within the local government sphere. The MSA 98 classifies municipalities into three types, such as Category A, which govern the large densely urbanised regions that encompass multiple centres with close economic linkages. Category A are known as metropolitan municipalities. They are unitary authorities and provide all local government functions within their jurisdiction.

Category B municipalities are local municipalities that fall under district level municipalities (category C municipalities). In that regard, Category C municipalities have municipal executive and legislative authority over more than one municipality. The grading and categorisation of municipalities contributes immensely to the enhancement of service delivery in communities. All the three categories of municipalities mentioned above provide different services in communities that strengthen service delivery in communities.

Category A municipalities mainly focus on capital projects such as the monitoring and construction of power stations, bridges and stadiums, whilst Category B municipalities focus on short-term projects, such as maintenance of electricity, maintenance of local sports facilities and administering trading regulations as well as administering cemeteries, funeral parlours and crematoria. Category C municipalities focus mostly on bulk services such as dams, boreholes, and roads. They are commonly known as district municipalities.



The MSA 98 also provide guidelines on internal structures, such as election of members of executive committees and their terms of office. The Act further provides processes that need to be followed on filling municipal vacancies. Section 84 (3) spells out powers and functions in municipalities of the accounting officer as well as municipal councillors. This Act narrows municipal services to be distributed in an efficient and effective manner by allocating functions or services according to the category of municipality. If all responsibilities were allocated to local municipalities, the distribution of services would be poor.

It terms of section 84 (2) of the Local Government: MSA 98 (1998:58), local Government is assigned to provide municipal services. Local government is also tasked to administer cemeteries and maintenance of local amenities. Furthermore, section 84 (2) of the Local Government: MSA 98 also gives local government the powers and functions to provide disaster management services, maintenance of municipal roads and streets, as well as licensing of motor vehicles and motor bikes.

3.7. The Local Government: Municipal Finance Management Act (No. 56 of 2003)

The Local Government MFMA (2003) was introduced with the aim of managing the municipal finances in effectively and efficiently manner. The Act assists in minimising financial irregularities. It facilitates sound and ethical municipal financial management. It also establishes treasury norms and standards for municipalities.



3.8. Public Administration Management Act (Act no. 11 of 2014)

The Act “provides for the transfer and secondment of employees in the public administration, and regulates conducting business with the State; provides for capacity development and training as well as to establish the Public Administration Ethics, Integrity and Disciplinary Technical Assistance Unit”. This Act enforces municipal services to be delivered in communities through policy execution and implementation by political deployee’s and senior administrators in the public sector. This legislation is pivotal because it contributes towards minimising service delivery protests in communities.

Chapter 6, section 15 (4a) of PAMA (2014:18) “provides technical assistance and support to institutions in all spheres of government regarding the management of ethics, integrity and disciplinary matters relating to misconduct in the public administration”. The Act enhances ethics and integrity and it ensures that municipal services are provided in communities through legal and legislative processes.

3.9. Conclusion

This chapter discussed key legislative provisions that seek to promote service delivery in municipal governments. These legislative provisions promote service delivery by giving priority access to basic services; a framework for transforming service delivery; mechanisms and processes for service delivery as well as setting service delivery standards. Analysing the legislative framework provides an understanding of the context in which the GTM is expected to provide services.

Pursuant to understanding the importance of service delivery in Public Administration, as well as the legislative and policy framework within which such services should be provided, the next chapter looks at service delivery in the GTM. In particular the chapter seeks to understand the reasons behind the low incidences of service delivery protests in the municipality.

CHAPTER FOUR

A CASE STUDY OF GREATER TZANEEN MUNICIPALITY

4.1. Introduction

The preceding chapter discussed the legal framework that influences the delivery of service in local government. This was done to provide the context within which the municipalities provide basic services. In general, the study topic is also influenced by a broad array of legislative aspects. Chapter four will provide details of the case study of GTM. The chapter will present the geospatial data of the municipality, its economy as well as its vision and mission. This chapter will help in generating an understanding of the GTM capacity to provide services.

4.2. Geospatial Data and Location of Greater Tzaneen Municipality

The GTM (Category B Municipality) is located in Limpopo Province within the District Municipality of Mopani (Category C Municipality), see Figure 4.1 below.

Figure 4.1 Greater Tzaneen Municipality location within Limpopo Province



Source: Municipal Demarcation Board Boundaries (Shapefile). 2016.



Limpopo Province is made up of the following District Municipalities; Sekhukhune, Waterberg, Vhembe, Capricorn, and Mopani District Municipality. The local municipalities located in the jurisdiction of Mopani District municipality are Ba-Phalaborwa, Greater Giyani, Greater Letaba, Maruleng and Greater Tzaneen Municipality.

District municipalities are mandated to oversee the performance of local municipalities that are located in their jurisdiction. In this regard, Mopani District Municipality is mandated to control its five local municipalities as indicated in the Municipal Structures Act and the Municipal Demarcation Board Act. Mopani District Municipality is responsible for bulk infrastructure services such as civil construction of boreholes, maintaining of dams, water and sanitation, provision of disaster management services and environmental management. The GTM encompasses the town of Tzaneen which contains two townships, namely Nkowankowa and Lenyenye, and 125 rural villages. Nearly 80% of the municipality's households reside in the rural villages.

The GTM is a category B municipality. The Municipality has 35 wards. However in rural areas, wards are also managed by traditional leaders, as well as municipal councillors. Greater Tzaneen Municipality has 8 full-time councillors, who occupy the positions of Mayor, Speaker, Chief Whip, and 5 Members of the Mayoral Committee (MMC), who lead various departments and programmes such as Infrastructure management, Special programmes, Corporate services, Finance, and Municipal public accounts committee (MPAC) in the municipality.

The Local Government: Municipal Structures Act, (No.117 of 1998) with reference to chapter 5, section 83 to 89, mandates the GTM, like other local municipalities to provide electricity and water for households. The GTM is also tasked to render sewerage and sanitation services. The municipality also provides services such as the storm-water system, refuse removal, fire-fighting services, land use management and municipal health care services.



4.3. Greater Tzaneen Municipality Population Distribution

The area of GTM is 3 243 km². According to the GTM: IDP (2019:26), its population has increased from 375 588 to 390 095. The population of the municipality comprises 181 558 males and 208 536 females.

The number (population) of females is higher than males as females constitute 53% of the population. Slow growth is due to among other factors, migration, birth and death rates. Further the GTM: IDP (2019:26) also indicates that 40% of the population is between the ages of 15 and 35 years.

4.4. Main economic activities in the Greater Tzaneen Municipality

Greater Tzaneen Municipality is an agricultural area. The agricultural production in Tzaneen contributes positively to the Gross Domestic Product of Limpopo Province. The agricultural sector in South Africa contributes about 35% to GDP, hence it is regarded as an essential economic sector. Majority of people depend on agricultural production for a living. About 65% of the land in the Greater Tzaneen Municipality is privately owned and used mainly for commercial farming, and about 25% of the land is under the custodianship of tribal authorities.

The Greater Tzaneen IDP (2019:126) revealed that “the municipality has a large economy by Limpopo standards, with a total value of production of R7 billion in 2010 at constant 2005 prices. Agriculture, informal traders, insurance, real estate and construction are the dominant sectors towards economic development”. According to the Greater Tzaneen Local Economic Development (LED) Strategy (2017:13), the majority of sectors in the Greater Tzaneen Local Municipality had a positive annual growth between 2010 and 2015. The tertiary sectors in GTM are composed of agriculture, mining, manufacturing, utilities, construction and trade and industry. The tertiary sector also includes trade and communication, community services and business services.



The Greater Tzaneen Local Economic Development (LED) Strategy (2017:14) indicates that the agriculture, manufacturing and the trade sector are very important sectors within the local economy. The manufacturing sectors in the municipality are very dependent on the agriculture sector, as agro-processing is one of the main manufacturing sub-sectors. The tertiary sectors in GTM also perform a very important function, to ensure employment creation and sustainable economic growth. However there is also an informal economy in the GTM, largely concentrated on street vending as a source of income in the Municipality.

The Greater Tzaneen LED Strategy (2017:14) indicates that the growth and development initiatives and targets of GTM are aligned to that of the Limpopo Province. For example the Limpopo Development Plan (LDP) (2018/19) targets a 3% growth and 429 000 jobs. The GTM, LED Strategy (2017:53) indicates that the state of service delivery in Tzaneen Municipality has improved, as it has been earmarked by the National Government to benefit from the Special Economic Zone (SEZ) fund.

During the State of the Provincial Address in Limpopo Province in 2019, Premier (Stanley Chupu Mathabatha) stated that Nkowankowa Township in the GTM had been chosen by the Limpopo Provincial Government to be the base in the municipality for industrialisation. The SEZ programme in Nkowankowa has also benefited the surrounding areas such as Lenyenye, N'wamitwa, Khujwana, Burgersdorp and Dan Village, as tarred roads are being constructed. Low-cost houses are also being constructed. The SEZ programme will contribute immensely in GTM for services to be delivered to communities as well as to create jobs through the revamping of industrial facilities.



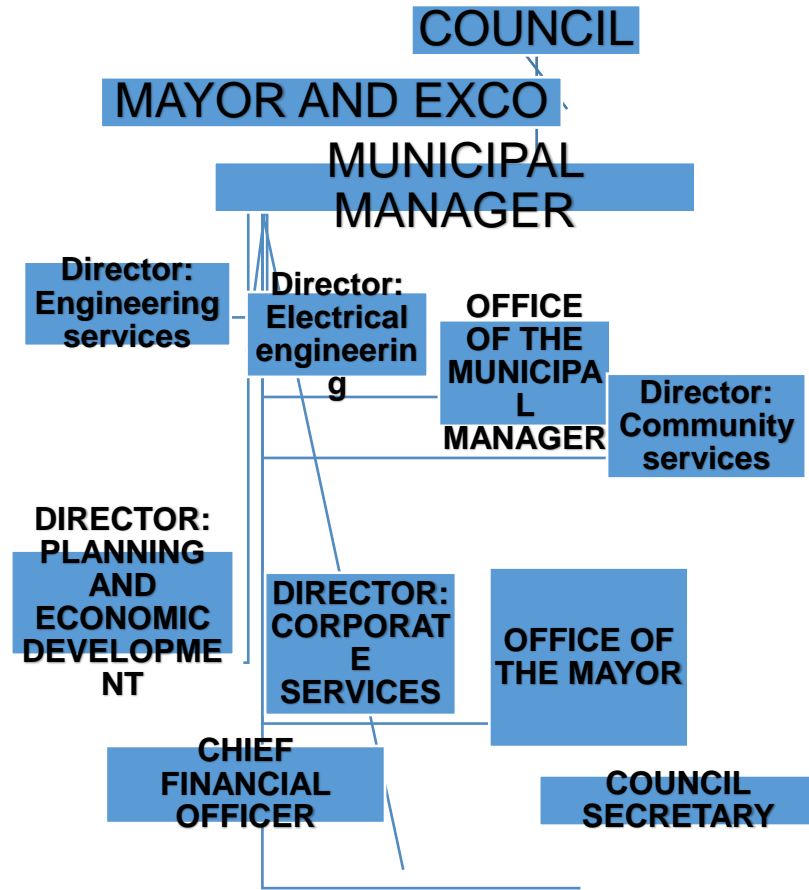
4.5. Organisational Arrangements

According to the GTM IDP (2019:169), a review of the Organisational Structure was done in the 2018/2019 financial year. Minor changes were effected to ensure efficiency and effectiveness. The overall approval of the Council's Organisational Structure for the 2018/2019 financial year was accepted and tabled by Council for adoption on the 25th of May 2018.

