Public Private *Institutional* Partnerships (PP*I*Ps) in South Africa: The case of service delivery in the health and social development sectors in the Sedibeng District Municipality.

by

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Abstract

This study is premised on a new approach in the study of Public Private Partnerships by introducing a new variable, termed the *Institution*. The study examines and explores the contributions of public private *institutional* partnerships in health and social development service delivery at the Sedibeng District Municipality (SDM) of South Africa. The involvement of BHP Billiton and Hollard as entities from the Private Sector, and that of the University of North West in South Africa, has proven to be an important catalyst in the unravelling of systemic quagmires towards the improvement of service delivery in the SDM. Thus, the study has shown that the PP*I*P has generated the much needed expertise in the provision of human resource

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procurements in the SDM of South Africa. At the same time, this study has adumbrated clearly that the South African government's continuous attempts to deliver all kinds of services to the community has proven to be a worthwhile strategy. The triangular relationship of the partnership framework comprises of public, private and institutions of higher learning as an alternative service delivery (ASD) mechanism. Although it could be surmised that the private sector exists for profit, universities are responsible for teaching, research and learning as well as community outreach; and government is also expected to create the environments for the procurement and provision of public goods and services. This study has conclusively shown that there is a high probability that the relationship formed through the PP*I*P framework can enhance an effective, economic and efficient service delivery for the SDM and beyond.

For the purposes of this study, a qualitative methodology was used by applying a triangulation approach. The study further argues that although government cannot provide all the needs and services of its people, it has been able to address to a greater extent these problematic issues by creating strategic partnerships (PP*I*P) with other stakeholders. In the anticipation of this relationship, leadership and commitment of stakeholders should take a critical role in facilitating the process of partnerships which will result in the formation of networks, human, economic and social capital for development. Finally, this study has shown that through dedicated sets of partnership like the PPiP approach utilized in this study, tensions between stakeholders will be reduced and well managed.

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LIST OF ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
ANC	African National Congress
AU	African Union
ARV	Anti-retroviral drugs
BBBEE	Broad Based Black Economic Empowerment
BHP	Broken Hills Properties
BOO	Built Own Operate
BOT	Built Operate Transfer
COSATU	Congress of South African Trade Union
DA	Democratic Alliance
DoH	National Department of Health
ECD	Early Childhood Development
FF	Freedom Front
Fpic	Free Prior Informed Consent
GEAR	Growth, Employment and Redistribution
HIV	Human Immunodeficiency Virus
IDP	Integrated Development Plan
JV	Joint Ventures
LED	Local Economic Development
MHS	Municipal Health Services
MoU	Memorandum of Understanding
NEPAD	New Partnership for African Development
NGO	Non-Governmental Organisation
NP	National Party

NPM	New Public Management
OECD	Organisation for Economic Co-operation and Development
PAC	Pan African Council
PFI	Public Finance Initiative
PFMA	Public Finance Management
PHC	Primary Health Care
PPP	Public Private Partnership
PPPs	Public Private Partnerships
PP*IP*	Public Private *Institutional* Partnership
RDP	Reconstruction and Development Programme
SACP	South African Communist Party
SADC	South African Developing Countries
SDM	Sedibeng District Municipality
SALGA	South African Local Government Association
SAPAM	South African Public Administration and Management
SAPMC	South African Public Conversation
STI	Sexually Transmitted Infection
TB	Tuberculosis
UN	United Nations
USA	University of South Africa
UK	United Kingdom

CHAPTER ONE: BACKROUND AND ORIENTATION TO THE STUDY

'Despite all the initiatives and increasing budgets (albeit slowly), public health status has not improved accordingly in South Africa. Therefore, new resources may not be focused well enough on 74 things that would make a difference to health outcomes and status. The key concern going forward is: how do we use health resources better to achieve better health outcomes. Significant progress has been made with regard to the coverage and reach of social grants. While they play a significant role in addressing income poverty, they are not adequate to deal with the challenges, nor are they a permanent solution to address poverty'.

(Towards Fifteen Years Review 2008:34 & 79).

1   INTRODUCTION

The African spirit is all about collectivism, future generations' protection, a demonstrable predominance of market-driven economies, freedom of trade as well as building of sustainable development and survival. This assertion is based on the fact that Africans have a principle of 'Ubuntu' which is a 'uniquely African and a universal concept that is implicitly expressed elsewhere in the world' (Mbigi 2005:2). Mbigi (2005:xv) further argues that 'Ubuntu is not just about collectivism, but also about the principles of inclusion, interdependence and reciprocity'. One would also argue that some African countries such as Sudan, Central African Republic, Democratic Republic of Congo, Mali, Guinea, Egypt, to name a few, are still in a fighting mood, simply because of power and greed. These countries are neither Western nor African because they found themselves in an intersection or a

half-way house, thus having lost their collective identity (Mbigi, 2005:3). But the fact of the matter is: Africans are traditionally a sharing nation because most of the things they do are based on communal fellowship.

In a quest for life and peace, the trends and issues within the African Union (AU) are to entrench democracy, peace, the concept of power sharing, and to discourage autocracy and war. The Southern African Developing Countries (SADC), is doing its best to instil democracy in its member states, so as to sustain development and human rights; and yet some of the countries still want to maintain autocracy.

Africans would further like to explore all potential indigenous knowledge in their different institutions to fight poverty and disease because 'African indigenous medical approaches are holistic in nature' (Mbigi 2005: ix). They would want to join hands in the form of partnerships, as partnerships are the bedrock of their strength in building the economy, and to contribute towards sustainable development of livelihoods. South Africa, which is part of the African continent, is grappling with issues of democracy, devolution of power, poverty alleviation, and initiatives on partnerships and the decentralization of services for their effective and efficient service delivery. Whilst trying to achieve access to services to communities where needs seem insurmountable, obtaining and mobilization of resources remains a challenge. This chapter outlines the background of the topic under study, the significance of the research, a brief outline of health and social development during

apartheid South Africa, questions and objective of the study, contents of the chapters and provides clarity of the concepts relevant to this thesis.

The focus of this study is the Sedibeng District Municipality (SDM), in health and social development service delivery. Although, the quotes at the beginning of this chapter are for the entire country of South Africa the purpose of the study is to explore the effectiveness of Public, Private *Institutional* Partnerships at the Sedibeng District Municipality in health and social development service delivery. The Sedibeng District Municipality's geographical position will be outlined in this chapter, as will the population from the three local municipalities.

The Sedibeng District Municipality was created in line with Category C, which is a municipality that has municipal executive and legislative authority in an area that includes more than one municipality (the Constitution of the Republic of South Africa 1996, Act 108 of 1996 *section* 155 (c) (which will henceforth be referred to as the Constitution) and Cloete & Chris Thornhill 2005:25). The Sedibeng District Municipality has three local municipalities and four political heads (Executive Mayors) that make their own decisions. The three local municipalities that fall under the Sedibeng District Municipality are: Emfuleni, Lesedi, and the much politically-contested Midvaal.

1.1 The Sedibeng District Municipality (SDM)

The Sedibeng District Municipality, previously known as Lekoa Vaal, got its name from the Vaal River [Sedibeng Integrated Development Plan (IDP)

report 2006/7:31]. The Vaal River is the Sedibeng District Municipality's asset and greatest natural resource which has the potential to attract international, national and local tourists. The Vaal River further forms border between the Gauteng and Free State provinces.

> The Vaal Dam supplies water to the greater Pretoria-Witwatersrand-Vereeniging region, which extends from Pretoria in the north to Vereeniging –Sasolburg in the south and from Bethal in the east to Rustenburg in the west.
>
> (SDM IDP report 2006/7:109).

The SDM is one of the district municipalities located in the Gauteng Province. Gauteng Province is one of the nine provinces of South Africa.

The SDM is primarily focused on eco-tourism and historically prestigious heritage destinations, because of the Vaal River and various historical happenings that have occurred in the area, for example Boer War, the Sharpeville massacre (now Monument), and the Boipatong massacre. The Sharpeville Monument Precinct is where sixty nine (69) people lost their lives protesting the pass laws during the then apartheid South Africa on the 21st March 1960 and it is where the Constitution) was signed on the 10th of December 1996 (Sedibeng Growth and Development Strategy 2030 of 2012:24). The rest of the contributions of the Sedibeng District Municipality to the region lie primarily within the agricultural sphere as part of the 'Maize triangle', which is, however, minimal (1.8%) compared to Gauteng as a whole (IDP) review 2004/05:51-52 and South African Yearbook (2010/11:9).

The SDM covers a 120 kilometre axis from east to west with the total number of households given as 22 4307, the Sedibeng District Municipality annual

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report (2004/5:5, 2006/7:31 and 2007/8:5). The total area of the Sedibeng District Municipality jurisdiction is 4630km², Emfuleni takes up 1276km² (27.6%), Midvaal 2312km² (49.9%), and Lesedi 1042km² (22.5%). The Midvaal area includes a large rural component as it covers the land area of 41.3% of the total. However, SDM is primarily urban in nature. The map of the Sedibeng district municipality is attached as annexure A. The said three municipalities are surrounded by the following municipalities within South Africa:

- City of Johannesburg (Johannesburg) to the North;
- Ekurhuleni (East Rand) also to the North;
- Nkangala (Mpumalanga) to the North-East;
- Gert Sibande (Mpumalanga) to the East;
- Northern Free State (Free State) to the South;
- Southern District (North-West) to the West; and
- West Rand to the North-West.
  SDM Annual Report (2007/8:5; 2009/10:5 and 2010/11:5).

Free State, Mpumalanga and North West are some of the nine provinces in South Africa. As far as the regional context is concerned, the Sedibeng District Municipality is situated away from the hub of economic activities in Gauteng and it is found to be highly isolated despite its zest to deliver services and promote a prestigious historical heritage. The Sedibeng District Municipality forms the heartland of what was formerly known as the Vaal Triangle (Vanderbijlpark, Vereeniging and Sasolburg), renowned for its contribution to steel and fuel, South African Iron and Steel Corporation (ISCOR and South African OIL at SASOL), industry. In the metal sector, the ArcelorMittal (formerly ISCOR) steel plant, the Cape Gate Davsteel wire and steel plant and the ferromanganese plant of Samancor, are the three main large baseline plants in the District, while DCD-Dorbyl Heavy Engineering is

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the biggest manufacturer of massive engineered products in Southern Africa (Sedibeng District Municipality 2011/2012:19 Integrated Development Plan (IDP), (IDP) review 2004/05:51). Iscor and Sasol are two major contributors to the South African economy and they are found in this municipality. There is some attractive natural scenery within the Sedibeng District Municipality that could also contribute towards revenue if efficiently managed and marketed.

The total population of SDM was 1,131,350 in 2004 which is equal to the population of Botswana, at the same time, (Statistics South Africa 2004 as cited in IDP 2006/7:20). Gauteng Province, as a whole, was 8.97 million. Sedibeng District Municipality accounts 12% population of Gauteng Province. Emfuleni Local Municipality has 82.9% of the total SDM (IDP 2006/7:19). The majority of these black people are unemployed, with low literacy skill levels, and poor health (Sedibeng Annual Report 2004/5:5). As a consequence of their unemployment status, the residents continue to make demands on the district and local municipalities for social and health services. The Annual Report (2004) of the Sedibeng District Municipality further indicates that 51% of people live in poverty and this has a negative impact on the economy of the district municipality as a whole.

Even though the majority of the municipality is urban, there is a plethora of small-dispersed peri-urban settlements, particularly in Emfuleni, creating a distorted urban form and structure – scattered location of settlements and population concentrations, which are inefficient and unsustainable to maintain (Sedibeng Annual Report 2004/5:7). Since the 1994 elections, there has been

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an influx of informal settlements around the major cities as well as the townships. Apart from that, municipalities faced the daunting task of integration of towns, townships, villages and informal settlements as well as coordination and access to health and social development services within these areas. The unequal provision of community facilities, health and social services between the different areas is a general historical problem across the Sedibeng District Municipality and across South Africa.

Delivering services to communities is a general concern and a challenge in the Sedibeng District Municipality. The SDM, therefore, attests to the fact that:

> 'the municipality should engage in PPPs with business as it has been given a standing amongst its locals to consider multi-jurisdictional PPPs entities to ensure optimum and maximization of accessing capital funding for accelerating service delivery within the district'
>
> (Sedibeng IDP report 2006/7:24).

In addition to this, there are other institutions within the municipality that could form part and parcel of the collaborative effort, for instance, The Vaal University of Technology and the University of North West's Vaal campus, one of the components of the organisation suggested for partnerships in this study. These organisations could form the institutional component of the present study.

Structurally, the SDM has an Executive Mayor and a Mayoral Committee consisting three other mayors of the three local municipalities as well as the Speaker (ex officio) and eight other members of Council, each responsible for a specific portfolio. The Mayoral Committee meets on a fortnightly basis

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(Sedibeng IDP report 2006/7:47). The Council of the SDM is constituted as follows: forty three members, of whom seventeen are directly voted for by the district, twenty two come from the Emfuleni Local Municipality, and two each from Lesedi and Midvaal. The Council has members representing the following political parties: the African National Congress (ANC), Democratic Alliance (DA), Pan African Congress (PAC) and Freedom Front (FF). There is also an administrative structure, headed by four municipal managers. This type of arrangement makes the municipality very expensive to run, and yet it is considered poor, resulting in the inevitable challenges in health and social development, particularly since 1994 because all citizens were to be served equally.

1.2 Health and Social Development under Apartheid in South Africa

The public health system, before 1994 was racially fragmented into fourteen (14) different operational authorities, as was social development because it was under health (eds. Buhlungu, Daniel, Southall & Lutchman 2007:291). These comprised ten Bantustan health and welfare departments, three own affairs health and welfare departments and the National Department of Health (DoH) and Welfare; that were in line with ethnic and population divisions of the apartheid state (eds.Buhlungu *etal.* 2007:291, Adila Hassim, Mark Heywood & Jonathan Berger 2005:13). Notwithstanding the fact that even the white population had a fragmented skewed health care, in terms of patient allocation. Governance of the health system was chaotic and fragmented and the processes of resource generation were poorly managed (eds.Buhlungu

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etal. 2007:292). For instance, 'there was a large gap between the resource available to the public and private sectors' (eds.Buhlungu *etal.* 2007:291). Suffice to say that in 1992/3, 58% of the National Health Care budget was allocated to private institutions accessed by 23% of people with medical aid facilities. Private hospitals were concentrated in big cities such as Cape Town, Johannesburg, Pretoria and Durban, with no services in rural areas. As an attempt to curb the problem of fragmentation, segregation and inequality, after 1994 South Africa passed the *Health Act* 2003 (Act 61 of 2003) to replace the outdated *Public Health Act* of 1919 (eds.Buhlungu *etal.* 2007:291). In 1980 the Browne Commission was convened, which confirmed the fragmented health care system and lack of policy direction resulting in unequal and misallocation of resources, duplication of services and poor communication between the administrators and clinical professionals (eds.Buhlungu *etal.* 2007:292).

Due to separate development, during apartheid, there was unequal spending on the different departments as confirmed by the Browne Commission conducted in 1980 (eds.Buhlungu *etal.* 2007:292). In addition to the challenges of misallocation of resources there was also lack of training of medical practitioners amongst black people as the profession was preserved for white people (eds.Buhlungu *etal.* 2007:292). However, at the same time the training and enrolled nurses increased fourfold and yet distribution of human resource in the apartheid health system was also highly skewed (eds.Buhlungu *etal.* (2007:292). Clearly, after the dawn of democracy in 1994

the rearrangement of service delivery to the South African population was dire due to the apartheid policies.

Table 1.1: Health expenditure per population groups

Population Group	1985	1987
Black	R115	R137
Coloured	R245	R340
Indian	R249	R356
White	R451	R597

Adapted from Hassim *etal.* (2005:13)

It is evident that, racial discrimination against black people affected people's health and social development in many ways. These included:

- Social and environmental conditions that caused ill health;
- The segregation of health services and social development;
- Unequal spending on health services and social development; and
- The failure of professional, medical and social workers bodies and civil society to challenge apartheid health and social development.

To date, more than eighteen years later of democracy, South Africa is still recovering from many violations of human rights to health and social development that took place systematically under apartheid laws and policies (Hassim *etal.* 2005:11). Many of the present policies are reactive to the apartheid laws resulting in the continued amendment of different policies and legislation, for instance "*The Choice on Termination of Pregnancy Amendment Act*, 1996 (Act 92 of 1996), *The Traditional Health Practitioners Act,* 2007 (Act 22 of 2007) to name a few and they were declared unconstitutional (Hassim *etal.* 2007:28).

Hassim *etal.* (2005:13), further postulate that the situation was so severe in terms of budget, to the extent that the budget for one white hospital in Johannesburg, namely, the Johannesburg General Hospital (now Charlotte Maxeke) was equivalent to the entire health budget for Zululand in Kwa-Zulu Natal, then a 'semi-independent' Bantustan. Zululand had more than five million people at that time and yet the resources allocated were wanting. These discrepancies are challenging enough to motivate the present research, even though the situation has since changed, the health and social development problems still remain, due to high unemployment rate at SDM and generally in South Africa.

Social and environmental conditions that led to ill health include issues such as single sex hostels where migrant workers, particularly men, were expected to live, leaving their families in the rural areas, especially within the mining sector. Hassim *etal.* (2007:11) assert that the arrangement of migration to urban areas affected black people's mental health and contributed to problems such as alcoholism. Overcrowding and lack of ventilation in hostels were the precursors of epidemics such as tuberculosis. In response to all these challenges the Reconstruction and Development Plan (RDP) White Paper (1994) recognized that:

> '*Health services are fragmented, inefficient and ineffective, and resources are grossly mismanaged and poorly distributed.*'

Due to oppressive laws and policies, white people could not challenge the system, but rather collaborated and even doctors helped the police to cover

up in certain crimes that they committed, for example the murder of Steve Biko (a civil rights activist), in 1977 (Hassim *etal.* 2007:13). Civil societies, as well as health workers, have a major role to play in protecting and promoting health rights and not to misuse/abuse the systems any longer.

The introduction of new policies and legislation has contributed towards changing the conditions by applying means tests and providing some of the health services free, for example, primary health care and disability grants to various medical conditions, including HIV/AIDS. This however, is fighting a losing battle due to the highest HIV infection rate in South Africa; for instance 'people are being forced to choose between being healthy and having an income' (eds.Buhlungu *etal.* (2007:179). In general there is an increase of life expectancy due to the provision of treatment to HIV/AIDS affected people.

1.3 MOTIVATION FOR THE RESEARCH

Public care facilities in the Sedibeng District Municipality consist of one (1) regional hospital, two (2) district hospitals, thirty one (31) clinics and their seven (7) private hospitals (SDM Annual report 2007/8:19). These clearly demonstrate that the hospitals are not equal to the challenges in providing equitable services to the population, hence the seven private hospitals which can only be reached by only a few privileged people with a reliable employment, for instance. Having said that, the medical aid coverage in the Sedibeng District Municipality is the lowest in Gauteng province, ranging between 14.8% in 2005/6 and 14.5 in 2006/7 as well as 18.7% in 2008/9 (SDM Annual report 2007/8:19 and 2010/11:17).

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> 'Clinics are clustered more in urban areas while most rural areas and informal settlements are serviced through mobile units which provide respective services once or twice a week. There are backlogs of Maternity Obstetric Units (MoUs) and fully fledged Community Health Centres (CHCs) in Lesedi and Midvaal Local Municipalities'
>
> SDM Annual Report (2011/12:110).

As a result of backlogs there is 'poor delivery of Primary Health Care Services to communities which impedes attainment of Millennium Development Goals. Health standards and targets are compromised' (SDM Annual Report (2011/12:110). Therefore, the SDM is challenged with poor living standards in rural areas, particularly in areas with high population concentrations (SDM Annual report 2007/8:29). The Midvaal local municipality have vast rural areas whilst the Emfuleni local municipality is overcrowded, which hampers the provision of services (Sedibeng Annual report 2007/8).

The Sedibeng District Municipality is challenged in trying to manage the delivery of services, especially health and social development. This resonates from the imbalances of the apartheid government as well as the inability of leaders to plan properly within the past eighteen years and that needs urgent redress, because such basic services are essential to communities. South Africa in general, is overwhelmed with the challenges as a whole, and not only health and social development but all related service delivery issues. The fact that there are challenges within SDM and in South Africa in general serves as a motivation towards the present research in which collaboration is imperative, towards addressing the abundance of discrepancies in the country.

The *RDP White Paper* (1994) attests to the fact that services will be provided to communities and will be within reach to all citizens of South Africa. The provision of services (that is: water, sanitation, child care, grants, municipal health care services and support to name a few) to society, especially among previously disadvantaged communities, is not being addressed at the pace that it is expected, hence the alarming backlog of service delivery within many municipalities. This is the reason why the National Minister of Social Development Ms Bathabile Dlamini (2014) attested to the fact that ……

> 'we will accelerate the implementation of a comprehensive Early Childhood Development (ECD) programme, covering the period from conception to formal school going age' in her budget vote of 2014.

The Minister further attests to the fact that:

> 'our ultimate goal is to ensure that we employ one social worker per ward throughout the country, starting with the 1 300 poorest wards prioritised by Cabinet. This clearly demonstrates that there is a shortage of social workers within South Africa to render social services.

Based on these discrepancies, the present research will attempt to design an alternative model in Chapter Four to assist in service delivery through the introduction of Institutions of Higher Learning to Public Private Partnerships' initiatives.

The research covers Public Private *Institutional* Partnerships which are a foundation for working together with clear institutional arrangements and agreements of the three institutions. Partnerships are different. For instance, there is what is known as public partnerships, where the different spheres of government or other government departments could collaborate towards a common goal. There are also other examples of PPPs which have been tried and tested such as Built Operate Transfer (BOT), Leasing, Built Own Operate

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(BOO), and Joint Ventures (JV), Operations of Management Contract, Cooperative Arrangements and Concessions for example. These types of partnerships share some commonalities or characteristics which will be discussed.

1.3.1 Importance of the Research

Provision of service delivery to communities cannot be replaced by anything else, it has to happen and it has to happen sustainably. This study focuses on health and social development service delivery at the Sedibeng District Municipality through the Public Private *Institutional* Partnerships model within Public Administration and the Management discipline. Research on Public Private Partnerships has been conducted by different students in different universities for example. However, this particular type of research is new. There have been models developed by institutions of higher learning and government without the private sector. Therefore, the present research will show-case how higher education institutions could be partnered with and what their contributions would be towards these partnerships. This issue will be discussed in Chapter Three under Literature Review, where the role of government will be delineated.

The National Treasury PPP Manual (2009:9), states that 'an effective and supportive institutional framework is necessary to catalyse the implementation of the PPP framework'. The present research attempts to tap the institutions of higher learning resources and how that could be integrated into existing partnerships for better governance and resource mobilisation. Presently, there

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are a number of initiatives called Public Private Partnerships but it is still difficult to show how value for money was gained because of the resources used particularly by government itself, unless if the initiative is established by the private sector itself and handed over to government. The government in this case will only budget for the maintenance and sustainability of the project.

1.4. Problem Statement

The Sedibeng District Municipality's Integrated Development Plan (IDP) (2004/5) emphasizes that a serious backlog of community centres needs a more aggressive approach. The plan further contends that there are some discrepancies between the high level of service in advantaged urban areas and lower levels of service in historically marginalized areas, which pose challenges for municipal managers to render equitable services (IDP 2004/5 and SDM annual report 2006/7:37). This gives the indication that there is no equitable health and social development services in the Sedibeng District Municipality, in general. The percentage of people living in poverty in the SDM is estimated at 37.5%, with the Coloured community constituting the highest percentage at 60.6, followed by Black community at 43.9% and whites being the lowest at 0.8% respectively (Sedibeng District Municipality IDP 2011/12:33).

Therefore; as all these problems stem from the apartheid era, addressing them at the pace that the community will appreciate, is a challenge. Regardless of that, the SDM would like to provide health and social development services equitably to its population with minimal challenges

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(SDM IDP 2011/12:36). The impact of ill health needs urgent attention. For instance, the prevalence rate of HIV in South Africa stands at 11.6% and that of Gauteng is 10.3% and has remained level from 2007 to 2009 whilst the Sedibeng District Municipality was at 31.8% in 2008 and has since decreased to 28.9 in 2009 (Sedibeng Annual Report 2007/8:8; SDM IDP 2011/12:30). According to Buhlungu *etal.* (2007:301) there are four groups of diseases which constitute major causes of mortality in South Africa, namely:

- HIV/AIDS (and the associated epidemic of tuberculosis);
- Cardiovascular diseases (such as stroke and heart disease) with 'lifestyle' factors such as smoking, diet, stress and lack of exercise;
- Violence and injury; and
- Established infectious diseases.

The unintended consequence of the impact of HIV/AIDS is felt particularly by both the Departments of Health and the Department of Social Development and the government in general. The involvement of government and other partners therefore, is a bone of contention in issues of this nature, and this cannot be overemphasized because community needs are dynamic and require multiple interventions.

The dynamic influx of population, which resonates with democracy to the SDM, also poses some challenges. The provision of primary health care within a five kilometre radius, which is a national standard, prevention of diseases such as HIV/AIDS and reducing the prevalence rate by 50% by 2011, sanitation, portable water, environmental pollution control, multipurpose centres, early childhood development centres, old age homes, pensions, electricity, child support grants, disability grants, accessible pay point centres, hospitals, the list is endless and they are the responsibility of government.

The concern therefore is, will the Sedibeng District Municipality provide, as anticipated, or is some kind of resource mobilisation required?

If and only if the entire community is engaged, as well as the private and other institutions, within the municipality, the issues at hand would be known, and decisions on how to tackle them could be open and understood by everyone. This would assist the municipality to be transparent about its capabilities in terms of finance and human resources. Other sectors would then be able to know where to contribute and how, if the status of the municipality is known.

1.5 The Research Question

Based on the discrepancies discussed the research question of this study is:

To what extent will PP/P *improve/enhance health and social development service delivery at the Sedibeng District Municipality?*

The researcher will attempt to answer the research question from data collected from the Sedibeng District Municipality as well as other sources, and will be presented in Chapter Five. The proposed model will be discussed in Chapter Four, which will outline how services could be accessed in a collaborative effort. This leads the motivation of the research and its significance. However, unprecedented issues and trends clearly demonstrate that the municipality is technically rendering services alone to communities, regardless of the human and monetary resources, as well as the capacity and incapacity issues experienced.

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1.6. Significance of the Proposed Research.

Redressing the imbalances of the past cannot be reached by government alone, as there is a backlog and disparities in the South African situation. The understanding is that delivery and accessing such public goods and services is urgent. It is common knowledge that the government is the sole provider of public goods and services. Therefore, the SDM is faced with daunting challenges for municipal service delivery. As *the White Paper on Local Government* (1998), indicates, achieving the RDP objectives within a reasonable time frame requires municipalities to look at innovative ways of providing municipal services. Mobilisation of resources through public private *institutional* partnerships can be seen as one appropriate option for service delivery towards these myriad of challenges.

The research is descriptive and focuses more on the qualitative case study method. The study will contribute towards designing new models and involving institutions of higher learning, especially with their abundance of human resources, technology, innovation, research capabilities and organisational makeup. Issues pertaining to networking, collaboration, partnering, leadership and relationship building could be used as cornerstones and drivers of the model.

1.6.1 Objectives of the Research

The objectives of this study are:

- To provide a broad overview of health and social development service delivery and management at the Sedibeng District Municipality, prior 1994 and the period from 2006 to 2012.

- To design a model based on PP*I*P as an option for service delivery in health and social development.
- To analyse and present the current status of PPPs in health and social development service delivery at the Sedibeng District Municipality.
- To recommend, based on the results, options for health and social development service delivery.

1.7 Definition of Concepts

Defining and clarifying key concepts of the study is of utmost importance for the reader to have a better understanding of the issues related to the concepts. This forms the framework of the following concepts and definitions: public administration, local government, service delivery, public private partnerships, and institutions of higher learning.

1.7.1. Public Administration

'Public administration is both a domain of practice and a field of study'

Bourgon (2011:8).

Since 1994 Public Administration, as both an activity and a science, has evolved considerably in South Africa. Pubic Administration, because of its artistic nature, allows opportunities for exploration across other disciplines. It encompasses much more than the administrative and management activities of government because politicians are policy makers. To some degree administrators are expected to work closely with elected officials, hence the dichotomy as one of the characteristics of the discipline. As a field of study it is inherently eclectic, standing at an intersection because it encompasses a number of disciplines, such as political science, administrative law,

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psychology, social work, anthropology, sociology, public finance, economics, medicine, criminology, economics, and forestry (Bourgon 2011:9).

> 'Public administration encompasses much more than the management activities of government. It recognizes that public administrations are partners with elected officials in public policy making. It also acknowledges the crucial role of the private sector in carrying out public policies'.
>
> Strosberg & Gimbel (n.d.).

> 'As a young academic field, Public Administration is still plagued with internal debate and dissention on the extent and scope of the field and its relationship to other disciplines, such as political science and public law'.
>
> (Bourgon 2011:8).