The existing organisational structure is influenced by the Local Government: Municipal Systems Act (32 of 2000) and the need to meet the needs of the IDP. The organisational structure is also important in aligning and integrating all functions to promote efficient and effective service delivery. Figure 4.2 depicts organisational structure of Greater Tzaneen Municipality.



Figure 4.2. Organisational structure of Greater Tzaneen Municipality



Source: Greater Tzaneen Municipality Final approved IDP, 2019



Figure 4.2 shows the organogram of GTM which details key offices and positions in the municipality tasked to implement the municipal IDP by ensuring that municipal services are provided to communities. The directorates/offices in the municipalities render different functions towards the realisation of service delivery in communities. The functions of the directorates are highlighted below.

Municipal Council

According to Madumo (2017:31), “municipal council is responsible for providing strategic support in the municipality. The primary role of the municipal council is that of political oversight of the municipality’s functions, programmes and the management of the administration”. The MSA 98 provides all powers in municipalities to the municipal council. It has legislative authority and the powers to ensure that by-laws are implemented by municipal administration which has the executive authority. Municipal council powers are set out in Part B of Schedule 4 and Schedule 5 of the Constitution.

Office of the Municipal Manager

Reddy (2016) indicates that the municipal manager is the accounting officer. The accounting officer is tasked to implement the municipal policies and by-laws enacted by the municipal council. The accounting officer is also responsible for implementing national and provincial legislation applicable to the municipality. He or She has the executive authority in the administration of the municipality.

Department of planning and economic development

The GTM IDP (2019:173) indicates that this department in the municipality provides economic development and planning in GTM. It coordinates Socio-Economic Development, Tourism and LED, Town and Regional Planning, Municipal and Human Settlements, and performs property valuations.



Department of Engineering services

According to the GTM IDP (2018:162) this department is responsible for roads and storm water services, technical planning, design and projects, water and sanitation as well as building control and maintenance, and fleet services.

Department of Community Services

The GTM IDP (2019:174) states the Community Service department in the municipality provides services that contributes to social and economic well-being. This department facilitates law enforcement, licensing and testing services, and solid waste management. The department also manages the library services, parks, sports facilities, arts and culture and cemeteries, as well as safety and security services.

Department of Electrical engineering services

The GTM IDP (2019:174) states this department provides electrical engineering services in the municipality. The municipality manages operations and maintenance of the distribution Network. This department in the municipality monitors electrical pas well as rendering customer and retail services.

Department of Budget and Treasury

According to the GTM IDP (2018), this department is tasked to manage the finances of the municipality, as well as other legislation and policies that deal with the finances of the municipality. Through this department, the municipality is able to administer financial services and reporting, to manage the revenue policies and procedures, expenditure and stores policies and procedures. The department also facilitates supply chain and tender policies and procedures, as well as perform asset management.



Department of Corporate Services

The Greater Tzaneen and Fetakgomo IDP (2016) indicates that the corporate services department in municipalities' oversees general operations such as administration, human resources and document management. The GTM IDP (2019:174) states the "corporate services department also provides secretarial services and guidance to Council and other governance structures of the Municipality, and safeguards the interests of the municipal stakeholders".

4.6. Vision and mission of Greater Tzaneen Municipality

According to Khiew, Chen and Shia (2017:11), a vision is an inspirational statement that advances the desires of an organization or even a human being. Khiew, Chen and Shia (2017:12) further indicate that the "most important part after formulating the vision is to identify how it should be implemented on a daily basis".

The vision of the GTM is *"A Green, Prosperous and United Municipality that Provides Quality Services to all."* The vision of GTM literally means to provide services to everyone in the municipality regardless of race, gender, disability or economic status. Furthermore, the vision of the municipality also depicts how the municipality will look like in the future by striving to provide quality services.

For Darbi (2012:96), "mission statement is a statement of an organisation that sets targets towards the organisation achieving its goals". Furthermore, Darbi (2012:96) states that "mission statements have been reported as a broad overarching framework around which other strategic concerns like vision, strategic intent and capabilities, goals, objectives, core values, behavioural standards, business models etc. evolve".



Khiew, Chen and Shia (2017:11) indicate that “vision and mission should be regarded as an integrative norm which directs all organizational members to follow one direction towards the eternal destination”. The vision shares a longer time frame compared to a mission. A mission is drawn from measurement on a daily basis. The mission of GTM is to facilitate the provision of municipal services and implementation of policies and municipal by-laws to ensure that municipal services are provided in communities.

The vision and mission of GTM strives to deal with socio-economic challenges facing South Africa by ensuring that basic services are delivered which will subsequently strengthen service delivery. The vision and mission of GTM also contribute towards economic development as jobs will be created through municipal projects.

The municipal council prioritised education as key to economic growth in the municipality. Through a quality education system, the municipality will be able to produce researchers, scientists, engineers and those in other professions or careers who can ensure that basic municipal services are provided.

4.7. The state of service delivery in Greater Tzaneen Municipality

Municipalities are responsible for providing services at local level. Ndevu and Muller (2018:192), argue that the rendering of sufficient, affordable and quality municipal services to citizens is a constitutional right. According to the GTM IDP 2019/20 (2019:13), the “municipality provides services such as water supply, sewage collection and disposal, refuse removal, electricity and gas supply, municipal health services, municipal roads and storm water drainage, street lighting, sports facilities, administers cemeteries, trading regulations, and disaster management services”.

GTM has committed itself to ensuring the municipal residents get access to these municipal basic services, including the 41% in the municipality who are indigent who do not have any source of income. The GTM Indigent Policy adopted in 2013 defines indigent’s South African citizenship in a municipal area, each representing one residential unit or family, who are economically disadvantaged and unable to pay for municipal services.



According to the GTM IDP 2019/20 (2019:26), “GTM had a total of 108 926 households in 2011, which represents an increase of 19 092 households compared to 2001(89 831). A total of 56 884 households, or 52%, are headed by males, while 52 052 households, or 48%, are female-headed households. A total of 208 households are headed by children. 41% of the total population in the municipality does not have any source of income. 45% of those who earn an income are earning below the minimum living level of R1 600. 00 per month”.

In 2018, the GTM reported that 90% of villages had been electrified. What remained were only a few extensions in some of the villages that were attended to after the municipality had completed the electrification projects in the area. The Municipality undertook to engage with Eskom and other stakeholders to assist in electrifying all communities. The 2018 GTM annual IDP Review revealed that, by the end of 2021, almost all households would have been electrified. Greater Tzaneen is licensed to distribute power to areas around Haenertsburg, George’s valley, Makgoebaskloof, Politsi, Campsies Glen, Agatha, Tzaneen, Letsitele Valley, Yamorna/Ledzee, Broederstroomdrift, Deer Park, Riverside, Letsitele, Gravelotte, Waterbok, and Letaba Ranch.

In addition, water will be supplied to villages where there is currently no water. In 2019, the GTM annual IDP Review revealed that the Municipality is providing water tankers to villages which are still experiencing water shortages. The 2019 annual IDP Review also indicated that the Municipality had embarked on a project of constructing boreholes to assist villages within the Municipality that were still experiencing water challenges.

There has been a great expectation of a quick process to deliver municipal services in communities, to build an acceptable environment for people who waited so long for better living conditions (Malele, 2018:39). The general public is disadvantaged from accessing basic services, as well as disadvantaged from the economic mainstream and other socio-economic activities leading to the delivery of such services. Malele (2018:40) indicates that the growth of boycotts and protest actions has been characterised the nature of social life in post-apartheid South Africa.



The GTM IDP 2019/20 (2019:66) shows the state of service delivery in GTM is improving. During SOMA in 2019, the GTM mayor indicated that 90% of the households are electrified, and low cost houses have been built for indigents. The municipality also built libraries in the 2018/19 financial year. The MSA 98 mandates local municipalities to provide services such as disaster management services, and maintenance of municipal roads/streets. The Act also tasks municipalities such as GTM to administer refuse removal, refuse disposal, cemeteries, funeral parlours and trading regulations.

During the State of the Municipality Address in 2018, the Mayor of GTM (Maripe Mangena) stated that the Municipality anticipated finishing two major road projects. These were the tar road from Moruji to Matshwi, and one from Rita to Mariveni (GTM SOMA, 2018:7). During the SOMA in 2019, the Mayor of the GTM presented that the current projects of the tar road from Moruji to Matshwi and one from Rita to Mariveni were currently underway and were progressing very well (GTM SOMA, 2019:25). During the State of the Municipality Address in 2019, the mayor indicated that the Municipality budgeted R30 million for the 2019/20 financial year to rehabilitate the road infrastructure in the Tzaneen CBD, Haenertsburg, Letsitele, Nkowankowa and Lenyenye (GTM SOMA, 2019:26).

During the SOMA in 2019, the Mayor also presented that the GTM libraries offer full services. The libraries offer a broad range of book collections, study rooms and free Wi-Fi (GTM SOMA, 2019:14). The libraries are located in the following areas of the Municipality; Tzaneen Town Main Library, and Haenertsburg, Letsitele, Shiluvane and Mulati branches. In order to make it easy for the residents in Mulati village to access the library, the Municipality is improving the access road to the facility through the Municipal Infrastructure Grant for road infrastructure.

The GTM has been identified, among other townships in Limpopo Province, by the National Department of Trade and Industry together with Limpopo Provincial Government to be classified as a Special Economic Zone (SEZ) (Limpopo Provincial Government SOPA, 2018:18). On the 27th of February 2020, the Premier of Limpopo Province, Premier Stanley Chupu Mathabatha, delivered the first SOPA in the 6th administration.



The Premier indicated that the revitalization of the Nkowankowa Industrial Park by the National Department of Trade and Industry and the Limpopo Department of Economic Development, Environment and Tourism has paved the way in GTM with regard to the enhancement of service delivery (Limpopo Provincial Government SOPA, 2020:4).

However, despite the service delivery success, the municipality is has also experienced several challenges. For example, the Electrical Engineering Department (EED) is failing to cope with an increased number of power outages due to insufficient vegetation control (GTM 2019/20 IDP, 2019:55). The power distribution areas affected by vegetation that need frequent trimming. Further, the municipality has experienced increased power outages due to ageing infrastructure. Power outages have also occurred as a result of theft of infrastructure, mainly pole-mounted transformers and copper cables.

Mamokhere (2019) asserts that the water and electricity challenges experienced by some of the villages in GTM led the affected community members in Burgersdorp new stands, Mafarana, Ntsako, Khujwana, Lefara, Thabina and Rwanda in Nwa'mitwa, as well as Relela, to demonstrate their dissatisfaction about service delivery backlogs. Although the affected communities once protested, demanding water and electricity supplies, service delivery protests in GTM are minimal. One reason for low incidences of service delivery protests may be that an estimated 90% of households are electrified, have water, and indigent households receive low-cost houses (GTM SOMA, 2019:23). The Municipality has also built and maintained good quality roads, libraries and recreational facilities.