Public administration, however, has its own distinct scientific literature and knowledge. Mostly, other disciplines and professionals use public administration functions to render their services besides their professional contributions. According to Kuye *etal.* (2002:13), Public Administration is 'the management of individual and group efforts for the sustenance of the activities of the state'.

The following definition is more or less similar to the above as the understanding is about the management of the state's activities.

> 'Public Administration is the art and science of management as applied to the affairs of the state'
>
> Kerraghan & William (1968:4).

Therefore, without Public Administration, the state could not be able to execute its activities, that is because before the execution of activities there is a need to employ human resources, budget for the same human resources to

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perform their duties, budget for the said activities that they will perform, source proper offices from where to carry out these activities, have processes and procedures in place, and organize work/activities and so on. It could be argued that Public Administration is a process involving different actors through public administration functions within a system to transform actions into both tangible and intangible services. Bougon (2011:8) postulates that;

> '…as a field of study, Public Administration is primarily interested in understanding the relationship between government, society and the people it governs'

Such people will obviously have desired needs that it would want to accomplish and the government will assist through its role to create conditions for that. It would be naïve to define Public Administration simply, as different authors conceptualise the term differently but still aiming to refer to the same understanding. Kuye *etal.* (2002:5), for instance defines Public Administration as a term used to mean;

> '…the study of selective practices of the tasks associated with the behaviour, conduct and protocol of the affairs of the administrative state'.

Waldo as cited by Stillman **(**1980:1) argues that

> 'Public administration is a process and it is as old as government. That is, as soon as there is a sufficient institutional evolution and differentiation to enable one to speak of the government of a society, there are actions by which law (as an expression of government's authoritative allocation of values) is made and actions by which and attempt, more or less successful, is made to carry the law into effect'.

Therefore, Public Administration is action oriented around the needs of the citizens of the state. This assertion concurs with Bougon (2011:8) by saying:

> 'Public administration is about transforming political will into public results or, to put it differently, the translation of politics into reality that citizens see every day'.

Other authors argue that:

> 'Public Administration is the executive branch of government; civil service; bureaucracy charged with the formulation (facilitation), implementation, evaluation and modification of government policy'.

> The term represents a wide amorphous combination of theory and practice aimed at clarifying a conception of government and its relationship with society, promoting government policy which is more responsive to social needs and establishing management practices in public bureaucracies designed to reach efficiency and effectiveness and satisfying to a greater extent the deeper needs of the public.'
>
> Fox & Meyer (1996:105).

Essentially, Public Administration is multidisciplinary and calls for collaborative and holistic approach of other sectors and disciplines. Skweyiya (2007:6) asserts that:

> '…the academic practitioner interface in Public Administration is an important contribution at two programmatic levels. It speaks to the vital issue of the organisation and capacity of the State in the South African context; and it speaks to the issue of the vibrancy of the Economic, Social and Cultural Council of the African Union at another level'.

Going through the different definitions of the term, it would be argued that Public Administration has four characteristics, namely:

- Study/discipline;
- An activity/task;
- A Process; and
- An Art.

The four characteristics demonstrate that there is Public Administration which is a study and public administration which refers to functions thereof, namely:

- policy-making;
- organizing;
- financing;

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- staffing;
- determining work procedures; and
- exercise of control.

(Cloete 1998:86-87; Thornhill & S.X Hanekom 1995:20).

To put it nicely, Public Administration with capital (P) and (A) refers to the discipline/study and public administration with small (p) and (a) refers to activities/functions of the discipline which follow certain processes to be implemented.

Kuye *etal. (*2002:2), further attest to the fact that the expansion of the interdisciplinary approach to research by using transdisciplinary approach, boundaries between disciplines are broken down and unnecessary borders are removed to deepen the discipline of Public Administration. That kind of approach further provides Public Administration with a unique, scientific, diverse, action-oriented, and artistic view as well as its applicability.

1.7.2 The South African Local Government

Local government has its origins in early tribal villages and indigenous communities, where it was established long before the concept of a nation State evolved (Cloete 1995:1). During those days people were staying in different areas of South Africa, particularly according to their traditional backgrounds and languages, producing food, cultivating plants and domesticating animals (Cloete & Thornhill 2005:1). They did not get a well-planned service delivery because they were able to make ends meet.

The South African local government took many forms, since it became a Union in 1910. Different authorities based on the apartheid laws were used to govern the racial divide. Black people were least considered due to the fact that they were living in rural areas except those who lived in townships which were purposely built to attract employment. This is the reason why in South Africa, there are many tribal authorities and villages mostly in rural areas.

> Local government is 'that level of government which is commonly defined as a decentralised representative institution with general and specific powers devolved to it by a higher tier of government within a geographical area'.
>
> (Bayat & Meyer 1997:3).

The South African model of governance since, the 1994 elections is divided into three spheres: national, provincial and local government. Each sphere has its own responsibilities, and that of local government is to be a nerve centre of service delivery (Nkoane 2005:5). However, the three spheres of government are distinct, interconnected and interdependent. They are expected to work together seamlessly. Service delivery at local government is institutionalised because there are pieces of legislation namely, *Local Government: Municipal Structures Act* 1998, (Act No. 117 of 1998) and *Local Government: Municipal Systems Act,* 2000 (Act 32 of 2000) to name a few, endorsing that as well as the Integrated Development Plan mechanisms.

Section 152(1) of the Constitution encapsulates the objectives of local government that it should:

- provide democratic and accountable government for local communities;
- ensure provision of services to communities in a sustainable manner;
- promote social and economic development;

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- promote a safe and healthy environment; and
- encourage the involvement of communities and community organisations in the matters of local government;
- a municipality must strive within its financial and administrative capacity to achieve the objects set out in subsection (1).

Section (175)(2) of the Constitution, attests to the fact that 'a local government shall be assigned such powers and function as may be necessary to provide services for the maintenance and promotion of jurisdictions'. Local government therefore, ought to provide multiple services to its citizens due to the fact that it is closer to people and generates a lot of resources through its numerous revenue mechanisms. Besides its own resource generation municipalities also receive budget from National Treasury. Those services are clearly defined in the Constitution under section 155(6)(a) and (7) Schedule 5 B and Schedule 4 B and they are as follows:

Table 1. 2 Local government services

Schedule 5 Part B	Schedule 4 Part B
Beaches and amusement facilities	Air pollution;
Billboards and the display of advertisement in public places;	Building regulations;
	Child care facilities;
Cemeteries, funeral parlour and crematoria;	Electricity and gas reticulation;
	Firefighting services;
Cleansing;	Local tourism;
Control of public nuisances;	Municipal airports;
Control of undertakings that sell liquor to the public;	Municipal planning;
	Municipal health services;
Facilities for the accommodation, burial and care of animals;	Municipal public transport
	Municipal public works only in respect of
Fencing and fences;	the needs of municipalities in the
Licensing of dogs;	discharge of their responsibilities to
Licensing and control of undertakings that sell food to the public;	administer functions specifically assigned to them under this Constitution or any

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Local amenities;	other law;
Local sport facilities;	Pontoons, ferries jetties, piers and harbours, excluding regulations of international and national shipping and matters related thereto;
Markets;	
Municipal abattoirs;	
Municipal parks and recreation;	
Noise pollution;	Storm water management systems in built-up areas;
Pounds;	
Public places;	Trading regulations; and
Refuse removal, refuse dumps and solid waste disposal;	Water and sanitation services limited to portable water supply systems and cosmetic waste-water and sewage disposal systems.
Street trading;	
Street lighting; and	
Traffic and parking.	

Adapted from Section 155 (6) (a) and (7) of the *Constitution.*

Local government is already overstretched in terms of service delivery. It is therefore, impossible for local government to reach each and every citizen and deliver quality of the abovementioned services. This can only happen through partnerships by all different organisations found within the municipalities, hence, the present study, which includes institutions of higher learning with their innovative and cutting edge knowledge and technology to contribute towards service delivery. Institutions of higher learning continue to research and endeavour to come up with new mechanisms towards sustainable development.

1.7.3. Institutions of Higher Learning (Universities)

All institutions of higher learning in South Africa are governed by the *Higher Education Act,* 1997 (Act 101 of 1997). On the one hand, many higher learning institutions are government-controlled and funded by government, whilst on the other hand they are able to raise funds through payments by

enrolment of students as well as by other means. The majority of students are, however, subsidized by government for a particular period, hence certain rules that govern registration at universities. Institutions of higher learning are the third level, after the compulsory education bands and the further education and training band. Institutions are the centre for the quest of knowledge and research; as such they search for cutting edge knowledge to empower students. These capabilities could be used in assisting government in service delivery. They have human, technological, organisational and personal resources that could be tapped for future partnerships and service delivery of different activities.

This study is being conducted at the University of Pretoria but that does not necessarily mean that the research will be based on the said university. The University of Pretoria was established in 1908 and is situated in the Pretoria city within the Tshwane Metro, Gauteng province in the Republic of South Africa. The University of Pretoria has nine (9) faculties and a business school (www.up.ac.za retrieved 2012/02/03). It has different campuses, which are highly specialized in order to reach out to communities. This is a strength that could be related to the present research because the university is reaching out to the disadvantaged communities. However, some of these campuses were established during the apartheid era and had to be integrated after 1994. Before 1994, the university catered for the white community only.

The School of Public Management and Administration (SPMA) at the University of Pretoria is concerned with the future of the discipline as well as

its activities. There is an assertion that 'governments must become anticipatory, flexible, result oriented, customer driven, because customers are king in every respect, value based and entrepreneurial' (Kuye *etal.* 2002:20). It is important that governments become proactive to welcome new ideas for the development of communities, hence the rationale for this study.

The challenge and the debates of this new agenda are the mechanisms to be applied on how to train students to be able to become entrepreneurs. Institutions of higher learning have to move with the times and adapt old theories towards new paradigms and approaches to meet the challenges faced by public service. Kuye *etal.* (2002:22) postulate that the focus must be on best practices in teaching, curricular design and instructional modalities. Institutions of higher learning, therefore, as centres of excellence, could assist government in retraining managers to be able to be efficient and effective in their daily work. However, a university should not move away from its traditional roles of research and teaching but rather try to integrate community issues so that it could assist in service delivery and accommodate contemporary research (Waghid 1999:116).

Gordon (1997), as cited by Waghid (1999:111), attests to the fact that the general roles of academy could be narrowed into four functions: research, teaching, management and service. Academics usually continue to acquire knowledge through research and publications. They acquire further degrees, through research and learning as well as supervision of students and management roles. As teachers, academics are expected to demonstrate

expertise, awareness in developments in the teaching of their subjects as well as a good understanding of how students learn and perform. In terms of service, universities could undertake projects in the community and conduct research to understand the root causes of the problems. This issue of institutions of higher learning will further be discussed in Chapter Four.

1.7.4 Public Private Partnerships (PPP's)

PPP's are contested words, interpreted differently by different people, especially the methodology of establishing and implementing partnerships. There has been a huge debate within the public, academic and private sectors about the understanding of the concept for over a decade. Regardless, it is a pragmatic way that is endorsed by the South African government and the United Nations as a new development or alternative model for service delivery. It is not only used in daily service delivery but also in big projects such as infrastructure development. It is also spread within and between sectors, within and between societies, and continues to be interpreted differently throughout the world. Actually, definitions of PPPs are equal to all different people who use the word.

1.7.4.1 Definition of Public Private Partnership (PPPs)

According to Akintoye, Beck and Hardcastle, (2000:4), Osborne (2000:11), *Public Finance Management Act*, 1999 (Act 1 of 1999) Public Private Partnerships (PPP's) involve cooperation or combines the deployment of private sector resources and, sometimes, even public sector resources as 'partners' to improve public services or the management of public sector assets. *The Public Finance Management Act*, 1999 (Act 1 of 1999) further

notes that the intention is more on the public service *output* by offering more sophisticated and cost effective approach or value for money to the management of the risk instead of the traditional *input* based on public sector procurement. A single definition of PPPs is not convincing, as some would prefer to talk about its characteristics instead of its definition. The said characteristics will be discussed in Chapter Four.

The *National Treasury Manual* on PPP's (2002:3), *Public Finance Management Act 1999* (Act No 1 of 1999) and the *Treasury Regulation* No (16) and *Municipal Systems Amendment Act* 2003 (Act 44 of 2003) defines PPP's as a commercial transaction between an institution and a private party in terms of which the private party:

> (a) either performs an institutional function on behalf of the institution for the duration of the PPP agreement; and/or
> (b) acquires the use of state property for its own commercial purpose for the duration of the PPP agreement;
> (c) assumes substantial financial, technical and operational risks in terms of the PPP agreement; and
> (d) receives a benefit for performing the institutional function or from utilizing the state property either by way of:
>> (1) Considering to be paid by the institution which derives from a revenue fund or, where the institution is a government business enterprise, from the revenues of such institution;
>> (2) Charges or fees to be collected by the private party from users or customers of a service provided to them; or
>> (3) A combination of such considerations and such charges or fees.

The United States of America, Canada and the United Kingdom definitions are not different from the South African definition as they define PPPs as a:

> '… contractual arrangement or a co-operative between a public sector agency and a for-profit private sector concern, whereby resources and risks are shared for the purpose of delivery of public service or

development of public infrastructures sometimes not for a financial deal'

(Akintoye *etal.* 2000:4, G.P.M.R.Dewulf and W.D. Spiering 2001:213 and Osborne 2000:11).

The pragmatic factors such as resource constraints, efficient service delivery, and risk management are recurrent in all the three definitions outlined above. The proposed model of partnerships suggests government approach in public administration to be revisited to accommodate the societal values and stakeholders' engagement, as well as relinquishing its turf, before finalization of the initiatives or partnership projects. The approach further impacted on classical public administration as it is influenced by New Public Management (NPM) ethos which places greater emphasis on the adoption of private sector management concepts and styles, contracting processes, application of explicit standards and optimization of performance outcomes and measurements (Glynn & Murphy 1996:125). The NPM will be discussed in Chapter Three.

1.7.5 Service Delivery

The emerging importance of service delivery and service innovation to contemporary society cannot be overemphasised. Consequently, service delivery has played a key role in interactions with customers in recent years, yet research on innovation of service delivery is scant (Ja-Shen Chen, Hung Tsou & Ya-Hui Huang 2009:36). Researchers and government officials should start engaging other stakeholders within the environment to be innovative and change the strategies of service delivery by introducing institutions of higher learning with their new knowledge, cutting edge mechanisms, capacity and

technology as well as products that will allow customers to have choices. Chen *etal.* (2009:36) suggest that in order to be competitive government officials or service providers '

> …must deliver services or products through available distribution modes (e.g, customer interaction centres, online processing, and telephone support, new creative ways that apply their specialized competencies (i.e., knowledge competencies)'

Service delivery has recently increased interest in the government officials, politics and academics, as opposed to the traditional goods-dominant logic, hence the present research. Service delivery, therefore, calls for a multidisciplinary approach from different institutions because it is something we cannot live without. This type of phenomenon then calls for a qualitative research approach. Chen *etal.* (2009:39) argues that even though there has been a concern about service delivery, there has been relatively little or no academic research on service delivery innovation or it is scanty. According to Naidoo (2004:18) service delivery refers to the results emanating from the execution of policy and that it entails a variety of functions or processes. Policy refers to prescriptive understanding of what governments choose to do or not to do. Policy development is one of the functions referred to, this processes would mean those relating to service delivery like, for instance, there should be budget allocations, human resource to execute actions, service providers competent to delivery such services as well as the type of services to be delivered.

Service is action of an organization/public sector to meet a demand or need. Kicket (2002:90) encapsulates service delivery as being 'concerned with the

provision of a product or service'. Service delivery, therefore, is ensuring the execution to the latter of the need/demand or product. Fox & Meyer (1995:118) define service delivery as '…the provision of public activities, benefits or satisfaction'. Service delivery is also seen as provision of a product or output which undergoes a number of processes before it gets delivered to communities by government as promised through the policy. However, Chen *etal.* (2009:36) argue that service delivery needs to be innovative and move with the times as opposed to simply changing to output.

Service delivery is perceived as an important responsibility of government, although the landscape has since changed due to backlogs and the permeability of boundaries around government institutions. The fact that stakeholders ought to be engaged so as to be responsive to their needs and participatory decision-making be made, makes the role of government in service delivery more challenging than anticipated. The government in the South African situation refers to three spheres, namely: national, provincial and local government. The three spheres of government are interdependent, interconnected and distinct. However, for citizens, government is government regardless of different spheres, it does not matter which sphere is responsible for what. However, cognizance should be taken that the national departments are responsible for policy formulation and legislative framework for service delivery. The provincial department is responsible for planning and overseeing the institutions that interface directly with the public; for instance, hospitals, education and schools' operation, institutions of higher learning etc., whilst the local government sphere is the nerve centre of service delivery.

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The *White Paper on Transforming Public Service Delivery* (1997) encapsulates eight principles that apply to service delivery:

- Consultation;
- Access;
- Information;
- Redress;
- service standards;
- courtesy;
- openness and transparency; and
- value for money.

These principles are not only applicable at provincial and national departments but also to the local sphere of government as well because that is where citizens are to be found and to be responded to accordingly.

1.7.6 Stakeholder Engagement

The 21st century is an era of relationships. The concept of stakeholder engagement, which involves the building of relationships, trust, social capital and networks, has begun to resonate with many governments and political leaders. Since the first election of 1994 in South Africa, there has been a great emphasis on the consultation and participation of communities through the Cabinet Lekgotlas, Imbizos and Integrated Development Planning in all sectors of government policy, planning and implementation thereof but the challenges still remain. Relationships were not of importance prior 1994 for the majority of people simply because of their race.

Clarkson (1995:106) defines a stakeholder as 'persons or groups that have, or claim, ownership, rights, or interest in a corporation and its activities, past, present, or future'. There are basically two types of stakeholders: *primary* and

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secondary. However, there is an understanding that there are also public stakeholders. Stakeholders can further be classified according to their groupings, for example, shareholders, customers, employees, suppliers and so on. This is emphasized by (Freeman 1984:46; Keown, Van Eerd, & Irvin (2008:67) who define stakeholder as a 'consumer, or someone who has a stake and a potential decision maker'. In accordance with the two definitions, stakeholder includes customers, suppliers, employees, communities and the general public, besides stockholders and creditors'.

Primary stakeholders are core components of the organisation. The organisation cannot exist without them. Secondary stakeholders are those who affect and are influential to the organisation but the existence of the organisation does not depend on them. However, government should engage all stakeholders within its environment or continue with community participation as it is commonly referred to.

Sloan **(**2009:24) defines stakeholder engagement as 'the process of involving individuals and groups that either affect or are affected by the activities of the organization'. Adriaf & Waddock (2002:20) postulate that 'stakeholder engagement is trust-based collaboration and that could create a web of networks which will further contribute towards establishment of social capital between individual organisations and other social institutions working on objective's that can only be achieved jointly and interactively'. These definitions are quite comprehensive as they encompass both the primary and secondary stakeholder.

Stakeholder literature argues that stakeholders, who are important, primarily are considered salient in terms of resources, influence, power, legitimacy and urgency. They influence organizational strategies or they attain benefits from them (Sharma & Henriques 2004:161; Sloan 2009:30; Kolk & Jonathan Pinkse 2007:271). Therefore, it would be detrimental if any particular stakeholder could not be engaged whilst the project or issue at hand had some bearing to it. Stakeholder engagement is a precursor towards partnerships. Therefore, it is important to ensure engagement of all stakeholders for legitimate partnerships. But engaging stakeholders in a vacuum will not yield any benefit. It is imperative therefore, to create an analysis matrix to have a better understanding of their contributions towards a subject matter, in this case service delivery. Stakeholder engagement will be discussed further in Chapter Four.

1.8 Sequences of Chapters

The following is the sequence of chapters as they are presented in this thesis:

1.8.1 Chapter One

This chapter introduces the study by focusing on the background through a brief overview and the parameters of the study, namely, the Sedibeng District Municipality and the service delivery in Health and Social Development Department, especially prior to 1994, to motivate the rationale for the study. The discrepancies in relation to the racial divide experienced prior democracy in health and social development as a background and orientation to the said services is delineated. The importance of the study, its objectives, research

questions, the problem statement, and definition of concepts relevant for the study are introduced and briefly discussed. Concepts such as local government, public private partnerships, stakeholder engagement, service delivery and institutions of higher learning are briefly outlined and this will further be discussed in Chapter 4.

1.8.2 Chapter Two

The research method will be discussed in this chapter. The rationale for the particular methodology will be discussed giving more information on its advantages and disadvantages. The method identified is qualitative research through case study and the framework and characteristics thereof will be discussed. Essentially, the qualitative method is picked because the study is still exploratory and more in-depth information from different sources is needed to validate the model to be designed in Chapter Four. Triangulation will be used to verify the research method as a single source will be limiting. Topics such as research design, data gathering and analysis, sampling, limitation and ethical considerations will be discussed to demonstrate the experiences encountered during the execution of the research.

1.8.3 Chapter Three

Literature review is the subject under study for this chapter. The chapter will contain the core of public administration and other disciplines' contributions to it, its definition and functions. Due to the fact that the study is about PPPs, the role of government, which covers service delivery, public goods, and brief

outline of the pre-democratic government of South Africa and how this has affected service delivery, in general, will be discussed.

Relevant theories for the topic under study, namely: activity theory to demonstrate the role of executive directors: health and social services in general, organizational theory, and New Public Management (NPM) will be discussed as they form the fundamental foundation of partnerships. NPM will be discussed in depth because Public Private *Institutional* Partnerships provide an opportunity to integrate this approach and its assumptions such as competitive tendering, outsourcing of government services, public choice theory to name a few. A brief outline of the literature review of the contributions of the mining sector will be discussed.

1.8.4 Chapter Four

The chapter will focus on the in-depth integration of issues discussed in the first three chapters to design a model. The main aim of this chapter is to develop a model on Public Private I*nstitutional* Partnerships and ascertain as to whether it can contribute to health and social development service delivery. Differences between public, private and Non-Profit Organisations are tabulated to paint a picture on how they are legally formed and managed. Explicit contributions of each and every sector, like private, the government, and institutions will be put to the fore and clear contributions towards service delivery will be demonstrated through the model. The chapter further explains how the champion for partnerships is selected and the capabilities necessary for this role.

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Stakeholder engagement, citizen participation, network formation and synergies formed are some of the issues to be discussed in this chapter. Another critical component of this partnership is the social capital which emanates from the relationship of the different partners. Globalisation, which influences all kinds of organisations, whether big or small, is discussed to demonstrate the fact that the different continents influence each other, especially due to technology, particularly when information is put on the internet. This is an indication that organisations and human beings do not exist in a vacuum; there is a lot of interdependence and intra-dependence, hence the activity theory which demonstrates how other actors can contribute towards transformation of service delivery which will further be discussed in this chapter.

1.8.5 Chapter Five

Chapter Five will deal with the results of the study. The results will be presented using the qualitative method, as indicated in Chapter Two, and as per the interviews of different subjects. Triangulation will be used as other information will be obtained from the annual reports, partnership projects initiated within the SDM, and themes will be identified from the data to be presented. Information pertaining to health services as described by the municipality will be discussed.

1.8.6 Chapter Six

This chapter will summarize the findings of the study as well as the recommendations for future research. A brief summary of each chapter will be

outlined. The chapter will present strengths and weaknesses as well as findings and conclude the research with a recommendation for SDM or any municipality that would want to use the model for service delivery.

1.9 Conclusion

SDM is the only district municipality in Gauteng province with that status. It is seen as the most isolated municipality of Gauteng when it comes to the economic hub activities. It is bordered by a number of provinces for instance Free State, Mpumalanga, and North West. The municipality is rich in one of the scarce resources in the country; water due to the Vaal River. Like all the municipalities in South Africa SDM is also experiencing backlog of services as citizens now know their rights as well as the responsibilities of the government.

CHAPTER TWO: RESEARCH METHODOLOGY

'In the inside of qualitative approach, the researcher aims for a holistic picture from historically unique situations where idiosyncrasies are important for meaning. The researcher uses the inductive mode and allows for the data to speak.'

(Ospina 2004:4)

2   INTRODUCTION

Research is an inquiry which leads to knowledge generation and analysis to resolve scientific and societal challenges. Different disciplines use different research methodologies to gather information and advance. Public Administration, as both an art and a science, has numerous mechanisms/tools scientifically relevant to conduct research. This is so, because, public administration is eclectic and can borrow from other disciplines whilst in the process of advancing its own academic identity and professionalism. This did not happen unnoticed as proponents of Public Administration got excited when they realized that the discipline is not static, but, rather moves with the times, hence its holistic nature. Research however, is no longer the paramount responsibility of universities alone, but rather a collaborative effort involving even the private sector and parastatals seeking for knowledge. This is needed now more than ever thus partnerships for contemporary issues.

This argument is endorsed by Akinnuisi (2008:42) and Kuye *etal.* (2002:1) who say that rigid and hierarchical public administration is a thing of the past

because it is important to have an approach of Public Administration that is within the interdisciplinary paradigm and yet collaborative and elaborative. These types of approaches allow for unnecessary borders and boundaries of a particular discipline and institutions be completely broken down (Kuye *etal.* 2002:2).

This chapter discusses the research method followed in gathering the data and the location of the research within Public Administration. It is also about the research design, method, sampling, and analysis, advantages and disadvantages of the methodology applied and limitations encountered during the process of the current research. The ethical consideration forms part and parcel of the research method discussed in this chapter. The information/data will be collected and validated and presented in Chapter Five.

2.1   The Situation of the Research

Employees are employed by institutions or organisations for the reason of advancing the organisation's goal. Similarly, employees are also employed because of their skills and leadership capabilities. At the same time employment gives them a reason to exist and be engaged, positively contributing towards the country's economy. At the time when this research was initially conducted the researcher was employed at BHP Billiton – the world's largest diversified resources company. The researcher was employed in the capacity of the health manager of the BHP Billiton Development Trust at corporate office in Johannesburg, South Africa. Even though the researcher

was at BHP Billiton, the information provided in this study is the researchers own thoughts and work and not that of the employer.

The geographical area of focus is the Sedibeng District Municipality. However, the researcher did not only confine herself to the geographical area of the SDM, as other trends and issues related to the topic were observed in other sectors which made contributions to the data gathering, analyses and final recommendations. The rationale for the topic; Public Private *Institutional* Partnership (PP*I*P), emanates from the fact that the researcher was involved with partnership projects, especially in areas of both health and social development. The researcher worked in both National Department of Health and Social Development departments prior joining the private sector, and this gave the researcher the opportunity to better engage with the provincial and national departments where needed. The qualitative research is the method used as the framework of this research.

2.2   Qualitative Research as a Methodological Framework

The present study is an attempt to ascertain the extent to which PP*I*P could enhance health and social development service delivery at the Sedibeng District Municipality. Yin (2003:22) puts it succinctly: 'How and why are organisations collaborating with one another? Is it to provide joint services? In a study of this type, such service delivery touches on human rights, health and the quality of life which cannot be researched through quantitative research but rather through an in-depth small purposive sample provided by a focus group. The researcher uses the qualitative research method in order to

gain insight through direct observation of phenomena (for example initiation and participation in some of the Public Private Partnerships projects) to develop a theory and find out how health and social development services could be enhanced through this model of Public Private *Institutional* Partnerships. The theory is conceptualized directly from the gathered data instead of the preconceived testing of hypotheses through quantitative research. Ospina (2004:4) and Brian Parker (2011:2) attest to the fact that a hypothesis will emerge from a constant and careful analysis of the data from observation and participants or sample descriptions.

Qualitative research, through the case study method has been chosen because it gives more information on what happened, how it happened, and importantly, why it happened the way it did (Henning 2004:3, Rubin & Rubin (2004:3); Yin (2005:83). Case study is about the direct understanding of the uniqueness and idiosyncrasy of a particular case in all its complexity and totality i.e. the depth of PP*I*P (Welman, Kruger, & Michel 2005:193). Shank (2002:5) as cited by Ospina (2004:2) defines qualitative research as 'a form of systematic empirical inquiry into meaning'. Ospina (2004:2) goes further and explain the meaning of the definition:

- By systematic he means 'planned, ordered and public' followed rules agreed upon by members of qualitative research community.
- By empirical, he means that this type of inquiry is grounded in the world of experiences hence its sampling is also purposive to those who have experienced the process or dealing with such issues.

De Vos (2002:275) and Yin (2005:83) attest to the fact that there are important sources of evidence in case studies: documents, archival records, interviews, direct observation of subject matter, participant observation and

physical artefacts. This type of research requires more time to gather as much information as possible from the different sources and analyse them. Kuye *etal.* (2002:2) attest to the fact that key factors shaping research in Public Administration are:

- An elaboration of concepts from other disciplines which was entertained in chapter one;
- The use and adoption of findings from other disciplines.