In this regard, citizens are to a large extent satisfied with service delivery. Of interest to this study is how the Municipality manages to satisfy citizens resulting in low incidences of service delivery protests.



4.8. Conclusion

This chapter provided background and details of the GTM. This included the geospatial data of the Municipality, economic activities of the Municipality, organisational structure of the Municipality as well as its vision and mission. The chapter also presented the state of service delivery in GTM including the state of electricity, water, roads, housing and libraries, among other services. Overall, the chapter revealed the state of service delivery in the GTM. The next chapter analyses the reasons behind low incidences of service delivery protests in the GTM.



CHAPTER FIVE

ANALYSIS OF SERVICE DELIVERY PROTESTS IN THE GREATER TZANEEN MUNICIPALITY

5.1. Introduction

Chapter four presented an overview of the GTM. It noted that the municipality has performed relatively well in terms of service delivery, particularly in areas such as electricity, water, housing, roads, economic infrastructure, recreation, and libraries.

Chapter five analyses the drivers of low incidences of service delivery protests in the GTM. The analysis is based on a qualitative case study design. Online semi-structured interview questionnaires were used with a view to answering the study's main research aim and questions. The study analysed drivers of low incidences of service delivery protests in the Greater Tzaneen Municipality.

The researcher used purposive sampling to select individuals to respond to the online research interview questionnaires to acquire appropriate and relevant data. Thematic analysis was used to analyse the data. This study used performance theory to understand the extent to which the GTM is providing services, and analysed citizens' responses to the service delivery satisfaction questions based on the expectancy disconfirmation theory.



5.2. Sample profile

The researcher classified the participants into three groups, as illustrated in Table 5.2.1 below.

Table 5. 1. Profile of the Greater Tzaneen Municipality respondents

CATEGORY	MALE	FEMALE	TOTAL NUMBER OF RESPONDENTS
Municipal employees	6	8	14
Municipal councillors	6	4	10
Community members	4	6	10
TOTAL	16	18	34

The profile of participants played an important role in this study because it ensured that a broad range of actors were interviewed. It also made the researcher benefit from the different perspectives of the different actors regarding service delivery. In this study, the profile of participants, namely, age, gender, academic qualifications, post-matric qualifications and marital status will be presented. Out of the 34 respondents in this study, 16 people who were interviewed were males, and 18 were females. The researcher considered gender with a high regard and 53% of the respondents were females.



Table 5.2 Age profile of participants

Age profile	18-24	25-34	35-44	45-54	55 and above
Municipal employees		2	4	6	2
Municipal councillors				7	3
Community members	3	3	3		1

Age range for the smallest number of participants was between 18 and 24 years. Majority of the respondents were between the age of 45 and 54 years. The advantage of the older participants was that the study appealed to their knowledge and experience. The age of participants in this study was important because it enabled the researcher to appeal to the level of maturity and experience of the respondents. With age, it is also easy to determine the age group that is most in need of services, as well as the type of services they need. However, in view of the need to get sentiments of a wide range of age groups, the study applied a mixed generation approach, whereby everyone who is 18 years and above, or eligible to vote, was considered.



Figure 5.1. Academic qualifications

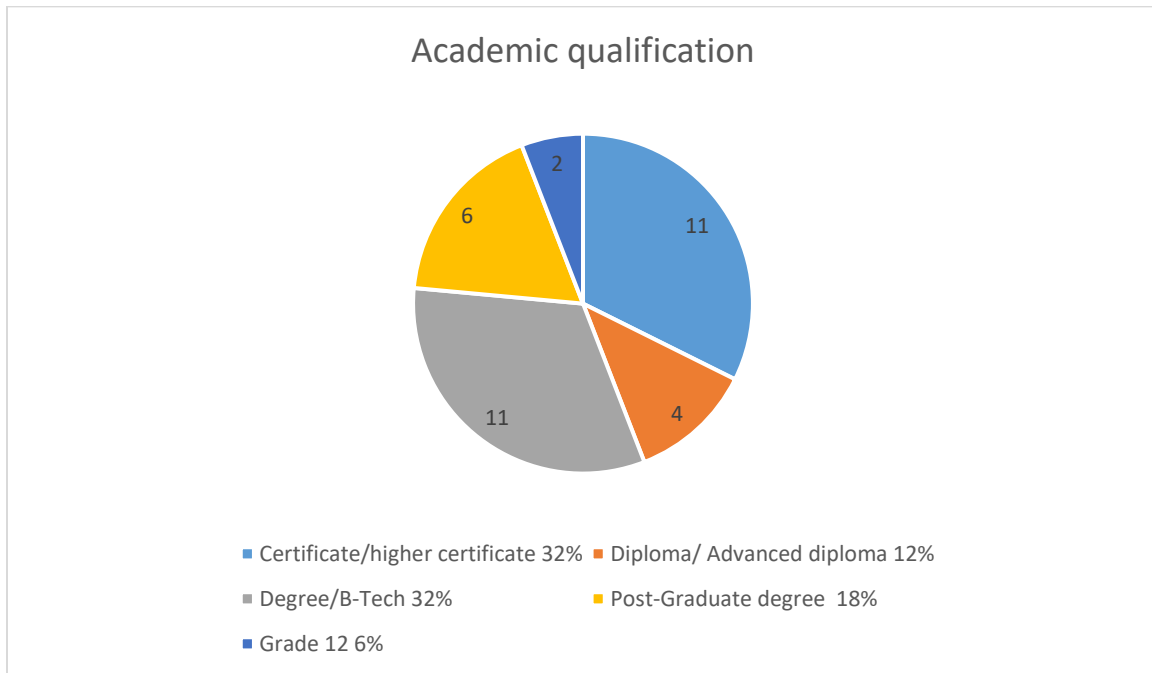


Figure 5.1 above presents the post-matric qualifications, which indicates that 32% of the respondents have a higher certificate qualification, 12% have a Diploma, 32% are in possession of a Degree or B-Tech, whilst 18% of the respondents have a post-graduate degree, and 6% only have a Grade 12 certificate. They do not have any post-matric qualification. Pie chart 5.2 clearly shows that the majority of the people in GTM have a tertiary qualification.

The profile of education in a research study serves a key role, as it provides the researcher with a high level of interpretation and knowledge regarding service delivery in the local government sphere between people of different levels of education.

Figure 5.1. Shows research participants with different academic qualifications. Research participants provided different information on service delivery in GTM based on their qualifications. A respondent with Grade 12 certificate will differ from a respondent who has a post-graduate degree, based on the level of understanding and knowledge.



5.3. Findings on perceptions of low incidences of service delivery protests

All the partakers in this study point out that service delivery refers to the provision of services such as water, electricity, waste collection and removal, storm and water drainage, road maintenance, housing as well as proper health care facilities and systems to the customers, who are the residents of GTM. This conceptualisation of service delivery by participants clearly indicated that they understood it to be mainly about the provision of services to users by municipalities.

Fifty eight percent of the respondents confirmed that protests over the delivery of services in communities is minimal in GTM, compared to other municipalities in the Republic of South Africa. These limited protests mainly occur during the election season, as political candidates and their supporters seek to gain votes. Both the GTM: IDP (2019) and Malele (2018) confirm that service delivery protests in GTM are minimal and only occur prior to general and local government elections, as political parties contesting seats in the municipal council seek to influence voters.

The outcomes of this study speak to the reasons of low incidences of service delivery protests in the GTM. Themes that were drawn from the findings are discussed below. These are effective public participation; pious implementation of the IDP process; accountability; transparency; effective performance management; effective application of the Batho Pele principles and the application of legislation and regulatory framework.

5.3.1 Effective Public Participation

The first reason for low service delivery protest identified is effective use of public participation in the GTM. All the participants had the same perceptions towards public participation in the Greater Tzaneen Municipality. They all indicated that councillors through ward committees consistently invited community members to meetings where they presented monthly ward reports as well as giving feedback from the Municipality.



This is in contrast to other municipalities, where ward meetings are not regularly held, such as Mbombela Local Municipality in Mpumalanga Province (Petunia & Selepe, 2020:8). Aphiri (2016:75) noted that in the “2015/16 financial year, Ephraim Mogale, Elias Motsoaledi, and Makhuduthamaga Municipalities in Sekhukhune District Municipality in Limpopo Province failed to hold meetings where communities can raise issues and difficulties to influence municipal decisions on service delivery matters”.

Interviewees further indicated that the municipality conducts talk shows wherein municipal plans such as municipal projects and the municipal budget, as well as municipal vacancies are shared with the community in all wards of the municipality. The Public Participation division and Communication services in GTM is responsible for organising talk shows in the Municipality.

Other forums, such as business forums, School Governing Bodies (SGBs), Community Policing Forums (CPFs), Health Forums, Community Faith Based (CFB), and Traditional authorities, as well as Non-Governmental Organisations (NGOs), are also organised by the Public Participation division and Communication services in GTM, where the public is invited for participation. Community forums as mentioned above, provide platforms for the community to contribute on the development projects. In this regard, community forums also allow disadvantaged individuals to have a voice in development initiatives. The main aim of community forums and other participation platforms is to enhance transparency and accountability and to create ownership of development initiatives.

Further, service delivery protests are normally higher among the poor and previously disadvantaged communities. GTM has a significant number of indigent households in the low-income areas, particularly because it has a large section that is rural. However due to the seemingly effective public participation, GTM has still experienced low incidences of service delivery protests.



According to Masiya, Davids and Mazenda (2019:28), “public participation is a process that enables the poor to exercise their voice through consultation or mobilisation designed to inform and to influence larger institutions and policies”. According to Shai (2017:58), public participation is mainly wherein municipal residents, civil society organisations, and government actors participate in policy-making. Raophala (2013:13) asserts that public participation is focused on the participation of beneficiaries, and not the government personnel. Public participation ensures that the public contributes to policy-making and co-own the service delivery process (Raophala, 2013:14). Community involvement in local government is the cornerstone of good governance and enhances citizen’s trust in government (Mathebula, 2018:569).

This is corroborated by Masiya, Davids and Mazenda (2019:30), who note that public participation contributes immensely towards the delivery of services in communities. It also strengthen the effectiveness of ethics and proficiency that inhibits corruption and misuse of political power and administrative authority. The authors further indicate that it does this by making sure that content, relevant and valid information is disseminated to the communities to enhance public knowledge of governance affairs municipalities and other state institutions. While Mathebula (2018:568) confirms that effective participation in municipal affairs makes it easy for community members to be involved and participate in service delivery processes. In such instances, communities are more likely to be happy with service delivery processes and less protests may be experienced.

In South Africa, involvement in policy-making processes is stipulated in section 19 of the supreme law which is the Constitution established in 1996, entitles every citizen to freedom of speech and expression and has right make political choices and to participate in the political processes. The respondents further indicated that effective public participation in the GTM is also influenced by the Municipal Structures Act. It calls upon municipalities to develop a culture of participatory governance. In that regard municipalities are expected to hearten municipal residents to partake in the local governance.