Therefore, Public Administration stands at the intersection of other disciplines and is highly eclectic. Welman *etal.* (2005:193) suggests that it is important when using the case study method to follow the following three criteria: First, define boundaries, for instance, setting the parameter of the study; second, search for recurrent patterns or themes, and last, use the triangulation method to gather data, instead of depending on one method. This method was followed as interviews were scheduled with executive directors of health and social development of the Sedibeng District Municipality and the boundaries were a little bit extended by involving the National Treasury, Public Private Partnerships Unit and the Provincial Department of Social Development, Public Private Partnership Unit. Annual Reports from 2006–2012 and Integrated Development Plans from 2006–2012 were read to evaluate service delivery and public private partnerships, as well as participatory research of the initiatives that the researcher was involved with to triangulate the process. Public Private Partnership's workshops were also held by other private sectors such as Hollard Insurance of which the researcher participated in.

The case study method is holistic and provides an in-depth view of situations and events which is the kind of understanding that administrators need when conducting research and rendering services to the public. They further need to understand complex problems such as service delivery that need different perspectives in order to find a convergence of results. It involves data collection, extensive description, and systematic contextual analysis of the case.

Qualitative research concerns itself partly with approaches such as phenomenology, ecological psychology, grounded theory, symbolic interaction, and ethnography and post modernism, to name a few. This view confirms the eclectic nature of the qualitative research method identified. Qualitative research can therefore, be viewed as interdisciplinary, multi-paradigmatic and multi-method hence the present research of which multiple sources were engaged to triangulate the results. It is more of a policy analysis which will be engaged in Chapter Four when the model is being developed to come up with an alternative for service delivery. Policy analysis, according to Kuye *etal.* (2002:77) could be considered to be a 'social or human science' hence the saying at some stage that the integrity of human beings ought to be taken into account when analysing policies or coming with alternative models for service delivery. This will further be discussed in Chapter Four.

Qualitative research contribute to a better understanding of social realities and draws attention to processes, meaning patterns, and structural features hence the uniqueness of each and every interview (Ospina 2004:1). Qualitative

research is relevant for this study because it assists when a researcher researches a complex and unknown world to be explored (Rubin & Rubin 2005:19 and Ospina 2004:1). It, therefore, provides opportunity to the researcher to have an open mind and constantly observe the theory being built.

Qualitative field research, as Babbie (2004:283), Henning (2004:3), Ospina (2004:1) and Parker (2011:2) state, is comprehensive as it gives the researcher an opportunity to go directly to the social phenomenon under study and observe it as complete as possible, sometimes even initiates the process as is the case with this researcher, thus developing a deeper and fuller understanding of the concept. This was done with the four projects which were partnership initiatives, three of which were initiated by BHP Billiton. This kind of research enabled the researcher to enter the subject's environment. This is mainly done by means of naturalistic and interpretive methods of study, analysing the conversations and interactions that researchers have with the subjects (De Vos 1998:80; Creswell, 1998:15).

De Vos (1998:79) further attests to the fact that qualitative research refers to research that elicits participants' accounts of meaning, experiences or perceptions. It therefore, discourages writing questions and forwarding them to the interviewee and just collating the data without seeing the non-verbal communication as well as the documents or even the project sites. De Vos (1998:80) postulates that the interpretive enquiry strategy mainly utilizes participants' observation and interviewing methods of data collection. This is

the reason why the process was followed in order to engage participants instead of just focusing on the annual reports and other sources. Qualitative research, when posing a research question, asks 'to what extent?' In this case it is: 'to what extend will PP/IP enhance health and social development service delivery at the Sedibeng District Municipality?'

2.2.1 Characteristics of Qualitative Research

Table 2.1.summarises the importance of qualitative research as cited by Ospina (2004:9), Orb, Eisenhauer & Wynaden (2001:94-96), Welman *etal.* (2005:207) and manual on qualitative research (n.d):

Table 2.1 Importance of Qualitative Research

Qualitative Research	Characteristics
General Framework.	Seeks to explore phenomenon; Use semi-structured method such as in-depth interview, participant observation and focus groups; Instruments use more flexible, interactive style of eliciting and categorizing responses to questions.
Analytical Objectives.	To describe variation; To describe and explain relationships; To describe individual experiences; To describe group norms.
Question Format.	Open-ended questions.
Data Format.	Textual.
Flexibility in study design.	Some aspect of the study are flexible; Participants responses affect how and which questions to ask next; and Study design is interactive, that is, data collection and research questions are adjusted according to what is learned.

Adapted from Ospina (2004:9), Orb *etal.* (2001:94-96), Welman *etal.* (2005:207) and manual on qualitative research.

Based on the information cited on Table 2.1, it can be deduced that qualitative research has been chosen for four reasons: first the approach when asking a research question starts with 'to what extent'. The study provides possible models where institutions could be explored and brought into partnerships in assisting with service delivery programmes. Second, the approach has been chosen because the topic demands exploration to gather more data so as to design alternative and improved models. Qualitative research enables freedom and natural development of action and representation. Third, the approach has been chosen because of the need to present an in-depth and holistic view of the topic. It further presents an opportunity to understand, and explain the argument, by using the evidence from data, literature and the studied phenomena. Last, each interview is unique. This research cannot be reached without a clear research plan or design.

2.3   Research Design

Mouton (2001:55) and Yin (2003:20) define research design as 'a logical sequence, plan or blueprint of how the researcher intends conducting the research, or moving from *here* to *there* by responding to questions and finding answers as conclusions'. Welman *etal.* (2005:52) define research design as:

> '…the plan according to which we obtain research participants (subjects) and collect information from them'.

Creswell (1998:2-3) argues that it is the entire process of research from the conceptualization of a problem to writing the narrative, not simply the method used, such as sampling, data collation, and analysis, and report writing.

Notwithstanding the research plan has been drawn and followed to conduct this research. Clearly the issue of sampling, data gathering and analysis as well as the final narrative is part and parcel of research design.

The researcher contacted various political structures for the political buy-in and approval of the research in the Sedibeng District Municipality. This was done verbally, followed by an e-mail to cement the discussion. A letter of an approval was sourced from the Sedibeng District Municipality due to the fact that the entire district was involved in this research and it is attached as Annexure B. This formed part of the plan of the research. After approval, the Executive Directors for health and social development were contacted telephonically after getting (their contact details from the executive Mayor's spokesperson). A formal letter was forwarded to the Executive Directors to give consent to participate in the study on a voluntary basis. A questionnaire is attached as Annexure C. The research design is the plan and other processes, including the narrative that ought to be followed to completion, whilst conducting the research.

Planning is one of the indispensable management functions which forms part and parcel of the design. Therefore, as a primary management function/tool it cannot be avoided in conducting Public Administration research or managing an organisation. It is done to anticipate the future, achieve organisational goals and commit resources, both monetary and human. It further occurs at all organisations, and at all levels of the organisation (Smit & de J. Cronje 2004:89). Planning was done to clearly demonstrate how different sources

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were to be consulted and the methodology to be followed. For instance, interviews were scheduled, annual reports were collected from the municipality, and partnership projects were initiated and visited. This multiplicity method of data gathering is called triangulation.

Neuman (1997:19) supports the sentiments by stating that exploratory researchers are 'creative, open minded, and flexible; adopt an investigative stance; and explore all sources of information'. Descriptive and exploratory researchers share many similarities (Neuman 1997:20). Neuman's (1997:11) case study structure as a model was followed to finalise the plan:

- the problem is identified, namely, how efficient and effective health and social development service delivery can be enhanced by PP*I*P;
- The context is discussed, namely, the health and social development service delivery at the Sedibeng District Municipality;
- The issues are highlighted, there are factors impending health and social development service delivery outcomes;
- The lessons learnt are investigated, namely the need to form partnerships with universities for mobilization of resources, to promote health and social development service delivery; and
- Specific solutions are proposed, namely the PP*I*P model.

The model as well as what can be produced is presented in Chapter 4. It is, however, important to have a sample when conducting research.

2.3.1 Sampling

According to Powell (1997:146-147), no single formula provides the 'correct' sample size for a qualitative study. As Rubbin and Babbie (2001:399) state,

'Field researchers attempt to observe everything within their field of study; thus in a sense they do not sample at all'.

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The purpose of the qualitative study is to understand, not to generalize. What is needed are the depth, complexity, and 'richness' of the data from the subjects, as well as why that happened the way it has. Sampling, however, is about taking off a portion of population and presenting it as representative of that population by means of using different methods to arrive at that sample.

> Population on one hand means 'the theoretically specified aggregation of the elements in a study. Study population on the other hand means the aggregation of elements from which a sample is actually selected'.
>
> (Babbie 2001:190).

De Vos (1998:79) attests to the fact that qualitative research is concerned with understanding rather than explanation; naturalistic observation rather than controlled measurement. There is no need to control and manipulate data in qualitative research. It is about the subjective explanation of reality from its own perspective. The subjective nature of the perspective translates into a purposively or judgmentally selected sample of first the Sedibeng District Municipality, second, the Executive Directors of Health and Social Development and last, relevant departments dealing with the subject matter. Purposive (judgmental) sampling:

> '…means to a type of non-probability sampling in which the researcher selects the units to be observed on the basis of one's own judgment about which ones will be the most useful or representative'
>
> (Babbie 2004:183; & Welman *etal.* 2005:69).

Another area of interest is other government departments involved in partnerships like National Treasury (Public Private Partnership Unit) and the Gauteng Provincial Department of Social Development within their partnership Unit. The Provincial Department of Health was not included in the sampling as

they did not have a partnership unit at the time of this research. It is therefore, vital to sample immediately after the understanding of the depth and the parameters of the study.

For the purpose of this study, a purposive non-probability sampling technique was applied with a view to identify key subjects involved in the day-to-day management of health and social development at the Sedibeng District Municipality including their political head and at certain strategic department such as the National Treasury's PPP Unit. A purposive sampling has been chosen because it illustrates some features/processes that interest the researcher.

Executive Directors are placed in the unique situation of being 'sandwiched' by civil society and politicians. Therefore, they are able to absorb information from both sides. In addition, the use of multiple respondents is important for this study, not only because of the dynamic perspectives that they offer collaboration, but because of the triangulation and validation through sources. The multiple sources give the opportunity to analyse the policies and identify the gaps for future options or recommendations as they implement them. Babbie (2004:183); and de Vos (2002:207) state that purposive or judgmental sampling is a non-probability sampling in which one selects the units to be observed on the basis of the researcher's own judgment about which ones will be the most useful or representative. This decision is in line with Creswell's (1998:118) provision and requirements that,

> *'…the purposeful selection of participants represents a key decision point in a qualitative study. Researchers…need clear criteria in mind and need to provide a rationale for their decisions'.*

The interviews provided the researcher with rich and voluminous data which required further analysis, and will be presented in Chapter Five.

2.3.2   Data Collection

A qualitative interview 'is an interaction between an interviewer and a respondent in which the interviewer has a general plan of inquiry but not a specific set of questions that might be asked' as is the case with a questionnaire, normally forwarded prior to the interview, Babbie (2004:300). Therefore, primary sources of data were collected, first, from different Executive Directors responsible for health and social development within the Sedibeng District Municipality on a day to day basis. Second, the annual and IDP reports from the Sedibeng District Municipality were read.   Last, workshops were attended, together with site visits to different projects site of Public Private Partnerships. The six sources form the basis of the data collection for this research.

The topic of study was clearly outlined to the subjects to seek their approval. The District Executive Mayor was contacted through the spokesperson of the Sedibeng District Municipality, although the initial contact was made with the Executive Mayor during the handover of one of a partnership projects initiated by BHP Billiton. Face–to–face interviews were conducted to form the basis of the data collection for this study. An observation occurred as the researcher was one of the participants when Hollard Insurance held workshops at one of

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the local municipalities, in particular, Midvaal local municipality. Hollard wanted to make Midvaal local municipality a child friendly municipality. Different stakeholders were invited to participate in the workshop, in order to design the project. This initiative was to establish partnerships with different stakeholders, including the private sector. Documents, such as Annual Reports and Integrated Development Plans of the Sedibeng District Municipality were analysed. They provided a primary source of data. When dealing with information such as this, it is important to bear in mind the issues of data analys.

2.3.3 Data Analysis Methodology

De Vos (2003:339) argues that data analysis is a process that brings order, structure and meaning to the voluminous information/data collected by the researcher to the reader, especially under qualitative research. As a matter of process, the data gathered through the interviews, observations, annual reports and other documents were analysed to interpret the results and is presented in Chapter Five. Descriptive data forms the meaning as observed and experienced through the research process. De Vos (2003:340) further attests that 'qualitative data analysis is a search for general statements about relationships among categories of data; it builds the grounded theory'. Babbie (2004:291) defines grounded theory as an attempt to derive theories from an analysis of the patterns, themes and common categories discovered in observational data. It is a mixture of both naturalistic and positivist concern for a systematic procedure.

Welman *etal.* (2005:211) emphasise that identification of themes is the most fundamental task in qualitative research. Techniques, as suggested by Welman *etal.* (2005:212), were used in data analysis:

- Word analysis identification of keywords;
- Reading of larger units (comparing and contrasting the material for the missing information);
- The physical manipulation of text (unmarked text, cut and sort procedures); and
- Secondary data analysis especially those gathered during interviews and personal experience in the process of PPPs.

The fact that the researcher initiated some of the projects determined the information needed, though it could be argued that this information is subjective. Therefore, there may be assumptions that there were preconceived ideas about the projects that the researcher claims to have observed, which can be seen further as a limitation of the study. There is the argument that, in case studies, there is a need 'to rebuild or improve theory instead of approving or rejecting' (Babbie 2004:293). Indeed, the purpose of this study is to find out how PP/Ps can enhance service delivery in health and social development at the Sedibeng District Municipality. What role can Institutions of higher learning contribute to partnerships projects and improve service delivery?

Asking questions is not easy as sometimes researchers put the respondents under a lot of pressure or gather irrelevant information; hence the volume of data becomes a challenge during data analysis. However, the advantage of 'being there' authenticates the validity of the research conducted regardless of its subjectivity and the voluminous data. It is easy to see the contributions of

the government to the process, which can be strengthened through the introduction of institutions such as universities, research institutions such as Human Science Research Council. Some of the results are presented and interpreted as percentages as per the annual reports information to demonstrate the depth of the issues. It is further an obvious fact that when dealing with information, ethical considerations must be prioritised.

2.4   Ethical Requirements

Ethical issues are pertinent in any kind of research, whether it be qualitative or quantitative. When human beings are being interviewed it is more important. Kuye *etal. (*2002:192) and Orb *etal.* (2001:93) define

> '…ethics as that branch of philosophy dealing with values that relate to human conduct with respect to the rightness or wrongness of specific actions and to the goodness and badness of the motives and ends of such actions'.

Therefore, issues of confidentiality and protection of subjects' rights formed the fundamentals of this research. Ethical concerns can mean different things to different people, it generally relates to principles of knowing what is right and wrong. Examples of ethical values and principles might include trustworthiness, honesty, respect, responsibility and accountability, the pursuit of excellence, law abiding behaviours, Welman *etal.* (2005:181).

Informed consent is one of the most important tools for ensuring respect for persons during research (Orb *etal.* 2001:95; Welman *etal.* 2005:201). Welman *etal.* (2005:20) suggest that there are four pertinent ethical considerations: informed consent, right to privacy, protection from harm and involvement of the researcher. Orb *etal.* (2001:95) state it differently, talk about principles that

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ought to be observed when conducting qualitative research: *respect for persons*–the dignity of all subjects must be respected; *beneficence*–helping others and preventing harm and risks; *justice*–equal share and fairness for the people who are going to benefit from the research (the participants); and *respect for the community*–community values and interests must be upheld.

The Executive Directors have been respected and the information provided was treated with a high regard. No subject was exposed to any hazardous/detrimental activities as the research involved one-on-one interviews. The Executive Directors and other subjects were not ethically compromised nor forced to provide any confidential documents. This happened with National Treasury where the Memorandum of Understanding (MoU) between the Department of Public Works and National Treasury was promised and later withdrawn. The Executive Directors were interviewed in their offices to ensure that documents could be obtained immediately after interviews as per the information provided, when appointments were initially made. They were also requested to sign a participants' letter which clearly outlined the intention of the research.

2.5   Limitations of the study

The limitations of the study encountered when conducting this research:

- It took more time to schedule interviews with the executive district directors of the Sedibeng District Municipality as a whole because of their busy schedules. It was not easy to meet them in one month as the district is also quite vast and the researcher never got a chance to clearly have study leave set aside to conduct the same.
- The same notion led to continuous telephonic contacts which were costly for the researcher. In many instances telephones would ring with no answer.

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- At some point the researcher had to cancel the appointment whilst at the local municipality as the Executive Director had to meet with the municipal manager at the same time which demonstrated lack of proper planning by municipal officials.
- Other departments, such as the Auditor General's Office, which were anticipated to form part of sampling, agreed to participate and requested a formal letter to be submitted, they did not reply even when contacted telephonically.
- Due to the volume of the information from the three local municipalities and the SDM, it took more time than anticipated to review and analyse the data. This complicated the analysis as it had to be codified.
- The fact that there is minimal literature on Public Private *Institutions* Partnerships created challenges and as such it was time consuming to source the relevant literature to be used towards the present research.

Because Social Development is a National and Provincial mandate; the Local government is still learning but not really understanding how they fit in the service delivery mode, this hampers the smooth running of the process. Actually, one of the Executive Directors clearly indicated that there were no conditions created at the Sedibeng District Municipality which assisted them in social development services because many of the Executive Directors were from the health background, hence, the pendulum swung more towards health issues and non-performance on social development. This was a challenge/limitation in gathering the data from the existing structures, despite the fact that they are Executive Directors for both Health and Social Development.

2.6 Conclusion

This chapter deals with the methodology, as applied in data gathering and analysis. It plays a pivotal role in giving the background to enable the reader

to understand what to expect in the chapters that follows in terms of the methodology applied. The logic of the chapter, which forms part of the plan, is presented as follows: an introductory remark which gives the rationale of conducting the research within Public Administration discipline. The situation of the research is discussed. Qualitative research and case study, as a methodological framework is detailed, as this forms the basis of this chapter. The rationale for using this particular methodology is presented. Research design and sampling are presented. Data gathering and analysis forms part of this chapter. Finally, ethical considerations and limitations of the study are presented. Research without a literature review cannot present a true reflection of what needs to be investigated. Chapter Three is about literature review.

CHAPTER THREE: SELECTED LITERATURE REVIEW ON PP*IP***

'As a field of both academic and professional practice, Public Administration has always integrated theory and practice in the quest for new discovery and new knowledge. This approach differs, in some instances, from conventional social research paradigms. Research in Public Administration can play a strategic role in the reform of public organizations and agencies and their work, including programmatic issues and service delivery'

(Kuye *etal.* 2002:2).

3   INTRODUCTION

This chapter aims at delineating what Public Administration is, (through definition), the role of the state and relevant theories on Public Administration that attest to Public Private Partnerships. Other theories or frameworks are identified from other disciplines which are found fit to contribute to efficient service delivery. The role of the state is brought forth because as long as people stay together in a community (or a city) the state has a role to provide basic services by using public administration functions, regardless of any innovative thinking in terms of the challenges of the needs of the community.

This chapter further discusses the environmental issues that relate to institutions as well as the changes they bring to both the community needs and institutions. This study attempts to be as holistic as possible, as is the case with the methodology applied to conduct this research. The chapter covers public goods which are neither non–rival nor non-exclusive and are supposed to be provided by government. Other goods that are provided by government are based on merit, for example the social grants. The role of

local government, impressions given on the mining sector in relation to their contributions and service delivery are further discussed as part of literature review.

3.1 Public Administration

Since 1994, Public Administration as both an activity and a science has evolved considerably in South Africa. Pubic Administration, because of its artistic nature, allows opportunities for exploration across other disciplines. It encompasses much more than the administrative and management activities of government because politicians are policy makers. They are neither administrators nor managers. To some degree administrators are expected to work closely with elected officials as part of South African governance. Public Administration as a field of study is inherently eclectic, standing at an intersection because it encompasses a number of disciplines, such as political science, administrative law, psychology, social work, anthropology, sociology, public finance, economics, medicine, criminology, economics, and forestry (Bourgon 2011:9).

> 'As a young academic field, Public Administration is still plagued with internal debate and dissent on the extent and scope of the field and its relationship to other disciplines, such as political science and public law'.
>
> (Bourgon 2011:8).

Public administration, however, has its own distinct literature and knowledge regardless of its eclectic nature. Mostly, other disciplines use public administration functions to render their services, besides their professional contributions. According to Kuye *etal.* (2002:13), Public Administration is,

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> '…the management of individual and group efforts for the sustenance of the activities of the state'.

The following definition is more or less similar to the above as the understanding is about the management of the state's activities. The only difference is the issue of artistic interpretation which could lead to so many understandings.

> 'Public Administration is the art and science of management as applied to the affairs of the state'
>
> Kerraghan & William (1968:4).

Therefore, without Public Administration, the state could not be able to execute its activities, through different government departments which will be discussed later under the role of government. Besides that, Public Administration is of value because before the execution of activities there is a need to employ human resource, budget for the personnel, budget for the said activities, and source proper offices from where to carry out these activities, have processes and procedures in place, and organise work/activities and so on. It could be argued that Public Administration is a process involving different actors within a system. Bougon (2011:8) postulates that;

> '…as a field of study, public administration is primarily interested in understanding the relationship between government, society and the people it governs'

Relationship is a key word in this definition as well as the one below, and suggests that it should be maintained with different sectors as well as the environment. In the 21st century, which is a relationship era, it is critical to link the academic discipline with the practical work environment so that students

of Public Administration can become better leaders with both theoretical and practical issues linked together, hence, first; the identification of higher learning institutions as partners in service delivery for the purpose of this research, secondly, the private sector whose aims is profit and thirdly; that this is the relationship era and the environment and sphere of influence plays a crucial role for different institutions to work together. The sphere of influence for each and every institution is critical for its legitimacy especially from the community point of view, hence the following definition.

> 'Public administration embody concepts, principles and values about the role of government in society and about the relationships between government, people and society'
>
> (Bougon 2011:91).

It would be naïve to define Public administration simply. Kuye *etal.* (2002:5) defines Public Administration as a term used to mean;

> '…the study of selective practices of the tasks associated with the behaviour, conduct and protocol of the affairs of the administrative state'.

Waldo as cited by Stillman **(**1980:1) argues that

> 'Public administration is a process and it is as old as government. That is, as soon as there is a sufficient institutional evolution and differentiation to enable one to speak of the government of a society, there are actions by which law (as an expression of government's authoritative allocation of values) is made and actions by which and attempt, more or less successful, is made to carry the law into effect'.

Therefore, Public Administration is action oriented around the needs of the citizens of the state. It is a practice not a profession. This assertion concurs with Bougon (2011:8) by saying:

> 'Public administration is about transforming political will into public results or, to put it differently, the translation of politics into reality that citizens see every day'.

Different authors define the term accordingly and the following is an example:

> 'Public Administration is the executive branch of government; civil service; bureaucracy charged with the formulation (facilitation), implementation, evaluation and modification of government policy'.

> The term represents a wide amorphous combination of theory and practice aimed at clarifying a conception of government and its relationship with society, promoting government policy which is more responsive to social needs and establishing management practices in public bureaucracies designed to reach efficiency and effectiveness and satisfying to a greater extent the deeper needs of the public.'
>
> Fox & Meyer (1996:105).

Essentially, Public Administration is multidisciplinary and calls for a collaborative and holistic approach of other sectors and disciplines. Zola Skweyiya (2007:6) argues that:

> '…the academic practitioner interface in public administration is an important contribution at two programmatic levels. It speaks to the vital issue of the organisation and capacity of the State in the South African context; and it speaks to the issue of the vibrancy of the Economic, Social and Cultural Council of the African Union at another level'.

This is the reason why organisations should understand that they do not exist in a vacuum especially in relation to their relationships with other institutions and the citizens they serve. Organisations are established in order to serve certain demands.

Kuye *etal. (*2002:2), further attest to the fact that the expansion of the interdisciplinary approach to research by using transdisciplinary approach, boundaries between disciplines are broken down and unnecessary borders are removed to deepen the discipline of Public administration. That kind of approach further provides Public Administration with a unique, scientific, diverse, action-oriented, and artistic view as well as its applicability.

3.2. A Brief Background of Public Administration

Around 400 B.C. Plato

> '…recognized management as a separate art and promoted the principles of specialisation'
>
> Fox & Meyer, highlight (1996).

Public Administration emerged as a discipline in the late 19th century and it is 'arguably the creation of the post-Second World War' which gave birth to new managerial class (Ayeni 1994:2004; & Rao 1991:78). Bourgon (2011:9) attest that Public Administration,

> '…as a discipline took shape in a period characterized by rapid change associated with the industrial revolution, economic development and the building of modern states in the late 19th/early 20th century in Western Europe and North America'.

Even though Public Administration is a discipline in its own right, it was not until 1887, when Woodrow Wilson's (later the President of the United States of America) seminal article stated that 'Public Administration should be a self-conscious professional field of study which shall seek to straighten the paths of government, straighten and purify its organisation and to crown its dutifulness' (Ayeni 1994:2005). Fox & Meyer (1996) in his book, argue that Woodrow Wilson's article is seen in some circles as 'the beginning of the study of administration'. However, Taylor and Fayol may be considered as the pioneers of management science school in public administration (Rao 1991:80).

Whilst Woodrow Wilson is honoured as the father of Public Administration, it is actually Leonard D. White, who articulated four areas of the study (Shafritz & Hyde 2009:24; and Peters & Pierre 2007:14 - 15):

- 'Administration is a unitary process that can be studied uniformly, at the federal, state, and local levels,
- The basis for the study is management, not law,
- Administration is still an art, but the ideal of transformation to science is both feasible and worthwhile,
- Administration has become and will continue to be the heart of the problem of modern government'.

Clearly the four points give some fundamentals of Public Administration as well as its future understandings. The discipline actually gained academic legitimacy after the first textbook written by White called *Introduction to the Study of Public administration* which was devoted to the subject matter of Public Administration (Fox & Meyer 1996, highlights).

Proponents of Public Administration attest to the fact that there are six generic functions of public administration in addition to White's four areas of study which are universal, whether you are in the private sector or the public sector:

- policy-making,
- organising,
- financing,
- staffing,
- determining work procedures and
- the exercise of control

(Cloete 1998:86-87 and Thornhill & S.X Hanekom 1995:20).

Public management's fundamental functions are: planning; organising; leading, and controlling which are in agreement with White's second area of study (eds Smit & J de J Cronje 2002:8). There is no way that one could implement public administration functions without the use of management functions because it is the managers that use those functions. In addition this, administrators also use public administration functions to execute their

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activities. The most important function of management is coordination. Managers are expected to play a facilitation role as well as ensure the coordination of different activities such as resources, relationships and networks. Regardless of the different proponents of Public Administration and their thoughts, the study as a discipline still stands especially with regard to public administration functions.

According to Shafritz *etal.* (2009:245), Waldo, Ostrom, Henry and McCurdy were in agreement with Wilson's political and administrative dichotomy. They attest to the fact that the two, namely: administration and politics are inseparable. Ayeni (1994:2005) and Rao (1991:78) put it nicely by saying 'a dichotomy between public administration and politics was popularised'. But it is important to understand that politics needs to serve the ends of society and, as such, depends on administration to organise the cooperative human efforts to reach the goal and not vice versa. This is confirmed by the following:

> 'We are not recognized as born unless they so certify as is the case they have to do the same when we eventually die'

> Etzioni as cited by (Ayeni 1994:206).

In the 1890s Max Weber observed the large organisations and noted the bureaucratic nature of different organisations. Max Weber attested to the fact that organizations comprise of hierarchical layers with specialized functions, formalised rules and procedures (Fox & Meyer 1996). Other proponents of Public Administration like Henry, Luther Gulick, and Lyndall Urwick advanced the emerging field of public management by exploring the role of the manager in those hierarchies around 1937, as did Thornhill and Hanekom (1995:21)

and Fox and Meyer (1996). Gulick developed a framework for a manager which was seen as a road map to assist them in evaluating their own work. According to Rao (1991:79-10) and Fox and Mayer (1996) in their highlights attest to the fact that Gulick and Urwick developed principles known as (POSDCORB) meaning 'planning organising, staffing, directing, co-ordinating, reporting and budgeting'. Others, including Mary Parker Follet and Kurt Lewin, contributed pioneering intuitive art and brought it closer to a science – or at least to a conscious field of endeavour (Eddy 1983:4; Rao 1991:79). Clearly all these contributions made Public Administration emerge, through logic, to African countries (Ayeni 1994:207).

Unlike other countries in Africa, which are more poverty stricken and have fewer infrastructures, South Africa, even during apartheid enjoyed several advantages in relation to Public Administration. South Africa has abundance of natural resources, a developed physical infrastructure, an established industrial tradition, and a large supply of human skills, a good temperate climate and a competent administration (Ayeni 1994:210). For the mere fact of these entire credible infrastructures and its maintenance, Public Administration is highly entrenched within South Africa.