5.3.2 Pious implementation of the IDP process

The research participants also noted that the effective pursuit of the IDP process is another element that contributes towards the low incidence of protests in the Municipality. According to Makalela (2018:52) The IDP process is an “approach to planning that involves the entire municipality and its citizens in finding the best solutions to achieve good long-term development”. The GTM draft 2020/21 IDP (2020:11) notes that the IDP process is where municipal stakeholders and community forums gather to prepare the municipality’s strategic development plans for a five-year period.

The Local Government: Municipal Systems Act, No. 32 of 2000, with reference to chapter five, indicates that all municipalities have to produce an Integrated Development Plan (IDP). The GTM draft 2020/21 IDP (2020:17) asserts that the GTM IDP process has six phases, which are Planning, Analysis, Strategies, Projects, Integration, and Approval.

During the planning phase, a municipality has to design and establish its IDP Process Plan that links with the District IDP Framework. The Analysis phase ensures that the municipal plans to address the municipal service delivery challenges are established in order in order to enhance the level of development and infrastructure of the municipal area within its demarcated jurisdiction. This process is facilitated by analysing the needs of the community regarding the municipal services they require guided by quantitative and qualitative data that is available. In this phase, community members are invited through public participation forms to attend IDP review session in order to contribute their input. All arrangements for the development of the IDP should be put in place during this phase.

During the Strategy phase, the plans deliberated in the analysis phase that the municipality seeks to implement are evaluated and moderated to link with the vision and a mission for the municipality. During the Projects phase, the plans that were evaluated in the Strategy phase are now calculated for costing to allocate a budget for that will be delivered in communities to best implement the strategies developed during phase two.



These projects have to be recommended by accounting officer and approved by the municipal council during the integration phase for implementation. During this integration phase, all sector plans and programmes are developed, such as the Spatial Development Framework. During the Approval phase of the IDP, the draft IDP document is advertised for 21 days to ensure that all stakeholders and municipal residents are given the opportunity for public comment or to give inputs into the draft IDP document. Thereafter the IDP has to be adopted by council before the start of the new fiscal year.

Both males and females who are of the voting age, which is eighteen years and above, are invited by the Municipality during IDP participatory forums in all the wards in the Municipality. The Public participation and IDP division in GTM coordinates with ward councillors to arrange with municipal residents to convene community meetings where the municipality conducts public participation with community members, where municipal project will be discussed in order to be integrated into the municipal IDP.

The GTM draft 2020/21 IDP (2020:18) states that the municipality holds an IDP review annually, wherein the five year plan adopted and approved after each Local Government election is discussed annually within the electoral period. It is done annually to be able to implement the five-year plan with ease.

All the respondents indicated that the GTM involves municipal residents annually in IDP review sessions. This participatory process permits municipal residents the opportunity to contribute to improved service delivery within the Municipality. Such joint decision-making processes seem to contribute towards low incidences of service delivery protests. The involvement of residents and other stakeholders means that service delivery processes as well as selected IDP projects are according to the expectations of the citizens.



According to Mathebula, Nkuna and Sebola (2016:72), the IDP is used as a mechanism for public participation and it improves responsiveness to the needs of the community; it also enhances rational decision-making. Similarly Eglin and Ngamlana (2015:35) argue that it contributes towards accountability, transparency, and ultimately quality service delivery. Where there are challenges, participatory mechanisms such as the IDP enable needs focused services provision. Such mechanisms also make those responsible for implementation of service delivery activities more accountable, thereby increasing satisfaction of communities. In fact, with specific reference to the IDP, Mathebula (2016) asserts that it is regarded as an instrument which facilitates and enforces infrastructure and economic development with which to fast-track municipal basic services to communities.

The GTM has been conscientious in the implementation of its IDP projects, largely to the satisfaction of its citizens. The GTM draft 2020/21 IDP (2020:280) notes that the municipality has done much since 2016, as the current municipal council was elected in 2016 during the Local Government elections. The GTM has managed to ensure that 1015 low-cost houses will be built, of which 864 have been completed, whilst 151 houses will be completed in the 2020/21 financial year.

During the GTM SOMA in July 2019 the Mayor (Maripe Mangena) stated the GTM had constructed and maintained five local stadiums, namely in Julesburg, Burgersdorp, Lenyenye, Nkowankowa and Runnymede (GTM 2019/20 IDP, 2019; 15). The municipality partnered with the Limpopo Department of Sport, Arts and Culture, and other stakeholders like The Rand Water Foundation.

Empirical studies conducted by Mathebula (2016), Reddy (2016) and Ndevu and Muller (2018) point out that strengthening service delivery provision in municipalities is pivotal. The IDP process promotes efficient and effective planning to deliver services such as electricity, road infrastructure, water and sanitation, as well as making sure that health care facilities provides the community with quality services.



There is therefore a link between effective implementation of the IDP process and low incidences of protests in the GTM. As indicated above, the IDP strengthens the performance and policy implementation of municipalities to ensure service provision to the community, which in turn increases citizen satisfaction and minimises service delivery protests.

5.3.3 Accountability

All the 34 participants indicated that GTM has been and still is committed to serving people. The participants indicated that the Municipality is accountable through giving feedback on service delivery matters to the community members through various platforms, such as the IDP forums, mayoral imbizo's and monthly ward committee meetings, where municipal councillors and officials engage with the community members and the municipal stakeholders.

In these platforms, the Municipality provides the residents with information pertaining to service delivery, financial management, human resources, infrastructure management and other programmes that contribute to enhancing service delivery in communities

Accountability is an essential to service delivery. Section 195(1) (f) obliges the state and public officials to be accountable to society because they represent them. According to Zhu (2015:51), "accountability is about calling and holding institutions and officials to account in undertaking their functions or duties. Accountability can also be analysed from the perspectives of who is accountable, to whom, for what, and how. Accountability helps to ensure that municipal officials and councillors exercise their authority in a way that respects the law and is consistent with Local Government values on stewardship".

According to Koenane and Mangena (2017:67), accountability is pivotal in promoting ethics and good governance to ensure services delivery by government in communities, which will ensure that these services are delivered to communities and contribute towards the minimisation of service delivery protests.



Larsen (2016:15) argues that the need for citizen satisfaction ensures that politicians and officials account to the public through public participation platforms, which strengthens service delivery in communities, resulting in low incidences of service delivery protests. This is confirmed by Koenane and Mangena (2017:68), who state that the principle of accountability promotes good governance. The authors note that accountability is enhanced through the holding of public participation forums and mayoral imbizo's.

In this regard, councillors and senior municipal officials tasked to provide services hold various meetings with stakeholders and communities to give feedback on service delivery. This mechanism of accountability enhances performance of the municipality and enhances service delivery satisfaction. During the GTM 2016 SOMA, the then Mayor (Dikeledi Mmetle) indicated that the Municipality had excelled in strengthening the performance and ethics strategy in order for municipal employees and councillors to account for their various responsibilities.

With regards to the troublesome issue of tendering, the GTM: IDP (2019:10) states that the municipality “undertakes all of its procurement and tendering in accordance with a system which is fair, equitable, transparent, competitive and cost-effective”. Further, the GTM also has a Consequence Management Policy, which is geared towards dealing with acts of financial misconduct. In this regard, councillors and officials who wilfully commit acts of financial misconduct are held accountable and bear the consequences.

Reddy (2016) confirms that accountability in the local government sphere make sure that public officials execute their responsibilities appropriately and in line with ethical norms and standards. Sikhakane and Reddy (2016) further assert in order for accountability to be realised, the set goals, objectives, service standards and sound management practices need to be implemented which will make sure that are provided. The GTM seems to be effectively pursuing this to the satisfaction of citizens.



However, few municipal officials who responded, indicated that the municipal senior management, including the municipal council, have not been adequately accountable to the public. They noted that the municipality got qualified audit opinions in 2016/17, 2017/18 and 2018/19, and neither any senior municipal official nor the municipal council have accounted to the public on the reasons why the Municipality obtained qualified audit opinions.

5.3.4. Transparency

All the participants indicated that the GTM promoted transparency through publishing its annual financial statements and annual IDP reviews. The Municipality also provides information on the status of its services through its website, as well as the weekly bulletin of the Municipality, which the public has access to. Furthermore, four of the ten councillors who were sampled indicated that the GTM annual SOMA shared all the information of the Municipality with the public.

The 2019 GTM SOMA highlighted that the Municipality operates its administration through a transparent system which publishes all decisions taken by the council (GTM 2019/20 IDP, 2019:5). Furthermore, all municipally advertised posts and tenders are also published on the municipal website as well as in the media, such as newspapers.

The GTM: IDP (2019:11) states that the GTM adheres to the Promotion of Access to Information Act (PAIA, No. 2 of 2002), which advocates the right of everyone to have access to any information held by the Municipality and other state organs in South Africa. In this regard, citizens and other stakeholders of the municipality easily obtain the information regarding service delivery.

According to Musa, Bebic and Durman (2015:420), transparency in local government means data held about municipal activities is available to the public. For Jacko and Valkulenko (2017:7), transparency is making municipal information public in order for the citizens to be informed about the plans, progress and challenges around service delivery.



Transparency is important for minimising service delivery protests because it permits the public to contribute to policy-making processes and infrastructure planning to deliver service in communities. Transparency also permits people to determine the quality of service delivery, and encourages municipal officials to satisfy the citizens by implementing policies that will enable municipal basic services to be provided in communities. A transparent municipality publishes information related to its activities.

Musa, Bebic and Durman (2015) argue that municipalities should adopt a transparent system in order for citizens to have trust in their activities. Therefore, pursuit of transparency in the GTM build trust, combats corruption, mismanagement and other criminal activities in the Municipality. In the process this contributes towards both effective municipal performance and service delivery satisfaction. Community member's responses confirmed satisfaction with the openness and transparency in the GTM. Thus majority of municipal residents are happy with the truthful and current information about the services that the Municipality provides. This seems to be contributing towards low incidences of service delivery.

According to Davoudpour and Rezapour (2016:131), "transparency is an important indicator of satisfaction between government and citizens". A transparent government increases citizen trust and satisfaction towards the work of government. Satisfaction serves an important role in mediating the relationship between municipalities and citizens.

The level of transparency in GTM has helped citizens to become more familiar with the Municipality and this has brought them closer together and created an understanding of the mandate of the Municipality in service delivery.

5.3.5. Effective performance management

Performance management is a means of measuring progress of institutions and employees towards their performance targets, and hence to monitor and evaluate the performance agreement of employees, and the strategic plan and policy frameworks in an institution (Kariuki & Reddy, 2019:98).



Clive (2016:32) further describes performance measurement as a “process by which an organisation monitors important aspects of its programs, systems and care processes. Data is collected in order to gain an understanding of whether the organisation’s processes are working and to determine whether that information is being used to drive the organisation’s decisions over time”.

The GTM have various ways in which performance management is conducted. According to the GTM IDP 2020/21 (2020:329) “the Key Performance Areas (KPA) and Key Performance Indicators (KPI) of the municipal manager and heads of departments are aligned to their departmental IDPs”. The employment contract of the accounting officer and heads of departments can be ended should they not accomplish their set objectives.