3.2.2 Pre – 1994 – Public Administration

Pre-1994, Public Administration in South Africa was a hierarchical and procedural discipline where decisions were made from the top down. Public organisations were run according to what Max Weber attested to above. Attending to processes and procedures was the cornerstone of the discipline.

Managers at that time valued order, precision, and uniformity and unbiased implementation of the law to the separate groups, consistency, and obedience. To these managers, the power that flowed from the hierarchical structure was supreme. Public Administration was based on control, secrecy and rigid procedures which were to be followed to the letter without any flexibility or innovation. That is why people were trained to perform clerical work instead of public administration. Kuye *etal.* (2002:1), acknowledge that to manage in Public Administration is not to control, which is completely incongruent with the apartheid government. Control, however, is one of the pragmatic functions of public administration and management, which is indispensable. The table below captures how Public Administration *was* prior to 1994 and post 1994.

Table 3.1: Public Administration prior 1994 and post 1994

Principles Prior to 1994 – Apartheid Era	Towards a New Approach – Post 1994 – Democracy Era
Authoritarian, dictatorial, totalitarian leadership.	Democratic and collaborative leadership.
Tactical and opportunistic.	Strategic – perceptive, innovative.
Driven by force, militaristic.	Driven by shared values and principles.
Power centered, investing in forces of coercion.	People centered, investing in social capital and networks.
Transactional leadership.	Transformational leadership.
Inequalities/skewed benefits and secretive.	Socially responsible, accountable and equitable.
Parochial closed system.	Selectively interdependent, open and networking.
Rules and process oriented.	Service and measurable results oriented.
Techno-phobic.	Knowledge and relationship based.
Lack of protection of human and majority rights.	Respect of rule of law and human rights.
Institutionally weak and disconnected.	Institutionally strong, deepened.
Bloated, bureaucratic, resistant to change.	Right sized, agile.
Corrupt, ineffective or non-existent national integrity system.	Promoting an effective national integrity system.

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Rule and procedure based.	Performance based.
Personnel administration.	Human resource management.
Centralised services.	Decentralised services.
Lack of accountability and transparency.	Accountable public servants.
Low productivity.	Productive due to performance based.
Poorly paid demotivated staff.	Competitive payments.
Conflicting Labour Relations.	Democratic labour laws and all encompassing.
Professional ethos and work ethics.	Promotion of professional ethos and work ethics.
Absence of effective management information.	Access of information promoted.
Women were absent from the higher echelon as this positions were for white males.	Women are part and parcel of the higher management and political appointments.

Adapted: Naidoo (2005:80); Ed Fitzgerald *etal.* (1995:99 and 488-490) and the *White Paper on Transformation of Service Delivery* 1995 retrieved www.dplg.gov.za 2010/07/08).

The fact that the study of Public Administration stands at the intersection of theory and practice and is highly developmental, makes it even more complex, as it has to respond to the challenging plethora of needs of the communities it serves by using those multifaceted skills, knowledge and ideas. It, therefore, challenges managers to keep abreast of the developmental issues and trends in the world today, hence, different departments are talking about continuous professional development. Development like leadership is a contested word interpreted differently by different individuals. Public Administration, therefore, has to be responsive to the developmental needs of the communities it serves and thus bring about satisfactory changes in their lives. The same applies to the flexibility of different approaches or innovative ideas to facilitate service delivery. This will be discussed in Chapter Four.

Proponents of Public Administration and its theorists conclude that government is the provider of safety, prosperity and power to its citizens.

Basically the state is the sole provider of public goods to society whilst Public Administration is central to processes and activities of governing society. Bourgon (2011:9) also suggests that 'government is seen as the primary agent responsible for serving the public goods'. According to Fitzgerald *etal.* ed. (1997:98) 'the development challenges facing the government of South Africa are immense'.

> 'In addition to inadequate service provision – including health, education, water, sanitation, transport, housing, and social welfare – the social fabric of South African society has been torn by a collapse of safety and security and inadequate attention to human resource development'
>
> Fitzgerald *etal.* (1995:98)

Public Administration as a science and activity, therefore, forms the fundamental role of government. All government departments are responsible for service delivery in one way or another. The South African governance is divided into three and local government is the nerve centre of service delivery. This has provided the three spheres of government with a space of an independence and legitimacy to provide services. However, the three spheres are expected to work interdependently. The South African government moved from centralised and secretive governance to government by the people for the people.

3.3   South African Local Government

'South Africa became a Union in 1910 in terms of South African Act of 1909 which created a three-tier unitary system of government. First, there was a parliament based on the British Westminster system in terms of structure, procedure and practice. The second tier consisted of four provinces, whereby power was shared between a centrally

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appointed Administrator and the elected provincial council. The third tier of government was that of local government'.

(Cameron 1999:75).

The local government sphere is where the apartheid value systems were entrenched. This is because that is where people were, and still are found, both black and white (Cloete 1995:1). This understanding then gives this sphere a developmental status. Having said that, Black people were not entitled to vote or to live in the urban areas except for labour purposes, therefore, they stayed in rural areas as well as in what was commonly known as 'townships' or reserves (Cameron 1999:77). That kind of separate development also perpetuated lack of service delivery to the majority of people in the country as they were far-fetched with no roads and transport to deliver such services and yet being highly controlled, which inhibited their potential.

Since 1984, assertive black civic movements shook the very foundation of the apartheid local government system of separate development (Muller & Van Rooyen 1994:45). Besides that, informal settlements are mushrooming beyond the government's control and it is making it difficult for government to deliver services to such areas. This emanates from the fact that during the planning processes such areas did not exist and thus not catered for. Sebokeng Township, which is in the Emfuleni Local Municipality, is one of the areas where civic mobilized people and seventeen (17) were killed and the entire Lekoa council (as initially known) resigned (Muller & Van Rooyen 1994: 45). The civic associations were fighting for service delivery and yet

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boycotting to pay rent which is a resource for service delivery. Emfuleni Local Municipality is one of the Sedibeng district municipalities. The issue of protest for service delivery is therefore, not new in South Africa.

The crisis of local government finances continued unabated into the 1990's (Cameron 1999:79). In the meantime, deterioration of services in the townships created deep anxiety in official circles about health and sanitation standards. It was even worse in the townships because they were using the bucket system for their sanitation. In May 1990 the then State President (Mr F. W. de Klerk), announced that local government in South Africa had to move away from a system based on colour and towards power-sharing without domination.

These announcements led to a new era in South Africa and the demise of National Party (NP) rule which was in government for unbroken forty-six years. The country's first non-racial elections, which took place in April 1994, brought real democracy in South Africa. It was a complete breakage of boundaries to an integrated one South Africa, divided into nine provinces and 284 municipalities (Cloete & Thornhill 2005:45). The non-racial local government elections took place in 1995 and 1996. The seven provinces in exception of Kwa-Zulu Natal and Western Cape participated in the 1995 election and the latter two went for elections in 1996 but overall all provinces went for election which brought a new inclusive system of local government (Cameron 1999:85). Be that as it may, the system started to intensify and

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work after the 2000 elections, so is the establishment of the Sedibeng district municipality (Sedibeng IDP report 2006/7:31).

Due to the above factors of separate development and lack of resources to Black people, the South African local government is faced with a daunting task of redressing the backlogs and imbalances of the past not only in health and social development, but in all the sectors of society. The most pertinent and crucial backlogs are about service delivery, particularly to the disadvantaged communities in rural areas and townships. In addition to that, South Africa is a developing country and that status puts it in an awkward position, hence the abundance of infrastructure backlogs, inefficient service delivery, political differences and poverty. Creating new models for effective service delivery such as Public Private *Institutional* Partnerships (PP*I*Ps) (to be discussed in chapter four) could offer creative organisational, structural and normative assets that can be used to produce material changes in people's well-being, while at the same time generating new institutional assets as a by-product of their operations, Fitzbein and Lowden (1999:4).The present situation of the South African local government went through what is commonly known as transformation as rural and townships as well as informal settlements were incorporated into the cities.

3.3.1 The Role of Government

'The role of government transforms society and society transforms the role of government. Government forms part of a vast ecosystem where the economic, social, technological and environmental systems are intertwined'.

(Bougon 2011:16).

> 'Government is the instrument we use to put governance in place in order to govern the society'.
>
> (Osborne & Gaebler 1992:24).

The Constitution outlines 'the bill of rights' for all human beings and 'provides the cornerstone of democracy' (Cloete & Thornhill 2005:20). This suggests that it is the government's responsibility to provide for those rights through its different departments whereas the recipients are expected to be accountable and responsible. The *Constitution* 'binds the legislature, the executives, the judiciary and all organs of state to apply to all law' of the country (Cloete & Thornhill 2005:20).

The Department of Health and Social Development is expected to provide services under *Section* 27 (1-3) of the *Constitution* which deals with health care, water and social security and list the following:

(1) Everyone has the right to have access to:
    (a) Health care services including reproductive health care;
    (b) Sufficient food and water; and
    (c) Social security including if they are unable to support themselves and their dependants appropriate social assistance.
(2) The state must take reasonable legislative and other measures within its available resources to achieve its progressive realization of each of these rights.
(3) No one may be refused emergency medical treatment.

The government exists to serve society, because it is the optimum provider that keeps the societal systems together, and to do so the government ought to act in the public interest through:

- Fostering stability and prosperity;
- Improving the quality of life of the entire society;
- Care for those who need help;
- Protects the rights and freedom of all citizens;
- Maintain the rule of law, even to institutions and private sector;

- Encourage people to play their part in the community.

(Michael 1995**:7** www.csb.gov.hk).

As a consequence, the developmental social welfare services are based on the collective responsibility and the collaborative partnerships of the public sector, private sector, civil society, training institutions and research institutions (Developmental Social Welfare Service Framework 2011:18). All these partners play a critical role in ensuring equitable services to meet the social needs of society. Waghid (1999:110) attests to the fact that government must first,

- change its role as a vehicle for socio-economic development to one of guiding that development;
- Secondly, it must cut down on what is seen as unsustainable state expenditure and abandon its traditional welfare role to concentrate rather on few socio-economic developmental activities which it does comparatively, most effectively'.

The new orientation for development or service delivery is for government to be sensitive to autonomous collective energies within society – but rather to decentralised participatory, bottom up rather than top-down strategies and processes (Ayeni 1994:209). It has to engage other stakeholders including the private sectors and institutions of higher learning and all kinds of institutions such as research institutions, institutions as outlined on the *Constitution* to ensure collaborative effort. The issue of the roll out of anti-retroviral drugs, social security and National Health Insurance are typical example which shows that the government cannot succeeds to render services on its own. This is the reason why the private sector, institutions of higher learning, Non-Profit Organisations, community based organisations, trained traditional

healers and churches are taking part to fight the scourge of HIV/AIDS, it is these partnerships that this study deals with. The government, even though it seeks partnerships with stakeholders, is the policy owner which assists in the establishment of the governance of these institutions through legislative compliance.

South Africa chose to be a democratic country as opposed to a monarchy as is the case with Swaziland. Swaziland is one of the neighbouring countries of South Africa. Democracy is 'government of the people, by the people for the people', hence, the suggestion of engaging different stakeholders when rendering services to people. The word democracy has its roots from the Greek words *demos*, meaning 'people', and *kraits,* meaning 'authority' (Denhardt & Denhardt 2009:3).

> 'Democracy is a way of life based on a collection of values which serve as behavioural norms that direct public officials together with citizens to behave in a certain way within a government'
>
> (Cloete 1995:16).

Democracy is recognised as a political system in which people's interests are the core determinant of issues, clearly articulated in *Subsection* 1(e) that states that 'people's needs must be responded to and the public must be encouraged to participate in policy making'. Such behavioural norms and principles are institutionalised in society and they have to be infused in activities by managers in order for them, or the services they provide, to be legitimate. For instance, when a citizen becomes a public administrator, he or she assumes the role of citizen administrator, specifically to deliver public goods. Whilst delivering public goods, public administrators use public

administration functions and principles, as already, mentioned, to execute their work.

Democracy also suggests that all citizens should be involved in the decision-making processes of the affairs of the country that they live in, although this is an ideal situation in most instances. According to Cloete (1995:51), democracy does not provide free lunches, regardless of its engagement with citizens, but ensures opportunities, fairness, services and equity. For the state to continue to be democratic, citizens are expected to participate in free and fair elections periodically, the result of which gives politicians the authority and authenticity to continue to govern. Therefore, such governance mechanisms show some partnerships and reciprocal relationships with government by citizens.

It is imperative that the administrators scan the environment in order to be better able to respond to the political, economic, social, technological demands in designing programmes and projects. According to Jordaan & Jordaan (2005:325); Osborne & Graebler 1992:24), 'there is a universal agreement that the government should be an instrument through which citizens engage in projects that manifestly improve their welfare'. Thus, political, economic and social engagements are expected to contribute towards their improvement in the form of service delivery. Under the political engagement, the election of representatives in government allows all voices to be heard through elections. People further make choices on what services to use, what careers to follow or what food to buy and thus promote the

implementation of the choice theory as well as public versus private goods. 'Public choice theorists argue that local governments should provide the level and mix of service, and the means of financing them, that most closely meet the preferences of the individual living in the local authority's area of jurisdiction' (Cameron 1999:39).

The government of South Africa has a legal and moral obligation to its people and must ensure that its dealings are beyond question and promote the State's best interest. The country subscribes to the argument raised by Locke (1632–1704), a British philosopher, who argued that people have duties that oblige them to not harm anyone's life, health, liberty or possession. Due to its all-encompassing nature, the state has a multiplicity of roles, such as political, social, environmental, technological, and economic. These types of roles contribute towards competition in the global market, especially the economic role. Each and every role has a number of categories and tasks, and is not dealt with in this thesis. The State, as an autonomous body, enjoys the choices of what policy to implement for economic development. However, Peters & Pierre (2007:4) argue that government is no longer an autonomous actor in implementing policies but often depends on the private or third sectors to accomplish its goals.

As societal needs continue to grow, so does government, in order to respond to such challenges, and achieving a sustainable future. As a result, public administration has become a common presence in the daily life of every

citizen by translating the politics into reality. Thornhill & Hanekom (1995:17) argue that governments have several important roles to play, for instance:

- Governments must actively participate in the planning, financing, production, delivery and evaluation of public service;
- They must proactively and innovatively deal with change and initiate public policies, programmes and projects which contribute to solving emerging challenges;
- Governments must do all these activities by becoming more public and client-oriented and yet being efficient, effective, equitable and human;
- Governments must act transparently so that citizens have the necessary information, access and involvement to hold them accountable for the outcomes they produce; and
- Governments must further create the environments under which governance can take place.