The GTM IDP 2020/21 (2020:329) notes that the “Performance Management System, Key Performance Areas (KPA) and Key Performance Indicators (KPI) of managers and junior employees are required to submit their report on their performance on a quarterly basis”. The performance agreement of managers and junior employees should be aligned to the KPA and KPI of the accounting officer and directors which are aligned to the IDP.

Sections 56 and 57 of the Municipal Systems Act, No.32 of 2000 require that “performance agreements be completed when an incumbent is appointed as the municipal manager, or a director directly accountable to the municipal manager”. The Act states that performance agreements should stipulate the performance objectives and targets that have to be achieved by appointees.

The Constitution of South Africa (1996) is one of the founding legal prescripts wherein Performance Management System (PMS) emanates from. Section 195 seeks to install professionalism and basic principles in the public service. The Constitution advances effective performance of administrative functions.



Further, chapter 6 of the Local Government: Municipal System Act: No. 32 of 2000, stipulates that the “Performance Management System requires municipalities to identify priorities and objectives, and set performance indicators, targets and development strategies. For these reasons, performance management is a tool that assists municipalities to continuously monitor performance and evaluate it in order to be effective”.

According to Kariuki and Reddy (2019:106), “Citizens and other stakeholders utilising municipal services are becoming increasingly interested in determining how well municipalities are executing their functions. The objective is to transit from basic fiscal commentary towards an all-inclusive reporting on organizational performance and development”. The author’s further note that performance management is very important in determining whether programmes and projects of institutions are effectively implemented.

Magoro (2015:700) suggest that in order for municipalities to deal with the service delivery backlogs, they must implement systems that will ensure that municipal services are delivered in communities. Magoro (2015:701) further notes that the “primary objectives of PMS is to correct performance inefficiencies, align individual goals to organisational goals, monitor and measure performance, create accountability and transparency, and manage resources”.

Manyaka and Sebola (2015:681) affirm that “municipalities in South Africa has adopted PMS as a tool to accomplish effective service delivery”. A well-organised delivery of municipal services in communities can only be realised when all stakeholders and policy implementers in the municipality are committed in implementing municipal policies and achieving the maximum criteria of performance as required by municipal residents.



Greater Tzaneen Municipality, as enshrined in the Local Government: MSA 00 (No. 32 of 2000), has entered into a performance agreement with all the municipal employees in order to monitor and evaluate their performance. In line with the Local Government: MSA 00 (No. 32 of 2000), 5 of the 14 employee respondents pointed out that the GTM set standards for the treatment of the public by drafting the municipal codes of conduct and performance standards, which enhances the performance of the Municipality and monitors the conduct of councillors and employees.

Further, councillor respondents indicated that, despite the councillors not being assessed by the Municipality, the Local Government: MSA (No.32 of 2000) and Local Government: MSA 98 (No.117 of 1998) require them to convene quarterly special sittings, where all councillors report the performance of the wards, clusters and portfolios allocated to them during that meeting of the council.

The respondents also indicated that the GTM PMS Committee is tasked to evaluate performance of individuals on a quarterly basis, and annually, and organisational levels monthly. The Committee also audits all performance reports of individuals that are submitted on a quarterly basis to analyse and prepare reports on improvement of performance of employees. The Committee also shortlists employees who qualify for a performance bonus based on their individual performance during the course of the financial year.

The respondents indicated that performance management plays a pivotal role in service delivery. The performance of the employees and councillors in the GTM has promoted effective service delivery. Kariuki and Reddy (2019:107) indicate that performance management provides a working tool to manage the expectations of the citizens. According to Clive (2016:47), performance management and customer satisfaction play a key role in local government, because it improves municipal accountability and responsiveness. Clive (2016:48) further asserts that effective performance management contributes towards efficient service delivery, which leads to the satisfaction of the citizens.



However, a few respondents indicated that GTM is confronted with numerous challenges in the implementation of PMS, which is caused by a huge number of vacant posts which need to be filled in order to implement the KPI aligned to the IDP.

5.3.6. Effective application of the Batho Pele principles

According to Motubatse, Ngwakwe and Sebola (2017) and Mboweni (2013:6), “Batho Pele is a Northern Sotho translation for ‘People First’. It is an initiative to get public servants to be service-oriented, to strive for excellence in service delivery and to commit to continuous service delivery improvement”. This approach should capacitate municipal officials to be service-oriented, strive for success and commit to continuous service delivery improvement. The Batho Pele principles are Consultation, Service standards, Access, Information, Courtesy, Value for money, Redress, and Openness and transparency.

According to Mboweni (2013:20) “Batho Pele principles can be seen as a method which places the people first. Batho Pele is an initiative to get municipal officials to be service-orientated, to strive for excellence in service delivery and to commit to continuous service delivery improvement. Batho Pele principles increases the level of proficiency and allows the energy and commitment of municipal employees to focus on more customer-focused ways of providing services”.

All the partakers indicated that effective application of the Batho Pele Principles is among other reasons that contribute to low incidences of service delivery protests in GTM. The partakers in this study indicated that, without effective implementation of the Batho Pele Principles, service delivery will be very slow which can contribute municipal service delivery protests to rise. The Municipality implements the consultation and openness and transparency principle through IDP forums and Ward meetings, wherein the municipal leadership consults with various stakeholders in the Municipality to improve service delivery.



The Municipality implements the service standards principle through the IDP, which is a five-year plan that details the projects that the municipality will implement over the 5-year period to enable the delivery of municipal basic services in communities.

In order to ensure the Value for Money principle, an official in the GTM indicated that the municipal accounts were audited. In this regard, the office of the AGSA serves as a mechanism for value-for-money enshrined in the Batho Pele principles.

The AGSA presented a municipal audit report in July 2020 for the 2018/19 financial year. The AG indicated that despite a poorly managed asset register being one of the main reasons for the qualification in both the 2017/18 and 2018/19 financial years, GTM has produced financial statements and performance reports. The AG revealed that GTM has improved in these areas compared to the 2017/18 financial year. Accurate financial statements and performance reports are vital to instil accountability and transparency in government.

The AG highlighted that the GTM need to improve its asset register in order to achieve an unqualified audit report. The municipal leadership needs to improve the 2017/18 and 2018/19 financial year audit findings. During the SOMA in 2019, the mayor (Maripe Mangena) indicated that in order to arrest and reverse this audit outcome of qualified audit reports that GTM obtained, the Municipality developed an Audit Action Plan which has since been approved by the Council of the Municipality.

The Audit Action Plan is expected to resolve all the adverse findings by the AG. The Audit Steering Committee, sits bi-weekly to implement the recommendations of the AG in order to improve the Municipality's audit outcome.



5.3.7. Application of legislations and regulatory framework

The researcher noted that the participants argued that the legislations in local government is significant in ensuring that basic services are delivered in the communities. Among the community members, the majority noted that Chapter 2 of the Constitution of South Africa (1996) is the Bill of Rights, and provides for the progressive realisation of all human rights, including access to basic services. Fourteen municipal officials, 10 municipal councillors and 4 community members, noted the legislations that initiated the creation of municipalities in South Africa.

White paper on transforming public service delivery

The aim of the White Paper on Transforming Public Service Delivery, 1997 is to strengthen proficiency and ethics that will contribute in public servants realising the developmental mandate of executing their duties successfully, which will ease the process of ensuring that service delivery is achieved in communities. The White Paper on Transforming Public Service Delivery enacted in 1997, identified municipalities such as GTM as the sector that contributes to the strengthening of service delivery in communities through municipal projects such as water supply and the installation of electricity.

Mboweni (2013:40) spells out that the “formulation, implementation and monitoring of service delivery plans should be carried out in close consultation with unions and staff, and especially with service users”. The Department of Public Service and Administration (DPSA) cannot be isolated with regard to the participation in municipalities as is mainly responsible in ensuring that norms and standards are adhered to in all state institution.

The White Paper on Transforming Public Service Delivery, 1997 in GTM has contributed immensely in strengthening public participation in GTM. It has enhanced ethics and made it possible for the GTM residents, stakeholders and other forums (Business, SGBs, CPFs, CFBs and traditional authorities) to assist in the provision of services through community-based initiatives in the GTM by exercising the community's right to fairness, reasonableness and transparency.



Masuku and Jili (2019:2) state that an “integrated approach to public service delivery demands that local municipalities, together with relevant stakeholders, integrate processes and services to ensure effective and efficient service delivery”. The White Paper introduced the eight principles traditionally known as Batho Pele, which means ‘people first’. These principles strengthen the public sector, including the local government sphere, in promoting efficiency, effectiveness and proficiency (White Paper on Transforming Public Service Delivery, 1997:57).

The Constitution of the Republic of South Africa, 1996

According to Section 152 (1) of the Constitution of South Africa, 1996 (1996:87), emphasises the strategic importance of the local government sphere providing services to the communities through the objectives of local government, by enforcing ethics and designing municipal policies and legislation that will enhance a democratic and accountable government for local communities. Section 153 (a) of the Constitution “stipulates that a municipality should structure and manage its administration, budgeting and planning processes to prioritise community needs, and promote the social and economic development of that community”.

The respondents noted that the Constitution of South Africa, 1996, has ensured that basic service in GTM is delivered to local communities, as Section 152 of the Constitution of the Republic of South Africa, 1996, ensures the provision of services to communities in a sustainable manner. For Malele (2018:27), the main role of the local government sphere is to serve communities by rendering basic services like water and electricity.

The Local Government: Municipal Systems Act, (No. 32 of 2000)

The Municipal Systems Act, (No.32 of 2000) provides core principles, mechanisms and processes required for municipalities to improve service delivery. Section 4 of the Municipal Systems Act, (No. 32 of 2000) explain the duties of municipal council and calls upon them to provide democratic and accountable government.



According to Shai (2017:89), the “notion that government leadership should be accountable to the electorate for their action or inaction has long been accepted as a principle of democratic government”. The author further indicates that municipalities must hold the accounting officer accountable, as the executive authority are vested in him or her for the overall performance of the administration.

Mboweni (2013:35) indicates that municipal residents must be made aware of the processes and procedures used to provide services. The Municipal Systems Act (2000), Sections 73 (1) and (2) emphasise that municipalities “must ensure that all members of the local community have access to at least the minimum level of basic municipal services”.

The Act plays a vital role in minimising service delivery protests, as it permits municipalities to design their own IDPs, which will outline strategic plans that contribute to providing municipal services such as water and electricity to municipal residents. According to Mathebula (2016), required strategic interventions and service delivery are spelt out in the IDP.

The Local Government: Municipal Structures Act (No. 117 of 1998)

The Act aims to provide guidelines on the establishment of municipalities. The Act also provide guidelines on the categories and grading of municipalities. The categorising and grading of municipalities makes them provide different functions within the local government sphere.

The respondents note that the Local Government: Municipal Structures Act, No. 117 of 1998 is pivotal in GTM, because it provides GTM the powers to deliver basic services in communities, which enhances service delivery. The respondents further indicated that this Act has graded the GTM as a category B municipality, which provides for basic services. People rely on these services on a daily basis. According to Aphiri (2016:18), asserts that ward committees should be supported in order to perform their task and to assist ward councillors to promote effective service delivery.



In terms of Sections 8 to 10 of the Municipal Structures Act, 117 of 1998, the “law provides for the establishment of three categories of municipalities in South Africa, namely Category A, Category B, and Category C”. The Act determines the types of municipalities that may be established within each category; spells out functions and powers between categories of municipalities; regulates the internal systems, structures and office-bearers of municipalities; and provides for appropriate electoral systems.

The Local Government: Municipal Finance Management Act (No. 56 of 2003)

The Local Government: MFMA (No.56 of 2003) was introduced with the aim of managing the municipal finances in an effective and efficient manner. The establishment of this Act assists in the basic services being delivered in municipalities. This Act administers the finances of local government to minimise financial irregularities in terms of expenditure, therefore in this regard, it ensures that distribution of services is implemented.

According to Mboweni (2013:35), postulates the “Local Government: MFMA (No.56 of 2003) also ensures that officials entrusted with the management of municipal finances and supply chain undertake their responsibilities in a responsible, transparent, ethical and professional manner”. The author further indicates that the “MFMA aims to modernise budget, accounting and financial management practices by placing local government finances on a sustainable footing, in order to maximise the capacity of municipalities to deliver services to communities”.

The respondents indicated that the establishment of the MFMA contributed immensely in GTM in enhancing service delivery. The MFMA, including other municipal legislations that influences the delivery of municipal services in communities is realised, has paved the way for the legal framework to be presented in ensuring that the communication strategy between the leadership and the community members in GTM is enhanced.



The respondents further indicated that municipal leaders in GTM seeks to listen to the voices of the ordinary citizens in order for the municipal leadership and municipal residence to reach consensus over policy making and implementing processes. The legal framework such as MFMA entails the municipal leadership to be accountable for any wrong doing in managing the public purse.

The budget committee plays a vital role in reviewing and approving the departmental budgets that are submitted by directors of departments in the Municipality. The establishment of the budget committee and audit steering committee has contributed immensely in service delivery, such as electricity supply and road infrastructure, which has led to the municipality having low incidences of service delivery protests.

Shai (2016:90) asserts that the “Local Government: MFMA (No.56 of 2003) allows the community to submit representations for the annual municipal budget after it has been tabled”. The executive Mayor, is required to answer to these submissions. The author further indicates that the onset of democracy enabled citizens’ rights to choose their preferred representatives, and to freely participate in decision-making process.

5.4. Challenges facing Greater Tzaneen Municipality

Despite the GTM experiencing low incidences of service delivery protests, the Municipality also has service delivery challenges in other areas which, if not addressed, might trigger service delivery protests in future. Findings revealed that the GTM received qualified audit opinion for the financial years of 2016/17, 2017/18 and 2018/19.

In terms of section 122 (1) of the Municipal Finance Management Act, No. 56 of 2003, “every municipality and every municipal entity must, for each financial year, prepare annual financial statements which fairly present the state of affairs of the municipality or entity, its performance against its budget, its management of revenue, expenditure, assets and liabilities, its business activities, its financial results, and its financial position as at the end of the financial year and disclose the information required in terms of sections 123, 124 and 125”.



Financial statements fairly present the financial position, financial performance and cash flows of an organisation. Further, management is expected to develop and implement policies and procedures on formulation of performance targets to ensure that performance targets are included in the Service Delivery Budget Implementation Plan (GTM 2019/20 IDP, 2019:166).

Audit outcomes for the GTM have been adverse for the past three financial years (2016/17, 2017/18 and 2018/19). In order to improve audit outcomes, the municipality need to develop an audit action plan which will enable the municipality to strengthen the in-house credit control section of the revenue division in order to address all the adverse findings by the Auditor General. The researcher noted that non-implementation of an audit-action plan is causing a serious problem in the Municipality by obtaining a qualified audit opinion. Further, the GTM management must ensure that invoices with correct dates are accounted for in the year in which the expenditure was incurred. In addition, management should develop and implement policies and procedures on formulation of performance targets to ensure that performance targets are included in the Service Delivery Budget Implementation Plan.

Further, the AGSA has noted that the projects aimed at the refurbishment of the electricity network and the expected output from these could not be achieved as expected in the 2018/19 financial year, since the funds were received only in April 2019. The delays of disbursement in GTM was caused by management who submitted service delivery target plans to National Treasury late after the commencement of the 2018/19 financial year. National Treasury took time to cost the budget for the refurbishment of the electricity network and only disbursed in April 2019 towards the end of the 2018/19 financial year. The funds to refurbish electricity network should have been dispersed at the beginning of the 2018/19 financial year in July 2018. In order to improve the disbursement of funds, Internal Audit monthly reports on the non-compliance with performance reporting on the SDBIP should be presented to Management. The municipality should also appoint the risk management unit to investigate the variations on Municipal Infrastructure Grant (MIG) expenditures.



Furthermore, although the Electrical Engineering Department (EED) managed to appoint service providers, not all projects could be finalised, especially where items ordered had a long lead time, e.g. transformers. In order to expedite orders of important capital items such as transformers, in the Electrical Engineering Department, the GTM must appoint a panel of contractors for a term of three years which will ensure that projects are implemented and completed in agreed time.

The appointment of long term contractors in GTM will shorten the turnaround time for the delivery of orders. The timelines of completing the project is agreed upon and signed for in the contract or Service Level Agreement (SLA) between the client and the municipality. Without long term appointed contractors, the Supply Chain Management (SCM) processes will have to be adhered to everytime there is a need for building material or construction in GTM, which will take time for SCM unit to advertise a tender, evaluate the bidders and subsequently award the successful bidder. Therefore with term contractors, the SCM processes are once off until the end of the project.

According to the GTM IDP 2020/2021 (2020:152), the municipality continue to experience challenges with credit control and the management of expenditure. The control of credit is of utmost important in order to curb outstanding debt of the municipality. Poor credit control is amongst other reasons that seem to contribute to GTM obtaining qualified audit opinion. The GTM IDP 2020/2021 (2020:164) indicate that the Chief Financial Officer directorate has 84 approved positions and 54 of the positions are currently filled. The 30 vacant posts create a problem in the day to day administration regarding the financial management of the municipality.

The GTM IDP 2020/2021 (2020:165) further indicates that of the 30 positions that are still vacant, about 13 of the vacancies are within the credit control and expenditure division. Amongst municipal employees that were selected to participate in this study, seven of them also mentioned that poor credit control in GTM is caused by lack of personnel in the municipality within credit and expenditure division.



The capacity of the in-house Credit control section of the Revenue Division should be strengthened to be able to address credit control challenges. Management oversight also needs to be improved which will monitor and evaluate the progress and performance of the municipality with regard to credit control and subsequently the employees tasked implement the credit control policy in GTM.

According to Pauw, Van der Linde, Fourie, and Visser (2017:166), “the lack of controls to address the issues raised by auditors means that after each audit, internal auditors failed to perform one of their crucial responsibilities of conducting reviews in identified areas of weakness to turn the situation around”. The Audit Committee, as a governance structure, has a critical responsibility of ensuring that management accounts in order and up to date (Pauw et al., 2017:167).

The Municipality last obtained an unqualified audit opinion in the 2015/16 financial year. The audit outcomes are a serious cause for concern because they affect basic service delivery. In order to improve audit findings to a clean audit, the Municipality requires a solid financial management unit characterised by good governance, ethical conduct and adherence to Batho Pele principles, and all legislation and municipal by-laws. The Municipality needs also to strengthen and capacitate its audit steering committee which plays a pivotal role in the performance of the Municipality. The Municipality must develop a clean audit strategy that will address the municipal backlogs with regard to the Municipality’s 2018/19 financial year audit findings.

Furthermore, the issue of the vacant and acting posts has also affected the performance of management in the Municipality, which has led to obtaining a qualified audit opinion for 3 consecutive financial years. During the GTM SOMA in July 2019, the Mayor (Maripe Mangena) indicated that the Municipality had filled the critical senior vacant posts such as Chief Financial Officer and the Director for community services.



The Mayor also indicated that the appointment of Chief Financial Officer and the Director for community services has yielded results in the performance of the municipal administration and financial management. The mayor further indicated that there still more junior and middle management vacant posts that needed to be advertised and filled which will contribute to enhancing the delivery of basic services in communities. The 2020/21 GTM IDP (2020:164) indicates that during the 2018/19 financial year, the municipality approved 182 positions and filled 73 positions.

In order to address vacant posts in the municipality, the municipality must fund vacant posts especially posts that contributes in enhancing service delivery in communities. Filling up vacant post in the municipality will assist in capacity in the institution which will enable the management of the municipality to achieve its set targets in the IDP.

However, 4 community members and 2 councillors indicated that maladministration and incapacity of personnel have also contributed to the Municipality obtaining qualified audit opinions in the 2016/17, 2017/18 and 2018/19 financial years. The ineffectiveness of the leadership and officials of the municipality weakens municipal governance and has contributed to qualified audit opinions for three consecutive financial years of 2016/17, 2017/18 and 2018/19.

The municipal management seem not to have taken sufficient sound steps to inhibit qualified audit opinion, unauthorised, irregular or fruitless and wasteful expenditure. This failure is characterised by continued poor financial management, disregard for the supply-chain framework, and a lack of accountability and good stewardship of taxpayers' money. Motubatse, Ngwakwe and Sebola (2017:98) asserts that leadership and governance are influential in the attainment of clean audits. In the same light, Mantzaris (2014:92) comments that "lack of implementation in terms of efficient, effective and honest financial management in municipalities is the result of a lack of capacity, skills and accountability by leadership".



The municipality does not have a unit responsible for evaluating and monitoring progress of policy implementation and the reviewing of policies. The Municipality must establish a Research and Policy division that will specifically review policies of the Municipality, and analyse national policies and legislation to specifically ensure the challenges and mandate of the Municipality is aligned with them. The Research and Policy division will also evaluate the progress of policy implementation of various programmes within the Municipality, which will assist in the provision of municipal services, and to ensure that the Municipality performs its duties in a successful and ethical manner.

5.5. Conclusion

The study reveals that effective public participation, IDP participatory process, electrification, accountability, transparency, effective performance management, effective application of Batho Pele principles and the diligent application of legislation enhance service delivery in communities and has contributed to low levels of service delivery protests. Minimal service delivery protests in GTM have only occurred prior to general and local government elections such as in 2011 and 2016, as political parties contesting seats in the municipal council sought to influence voters. The study also established that challenges exist in the GTM, which if not addressed might cause a spike in service delivery protests in the near future. Such challenges include delays in providing some of the expected basic services as well as financial and human resource limitations.



CHAPTER SIX

SUMMARY, RECOMMENDATIONS AND CONCLUSION

6.1. Introduction

This chapter presents the summary of the preceding chapters. The chapter also makes recommendations based on the findings, as discussed in the previous chapter.

6.2. Chapter summary

Chapter one provided a detailed outline of the study through the introduction, orientation, problem statement, research objectives, and the methodology of the research. The chapter further discussed the ethical considerations, the limitations, and the significance of the study. The chapter noted that a plethora of other studies have focused more on the high incidences of protests in South African municipalities. Fewer studies have investigated reasons behind low incidences of service delivery protests in municipalities such as the GTM. In this regard, this study investigated the reasons behind low incidences of service delivery protests in the Greater Tzaneen Municipality.

Chapter two presented service delivery within the context of the public administration perspective as perceived and discussed by different researchers. It distinguished both the phenomenon of Public Administration as an academic discipline, and public administration as a practice. The chapter revealed that public administration over the past years has also contributed to strengthening public policy in local government to enable effective service delivery. The chapter also conceptualised service delivery as a function of public administration that entails the distribution of basic resources which people depend.



Chapter three in this research study presented the legislative framework that influences municipal service delivery. The legislative framework presented in this study also provide the legal parameters and expectations within which the GTM delivers services. These include the White paper on Transforming Public Service, Constitution of the Republic of South Africa (1996); Local Government: Municipal Systems Act (No.32 of 2000) and Local Government: Municipal Finance Management Act (No.56 of 2003) as well as the Public Administration Management Act (No. 11 of 2014).

Chapter four gave an overview of the case study of Greater Tzaneen Municipality. This included its demographic profile; economic activities; organogram; and the vision, mission and strategic plan of the Municipality. This gave the context within which the GTM is delivering services. It noted that the Constitution of the RSA (1996) with reference to Section 152 (1) prescribes five objectives of municipalities; to deliver sustainable services to the communities, to enhance socio-economic development, strengthen community participation, and to enforce accountable and democratic systems. The local government sector is tasked with the responsibility to strengthen the development of communities that will enable municipalities to attract economic development through effective facilitation of service delivery.

Chapter five provided the study findings. Analysis of the research findings established that service delivery protests were very low in the GTM, limited to election years when political parties attempted to sway the voters. The research findings reveal that low incidences of service delivery protests in the GTM are a result of the municipality's effective implementation of effective public participation, IDP participatory process, electrification, accountability, transparency, effective performance management, effective application of Batho Pele principles and the diligent application of legislation governing municipal service delivery.



6.3 Summary of findings

The findings of this chapter were presented in the form of themes as follows;

6.3.1. Effective Public Participation

Participants argued that low incidences of service delivery protests can be ascribed to effective public participation in GTM. Municipal councillors, through ward committees, invite community members to meetings where they present monthly ward reports as well as giving feedback from the Municipality. The Municipality also conducts talk shows whereby municipal plans such as municipal projects and the municipal budget as well as municipal vacancies are shared with the community and other local bodies such as Business forums, School Governing Bodies (SGBs), and Community Policing Forums (CPFs).

6.3.2. IDP participatory process

The GTM involves municipal residents annually in IDP review process plan sessions as mandated by the Municipal Systems Act, No 2 of 2000. Both males and females who are of the voting age, which is eighteen years and above, are invited by the municipality during IDP participatory forums in all the wards in the Municipality to share and contribute their suggestions or views on programmes and projects that the municipality seeks to implement. Municipal residents during the IDP review process plan sessions play important roles in analysing the plans and targets of the municipality which will ensure delivery of municipal services.

The 2020/21 GTM IDP (2020:11) defines the IDP process as a “process through which municipalities prepare strategic development plans for a five year period. In order to ensure certain minimum quality standards of the IDP process, municipalities need to prepare IDP review process plans and formulate budget to implement the IDP”.



The IDP process is recognised as a means of improving responsive service delivery for local citizens in local municipalities through creating a shared vision (Mathebula, 2018). The IDP process is meant to arrive at development priority decisions in a consultative, systematic and strategic manner (Municipal Systems Act, No. 32 of 2000).

6.3.3. Accountability

The study established that the GTM is committed to being accountable to the communities that it serves. The Municipality promotes accountability through giving feedback on service delivery matters to the community members through various platforms such as the IDP forums, mayoral imbizo's, and monthly ward committee meetings, where municipal councillors and officials engage with the community members and the municipal stakeholders. This mechanism of accountability enhances the performance of the municipality and at the same time enhances satisfaction with service delivery.

6.3.4. Transparency

Transparency in the GTM has contributed to low incidences of service delivery protests. The municipality promotes transparency through publishing its annual financial statements and annual IDP reviews. The Municipality also provides information on the status of its services through its website, as well as the weekly bulletin of the Municipality, which the public has access to. In addition, the GTM annual SOMA is another platform to strengthen transparency, by sharing the municipal information with municipal residents.

6.3.5. Effective Performance Management

Performance management is a mechanism used to measure the progress of institutions and employees towards their performance targets. Sections 56 and 57 of the Municipal Systems Act, No.32 of 2000, "requires that performance agreements be completed when an incumbent is appointed as the municipal manager, or a director directly accountable to the municipal manager. Greater Tzaneen Municipality, has entered into a performance agreement with all the municipal employees in order to monitor and evaluate their performance".



In line with the Local Government: MSA 00 (No. 32 of 2000), 5 of the 14 employee respondents pointed out that the GTM set standards for the treatment of the public by drafting the municipal codes of conduct and performance standards, which enhances the performance of the Municipality and monitors the conduct of councillors and employees.

6.3.6. Effective application of Batho Pele Principles

The effective application of the Batho Pele Principles plays a pivotal role in contributing towards low incidences of service delivery protests in GTM. The municipality implements the service standards principle through the IDP. It has also framed an Audit Action Plan approved in the 2019/20 financial year. The Audit Action Plan seeks to enhance transparency and value for money in GTM.

6.3.7. Application of legislation and regulatory framework

The GTM diligently adheres to most legislative provisions governing the operations of municipalities and municipal service delivery. The key legislations in local government are fundamental in ensuring the provision of service delivery in the communities is effectively and efficiently implemented. Chapter two of the Constitution of the South Africa (1996; Bill of Rights), provides for the progressive realisation of all human rights, including access to basic services.

Legislation initiated the creation of municipalities in South Africa. Such legislation includes the White Paper on transforming public service delivery; the Local Government: Municipal Structures Act, (No. 117 of 1998); the Local Government: Municipal Finance Management Act (No. 56 of 2003); the Local Government: Municipal Systems Act, (No. 32 of 2000). These Acts contribute immensely in GTM towards the low incidences of service delivery protests.



6.4. Recommendations

The recommendations of this study are based on the findings, analysis and conclusion of the research study presented.

- Although the study revealed that the GTM promotes public participation, some respondents pointed out that the municipality does not have a policy in place guide the involvement of community into municipal affairs. This study recommends that the municipality develop and put in place a policy on public participation. The adoption of this policy will further strengthen participatory processes.
- There have been concerns highlighted by some of the respondents to the effect that senior management has not been adequately accountable to the public. The Municipality obtained qualified audit opinions for the 2016/17, 2017/18 and 2018/19 financial years and no senior municipal official nor the municipal council accounted to the public for the reasons the Municipality obtained qualified audit opinions. The researcher recommends that in order to enhance accountability around audit outcomes in GTM, the Training and Development division including other divisions in the Human Resource Management component should come on board to ensure that the deficiency of skills and other difficulties associated with under-performance should be dealt with by recommending programmes that will sharpen the skills and knowledge of municipal officials. A skills audit on a quarterly and annual basis should be conducted thoroughly to monitor the performance of the employees.
- Transparency in the GTM has contributed towards building trust, combating corruption, mismanagement and other criminal activities in the Municipality. However the research observes that the GTM still needs to enhance transparency in its decision making processes. In order to strengthen transparency the Municipal councillors should hold open meetings and proceedings openly recorded and shared with the public.



- The Municipality should also invite the public for quarterly council meetings. Further, although various public forums are held, some of the respondents argued that limited time was given to allow citizen attendees to give input. Therefore the Municipality should sufficient time for citizen comments and input at every meeting that the public is invited. The Municipality should also conduct polls and citizen surveys to track public satisfaction with service delivery.
- Despite implementation of broad performance management, respondents also stated that the GTM is confronted with thorny issues in the implementing the PMS. These challenges may be contributing to a high number of vacant posts that exist in the municipality. The researcher recommends that the Municipality prioritise critical posts that that need to be filled. The filling of posts will assist the Municipality to ensure that performance management implementation is enhanced. Further, the Municipal Manager and Heads of Departments, should ensure that employees who have not met their targets should account to the municipal management and provide reasons for not meeting targets. This measure will push everyone to work hard in rendering the duties tasked to them.
- The AGSA presented a municipal audit report in July 2020 for the 2018/19 financial year, in which the Municipality obtained a qualified audit opinion. The researcher recommends that the Municipality should train its employees on local government finance, municipal management, project management and public finance which will enable employees to effectively execute their responsibilities. The training of employees will contribute to improved municipal performance, which will subsequently contribute in the municipality experiencing low incidences of service delivery protests.



- Further to this, it is recommended that the Municipality establish a Research and Policy division that will specifically review policies of the Municipality, and analyse national policies and legislation to specifically align the mandate of the Municipality with these. The Research and Policy division will also evaluate the progress of policy implementation of various programmes within the Municipality, which will assist in service delivery as well as enhance the performance of the Municipality.

6.5. Implications of the Study

The findings of this study are vital towards improving service delivery in the Greater Tzaneen Municipality. For the vacant posts in the municipality, the study has the following implications: All the middle and junior management vacant posts which are critical in driving the implementation of policies that influences service delivery in communities must be funded, advertised and suitable candidates must be shortlisted and invited for interviews in order to select best candidates to be appointed within three months after the advert of the post. Appointing suitable candidates on vacant post will assist the municipality to make sure that the process of delivering basic municipal services in communities is improved.

For municipal administrators, the study can assist in the strengthening of the capacity of the in-house Credit control section of the Revenue Division, which will assist in processing and capturing invoices for municipal contractors and projects within 30 days as stated in the Local Government: Municipal Finance Management Act, No 56 of 2003. For policy makers, the study will contribute towards identifying and addressing policy gaps.



The study can also assist senior managers to register at the National School of Government for courses that will enhance their knowledge and skills in the execution of the municipal policies and the mandate. It is key for municipal senior officials to be trained on courses or modules that will sharpen their skills and knowledge which will ensure they successfully perform their duties and realise the objectives of the municipality which is to provide effective and efficient service delivery in communities.

Scholars in the field of Public Administration and Local Government field may gain insight on how municipal projects can be monitored to make sure that services are channelled to beneficiaries who are mainly the municipal residents in order to avoid irregular and wasteful expenditure. This study will further assist in developing frameworks and guidelines that will add value in curbing the root causes of service delivery protests in South African municipalities inclusive of Greater Tzaneen Municipality.

For municipal residents, the study can assist enhancing community participation in municipal affairs as the Local Government: Municipal Structures Act, No. 117 of 1998, requires municipalities to involve community members in decision-making processes. Furthermore, the Act emphasises the development of a policy to guide discussion between municipal leadership and municipal residents.

This study also has implications for further research. A study could be conducted to assess the state of performance management towards service delivery in GTM. This study on performance management can strengthen compliance by ensuring timeous submission of performance instruments. A study on the non-implementation of the AG audit recommendation needs to be conducted in GTM. The Municipality has been obtaining a qualified audit opinion for three consecutive financial years (2016/17, 2017/18 and 2018/19). It has regressed from an unqualified audit opinion in 2015/16 to a qualified audit opinion.



This study will be able to provide valid reasons on the audit qualifications the GTM has been obtaining from the 2016/17 financial year to the last municipal audit for 2018/19, presented in July 2020. A study of this nature will provide key recommendations on what the Municipality can do or improve in order to reverse the qualified audit finding to obtain an unqualified or clean audit.



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ANNEXURE A

Online research interview questionnaire for research participants

The purpose of this online questionnaire is to obtain information from selected participants, who are 14 municipal officials, 10 municipal councillors and 10 Community members within Greater Tzaneen Municipality, as stated in chapter one of this research study. The results of the questionnaires will be utilised in a dissertation for the degree of Master of Administration by Miyelani Kulani Kelvin Nkwinika, a registered student at the University of Pretoria. The responses from all the partakers will be used for purely academic purposes and will be treated as strictly confidential. You will sign a consent form that you participate willingly in this research. The signed form needs to be returned with this response.

The responses of the selected participants will enable the researcher to make an informed analysis and recommendations about the service delivery protests in the municipality. The responses will also enable the researcher to answer the research questions asked in chapter one of this study.

1. What is your age? Mark with an X

18-24	25-34	35-44	45-54	55 and above
-------	-------	-------	-------	--------------

2. What is your gender?

Male	Female
------	--------

3. Have you completed Grade 12? Mark with an X

Yes	No
-----	----

4. Tertiary Education: Mark with an X

Certificate/ Higher certificate	Diploma/Advanced diploma	Degree/B- tech	Post- graduate	None
---------------------------------------	-----------------------------	-------------------	-------------------	------

INCIDENCE OF SERVICE DELIVERY PROTESTS

5. What is Service Delivery?



6. Is there a high or low incidence of service delivery protests in Greater Tzaneen Municipality?
 - a. If high please provide reasons.
 - b. If low please provide reasons.

MUNICIPAL GOVERNANCE AND PUBLIC PARTICIPATION

7. How is the level of Public participation in Greater Tzaneen Municipality?
8. How is the IDP process coordinated in Greater Tzaneen Municipality?
9. How is the state of electricity supply in Greater Tzaneen Municipality?

ETHICAL PRACTICES

10. Please critically explain the state of Accountability in Greater Tzaneen Municipality.
11. Please critically explain the state of Transparency in Greater Tzaneen Municipality.

MONITORING AND EVALUATION

12. Does the municipality have the performance management system to monitor and evaluate the performance and progress of the employees?
13. Who administers the performance management system in the municipality?

ANALYSIS OF LEGISLATIVE AND POLICY FRAMEWORK

14. What are Batho Pele Principles?
15. What is the role of Batho Pele Principles?
16. Does the municipality adhere to Batho Pele Principles?
17. What are the legislations that are in place to promote service delivery in the local government sphere?



18. What are the main purposes of the legislations in place that promote service delivery in ensuring the minimisation of protests?

19. Does Greater Tzaneen Municipality have service delivery challenges?
 - 21.1. If yes, what are those challenges?
 - 21.2. If No, what is that the municipality doing correctly which contribute in the municipality not experiencing many service delivery challenges?



ANNEXURE B

Greater Tzaneen Municipality permission letter to conduct the research study



**GREATER TZANEEN MUNICIPALITY
GROTER TZANEEN MUNISIPALITEIT
MASIPALA WA TZANEEN
MASEPALA WA TZANEEN**



P.O. BOX 24
TZANEEN
0850

TEL: 015 307 8000
FAX: 015 307 8049

www.tzaneen.gov.za

20 May 2019

Ref.: 4/4/R
TG Hlangwane

University of Pretoria
Faculty of Economic and Management Science
School of Public Management and Administration
Private Bag x20
Hatfield
0028

Sir/Madam

PERMISSION TO CONDUCT RESEARCH: NKWINIKA MKK-19217138

Your letter dated 10 May 2019 has reference.

Kindly note that permission has been granted to conduct research at the Greater Tzaneen Municipality on the topic "Service delivery protest in South African Municipalities: A case study of the Greater Tzaneen Municipality".

The student is welcome to conduct a research according to a structured questionnaire/ and or conduct face to face interview. However the student must undertake the responsibility to provide this Municipality with a copy of the final report.

The student is welcome to liaise for further assistance with the Skills Development Practitioner, Mr. Brian Mashala on tel.no. (015) 307 8283 or by e-mail: sdf@tzaneen.gov.za.

It is trusted that you will find this matter in order

Yours faithfully


BS Matlala
Municipal Manager



ANNEXURE C

Certificate of research Language Editor

House 367
Hex River Lifestyle Estate
Waterkloof East Ext 12
Rustenburg 0299
14/11/2020

This is to certify that the dissertation entitled

**ANALYSING DRIVERS OF LOW INCIDENCES OF SERVICE DELIVERY
PROTESTS IN THE GREATER TZANEEN MUNICIPALITY**

Submitted by **MIYELANI KULANI KELVIN NKWINIKA**

For the degree of **MASTER OF ADMINISTRATION**
In the subject of

PUBLIC ADMINISTRATION

At the **UNIVERSITY OF PRETORIA**

Has been edited for language by

Mary Helen Thomas (B.Sc. Hons. PGCE)

Email: thomashelen212@gmail.com

Cell: 072 242 9066



ANNEXURE D

PHASE 1: Ethical Clearance certificate approval



UNIVERSITEIT VAN PRETORIA
UNIVERSITY OF PRETORIA
YUNIBESITHI YA PRETORIA

Faculty of Economic and Management Sciences

RESEARCH ETHICS COMMITTEE

Approval Certificate

15 November 2019

Mr M Nkwinika
Departement: School of Public Man + Admin

Dear Mr M Nkwinika

The application for ethical clearance for the research project described below served before this committee on:

Protocol No:	EMS191/19
Principal researcher:	Mr M Nkwinika
Research title:	ANALYSING DRIVERS AFFECTING SERVICE DELIVERY PROTESTS IN THE GREATER TZANEEN MUNICIPALITY
Student/Staff No:	19217138
Degree:	Masters
Supervisor/Promoter:	Dr T Masiya
Department:	School of Public Man + Admin

The decision by the committee is reflected below:

Decision:	Approved
Conditions (if applicable):	Phase 1: Approved
Period of approval:	2019-11-22 - 2020-03-31

The approval is subject to the researcher abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research. The approval does not imply that the researcher is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal. If during the course of the research it becomes apparent that the nature and/or extent of the research deviates significantly from the original proposal, a new application for ethics clearance must be submitted for review.

We wish you success with the project.

Sincerely

pp PROF JA NEL
CHAIR: COMMITTEE FOR RESEARCH ETHICS



ANNEXURE E

PHASE 2: Ethical Clearance certificate approval



Faculty of Economic and Management Sciences

RESEARCH ETHICS COMMITTEE

Approval Certificate

17 May 2020

Mr M Nkwinika
Department: School of Public Man + Admin

Dear Mr M Nkwinika

The application for ethical clearance for the research project described below served before this committee on:

Protocol No:	EMS020/20
Principal researcher:	Mr M Nkwinika
Research title:	Analysing Drivers affecting service delivery protests in the Greater Tzaneen Municipality
Student/Staff No:	19217138
Degree:	Masters
Supervisor/Promoter:	Dr T Masiya
Department:	School of Public Man + Admin

The decision by the committee is reflected below:

Decision:	Approved
Conditions (if applicable):	
Period of approval:	2020-03-06 - 2020-04-30

The approval is subject to the researcher abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research. The approval does not imply that the researcher is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal. If during the course of the research it becomes apparent that the nature and/or extent of the research deviates significantly from the original proposal, a new application for ethics clearance must be submitted for review.

We wish you success with the project.

Sincerely

pp PROF JA NEL
CHAIR: COMMITTEE FOR RESEARCH ETHICS



ANNEXURE F

LETTER OF CONSENT

Faculty of Economic and
Management Sciences

Department of Public Management and Administration

Title of the study

**“ANALYSING DRIVERS OF LOW INCIDENCES OF SERVICE DELIVERY PROTESTS
IN THE GREATER TZANEEN MUNICIPALITY”**

Research conducted by:

Mr NKWINIKA M.K.K (19217138)
Cell: 0715747962

Dear Participant

You are invited to participate in an academic research study conducted by **Miyelani Kulani Kelvin Nkwinika**, a Masters student from the **Department of Public Management and Administration** at the University of Pretoria. The purpose of the study is to investigate service delivery protests in South African municipalities, with specific emphasis on why the Greater Tzaneen municipality experiences low levels of protests.

Please note the following specific data collection method used in the study:

➤ **Research approach: qualitative study**

The study will be qualitative in nature. The qualitative research is the generic research approach in social research according to which research takes its departure point as the insider perspective on social action. Qualitative researchers attempt to study human action from an insider’s perspective.



➤ **Case Study design**

According to Welman and Kruger (2000:190), “case study research design is a limited number of units of analyses (often only one), such as an individual or institution.” Yin (2002:14) posits that “case study research design is an empirical inquiry that investigates the case or cases conforming to the abovementioned definition by addressing the how or why questions concerning the phenomenon of interest.”

➤ **Population and sampling**

The study will be conducted in Greater Tzaneen Municipality. 14 municipal officials, 10 municipal councillors and 10 community members will be involved to take part in the study.

➤ **Data collection instruments: Semi-structured interview questionnaire**

According to Gillham (2000:1), an interview is a dialogue between two people. The interviewer seeks responses for a particular purpose from the interviewee. An in-depth interview questionnaire approach will be utilised to collect data from municipal officials, councillors and community members at the Greater Tzaneen Municipality. The researcher will send the participants the in-depth interview questionnaire using online mechanism by sending participants the in-depth interview questionnaire on their e-mails, in order for them to provide information. The participants will also respond back through e-mails.

➤ **Data analysis: Thematic data**

Thematic analysis approach will be used to analyse the data. Boeije (2010:16) posits that “data analysis is the process that a researcher uses to reduce data to a story and its interpretation.” However, certain scholars state that data analysis is the process of moving from raw data acquired from research respondents which is summarised and categorised into key themes, which is more useful in terms of providing a detailed analysis of the research problem.



- This is an anonymous study survey as your name will not appear on the questionnaire. The answers you give will be treated as strictly confidential as you cannot be identified in person based on the answers you give.
- The participation of the participant in this study is very important to the researcher. The participant may, however, choose not to participate and you may also stop participating at any time without any negative consequences.
- Please answer the questions in the attached interview questionnaire as completely and honestly as possible. This should not take more than 45 minutes of your time.
- The results of the study will be used for academic purposes only and may be published in an academic journal. We will provide you with a summary of our findings on request.
- Please contact my study leader: Mr T Masiya, 064 396 1576/ 012 420 Masiya.Masiya@up.ac.za or you can also alternatively contact myself (Mr Nkwinika M.K.K as the researcher, 0715747962/ 0733450877 theron22jnr@gmail.com if you have any questions or comments regarding the study.

In research of this nature the study leader may wish to contact respondents to verify the authenticity of data gathered by the researcher. It is understood that any personal contact details that you may provide will be used only for this purpose, and will not compromise your anonymity or the confidentiality of your participation.

Please sign the form to indicate that:

- You have read and understand the information provided above.
- You give your consent to participate in the study on a voluntary basis.

Thank you for your participation

Participant's signature:

22 April 2020

Date