Citizens are expected to assume a positive role in the betterment of society. They are not supposed to be passive recipients of what the government provides. This is succinctly stated in Section 22 of the *Constitution*, which attests to the fact that, 'every citizen has the right to choose their trade occupation of profession freely' so as to be able to contribute to the economy and fend for themselves. Government can only provide to vulnerable groups, hence the Departments of Health and Social Development and lately the Department of Women, Children and People with disabilities; this provision can only be provided for a limited period except on merit such as an old age pension and disability grant.

Health and social development problems are intertwined. For instance, poverty is a determinant of both health and social development challenges and, as such, a successful address to it will improve the status of both departments. Department of Social Development took an inclusive developmental approach in providing welfare services. It provides a

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continuum of care which is highly challenged due to the environmental forces such as poverty, HIV/AIDS, unemployment, child headed households, family disintegration, alcohol and substance abuse, the list is endless. However, the South African government, through its departments and implementation of its Constitutions, is obliged to meet basic human needs and accord these needs the status of basic human rights. *Section* 27(1)(c) of the Constitution provides for the right of access to appropriate social assistance for those unable to support themselves and their dependents. The South African social security is structured as follows:

Figure 3.1 Social Security in South Africa
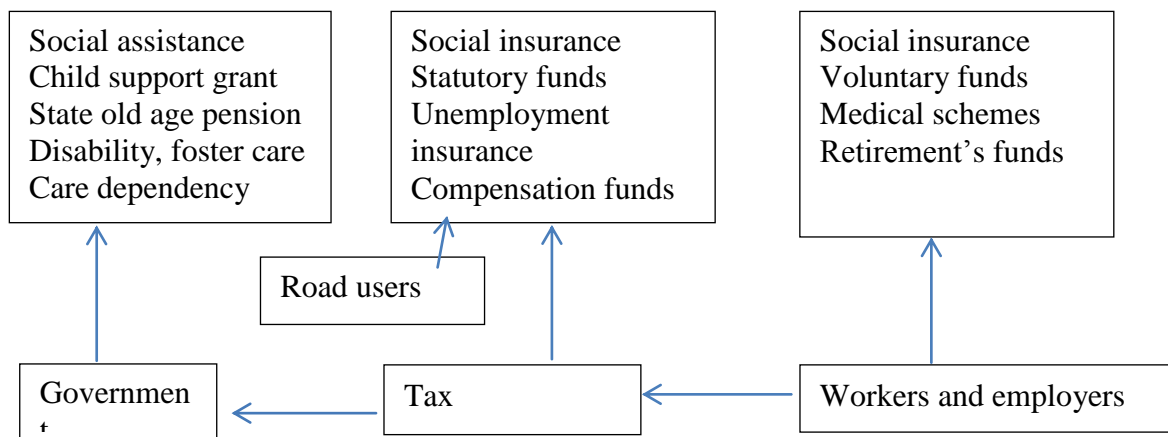
Adapted from: The South African National Development Plan (2011:329).

According to the National development plan there are five major social assistances in South Africa:

- Child support grant;
- Foster care grant;
- Care dependency grant;
- The state old age pension; and
- Disability grant.

The merit or eligibility criteria for the grants differ. Poverty and unemployment are the major precursors for people to find themselves depending on government social security. As a result of that, government is expected to provide for them in one of the abovementioned grants. In addition to these grants, government is also responsible for three primary social insurance mechanisms which are sourced from tax: the Unemployment Insurance Fund, the Compensation Fund and the Road Accident Fund (National Development Plan 2011:341). Although, in all these three funds people contribute in one way or another whilst still employed through taxation.

The names and order of appearances of government departments clearly demonstrate the roles of the State as each is responsible for specific tasks. For instance, within the South African situation the Department of Health and Social Development was under one ministry in the past. The two are now separate departments nationally; this due to the enormous work that has to be done in these departments. In some provinces they still fall under one ministry. The annual budgets, as announced every financial year, are a testimony to the fact that the government is really in action and has to budget for each and every department. The number of employment opportunities created in government is one of the roles that government prescribes, through those job descriptions.

The triangular relationship between politics, administration and society is insurmountable, manifest and complex and it is difficult to succinctly state the role of government (Peters & Pierre 2007:2). The State, in this circumstance,

becomes the agency with special interest and power but continues to engage society in its decision–making processes. This linkage of state and society may enhance the effectiveness and the legitimacy of government through stakeholder engagement, community participation and rationalization processes. On the contrary, it may present government with problems of accountability and control, but accountability is a constitutional mandate by the government. Blending state and society means that public administration must become more adept at bargaining and governing through instruments such as contracts, rather than depending upon the direct authority of government to achieve goals (Peters & Pierre 2007:4).

In its preamble, the *Constitution*; (Thornhill & Hanekom 1995:17) detail what essentially a public commitment by South Africans is. Among others,

> '…heal the divisions of the past, improve the quality of life of all citizens, and create a society that upholds democratic values, social justice and fundamental human rights'.

This commitment is further elaborated in Chapter 10 of the *Constitution* where values and principles governing public administration are outlined, including the principle that public administration must be developmental and accountable. In addition, Chapter two of the *Constitution* outlines the fundamental rights that each citizen has, including:

> '…the right to have the environment protected through reasonable legislative and other measures that secure ecologically sustainable development and use of natural resources while promoting justifiable economic and social development'.

The safety of each and every citizen in a state is the responsibility of the government. That is why the state is obligated to be responsive to crisis

situations such as natural disasters (fire, tsunami, and drought or floods) although this is not the only core function of the state.

From the above exposition, it can be argued that the South African approach to developmentalism is one that values growth, sustainable development, equity, democratization, citizen participation, and the safety of citizens, provision of services and the protection of basic human rights. The country, therefore, commits itself to do what is enshrined in the Constitution, as it is the supreme law. These key elements need to be addressed collectively by different stakeholders in order to be achieved within a limited period, otherwise the state can only be able to achieve this goal by 2065 (*The White Paper on Municipal Service Partnerships* 2000 retrieved 2010/07/08 www.dplg.gov.za).

The rationale for 2065 is based on the premise that the needs of the community are continuously increasing as compared to the pace at which the government is providing services. Regardless of the commitment that the government has, it will not single-handedly be in a position to meet the needs of the communities at the pace that the communities require, hence the outcry for adequate service delivery and partnerships as promoted by the previous president of the country Mr. Mbeki as well as the current president Mr. Zuma, with the slogan of the African National Congress (ANC) that 'together we can do more'.

3.3.2 Specific Roles of Government

Waldo, one of the founders of Public Administration, as cited by (Department of Treasury, Australia 2002:9, Holcombe 1997:1; and Robbins 2005:170), surveyed the history of government administration and identified three core functions which are unlikely for them to be contracted out or produced by the private sector. Such three core functions ought to be administered by government because if administered by the private sector will be under-produced or will not be produced at all:

- Defence;
- Courts;
- The inevitable tax system needed to pay for them.

All these departments are fully governed by government in South Africa and many other parts of the world. The fact that the above services cannot be provided by the private sector is based on the premise that:

- Public goods have a very low marginal costs;
- Public goods have spill over benefits or cost;
- Public goods have free-rider problem;
- Public goods are *non-rival* and *non-excludable;*
- Public goods do not have an end-user that we can send bill to since it is collectively consumed.
  (Holcombe1997:1–2 and www.WorldfreeMarket.com2004).

It is undisputed that the private sector accomplishes economic tasks more efficiently than government simply because their population is less than that of government and they have to be careful on what they buy because they will have to pay, anyway, as opposed to public goods (Holcombe 1997:1; Marmolo 1999:27). Marmolo (1992:27), however, posits that governments provide public goods and services that have other significant dimensions, aside from the purely economic ones. These functions are perceived to be

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pure public goods which cannot be provided by markets, regardless of the thinking that the markets are efficient in service delivery. The private sector is willing to provide, to those willing to pay market prices (Marmolo 1999:32). If, and only if, the markets could attempt to supply those public goods, there would always be a shortfall or undersupply. In this case government is the most efficient way, and often the only way to supply public goods of whatever nature (Robbins, 2005:170).

Humans in a democratic state do not only have rights, freedoms and liberties, they also have responsibilities. The state is expected to provide an enabling environment and opportunities to stimulate all citizens to accomplish their dreams and contribute to the state so that, the state can continue to be seen as the provider. This is not done in a haphazard manner, but some rules and regulations ought to be in place to regulate these activities, for instance, the tax contributions referred to above. Public Administration as a discipline does this through its functions, and other departments are doing this through different programmes and projects. In spite of all these delivering of public goods, no service of government, no matter how identical, could satisfy each and every person within the same area in the same way. This is so, because of the diverse needs and expectations of people as well as their uniqueness. Therefore, the government ought to uphold the Public Administration values such as individualism, in order to attempt to satisfy individuals, regardless of its public nature to its citizens.

Grimsey & Lewis (2007:94) argue that 'government has a duty of care towards the poor and the disadvantaged in society', hence the Department of Social Development and other departments to respond to vulnerability needs. In addition to that, there is a creation of other ministries to specifically respond to such special needs and vulnerability. For instance, the department of children, women and people with disability is responsive to the most vulnerable grouping within the society like the disabled. The department of human settlements is responsible for building houses for those who cannot afford proper houses due to their economic status as a result of unemployment.

Against this backdrop, Gruber (2011:319), Thornhill & Hanekom (1995:1), Pieters and Pierre (2007:117-119) circumvent and attest to the fact that functions such as safety; regulative approach and protection of the population by the state '… are a thing of the past'. Safety was seen as the core function of government, hence the Department of Defence, and if it should be contracted out, there will always be an undersupply as according to the public goods theory (Holcome !997:2). The reason being that, there would always be risks, should safety be contracted out. Thornhill and Hanekom (1995:1), Pieters & Pierre (2007:117-119) however, see government as having numerous complex functions which are operative-oriented, especially from the public administration point of view. Some of the critical roles of government are:

- Reconstruction and Development, which is the fundamental role outlined in the Reconstruction and Development Programme (RDP) White Paper (1994) which became the social glue prior implementation

of the Growth, Employment and Redistribution (GEAR) policy after 1994;

- Insufficient supply of housing, electricity and water makes civil society continue to complain that the government is not doing enough. Numerous complaints are based on the fact that the manner-how houses are distributed to poor people as well as their size are unsatisfactory. Electricity and water are not only provided by government as they have been outsourced and yet they are government's responsibility;
- The promotion of tourism and sport, hence the activities by the state for the preparation of the 2010 Soccer World Cup in South Africa. The issue of Vaal River, highlighted in Chapter One, as one of the important sites to attract tourism at the Sedibeng District Municipality and it is the role of the state to ensure its marketability;
- The conservation of indigenous forests which would preserve the natural wealth of the country;
- The prevention, control and extermination of animal diseases and parasites, which is the responsibility of the Department of Agriculture and Fisheries;
- The delivery of postal articles which is done daily at local, provincial, national and international level;
- The maintenance of specific health standards which will uphold compliance and health for all;
- The establishment of a diversity of educational and training institutions;
- The rehabilitation of drug addicts;
- The manufacturing of arms;
- The protection of society, especially the vulnerable or specific societal groups against exploitation;
- The protection against natural disasters;
- Support functions normally provided by families supported by social capital connections;
- The creation of employment opportunities to reduce poverty including issues of government as a benefactor. The complex nature of the role of government to communities should not be underestimated because they are indispensable, no matter what other sectors could contribute. Actually there is a saying that 'evidence show that, in the absence of social assistance, South Africa's poverty and inequality would be higher (National Development Plan of South Africa, 2011:342).
- The provision of Social and Health Insurance which is still a challenge to a number of countries South Africa included.

All the above roles of government are policy directives of the government of

South Africa. Some of the policies have been abandoned like the RDP and

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GEAR. Policies keep on being reviewed as they are informed by the trends and issues within the international community and the South African environment. This is the reason why there is a need to involve other stakeholders to address service delivery challenges as other sectors are also abreast with contemporary issues and they have the capacity.

3.3.3 The Role of Government at benevolent level (Individual)

The above exposition delineates some of the roles of government at societal level, whilst at the benevolent/individual level the roles of the state were as follows: benefactor, regulator, custodian, mediator and advocate, employer and victimizer, to name but a few, (Johnson 2004:277-280 and Pieters & Pierre 2007:119). The provision of social security such as child support grant, old age pension, disability grant; free medication such as immunization of children and ante natal care; housing through reconstruction and development projects, provision of electricity and water to indigent families, and bursaries for students, are obvious examples of government as a benefactor because these services are supposed to be provided on merit or criteria as according to the standards set. Sometimes governments are the sole providers of services, particularly in the rural areas.

As the regulator, the government protects, prohibits and controls the activities of individuals and institutions. Just like Public Administration, the government as an institution is central to the governance of society; no matter what form that governance may take. Public servants are expected to uphold public services right values when delivering services to ensure that their actions are

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within the approved/recommended government code of ethics. Criminal law is a typical example of this kind of activity.

The Department of International Relations and Cooperation plays a crucial role protecting citizens, more so for those who are residing outside the country. The Department is tasked with their safety. Diplomatic staff provides security in foreign countries, to South Africans when visiting those countries. Essentially the government is the developer of laws, whether for individuals or organizations, for all legal or illegal activities. Interestingly enough, some regulations that say 'no' to one say 'yes' to the other, thus there is a lot of choices for one to make. For instance, a bank that must follow prescribed loan practices is a beneficial act to another (a borrower with high interests) (Johnson 2004:278). Within this contract, the protection of people is compromised because a bank is not a government institution; it is private sector, which could be involved in service delivery.

The government can also play a custodial role. This is more applicable to children by providing an enabling environment for them to attend schools through a free education system or a no fees school regulation as is the case in South Africa at primary and high school levels. Abandoned, mentally challenged, physically disabled and neglected children are in the custody of the government; this is done through putting them in foster care and orphanages through the Department of Social Development. Another custodianship relates to an offender who is under age of eighteen (18) who will then be protected for a specified period. Most of these are the

responsibilities of Department of Social Development at national and provincial spheres. Vulnerable individuals are essentially the responsibility of local government, as is the provincial Department of Social Development, hence the confusion in many instances as to who should deliver services in terms of this category.

The government further acts as the mediator and advocates intervening in private relationships for the good of one or both parties, as in the case of trade. There are also State advocates who are acting on the interest of the citizens. Legal aid is one form of legal representation of the State to people who cannot afford a lawyer. For millions of people the government is an employer, former employer whilst some are anticipating joining the government after their studies. As an employer, the government further provides benefits like housing subsidy, medical aid and pensions.

Some people view the government as the victimizer due to their inability to work or their physical and psychological status. Individuals such as the homeless, mentally challenged are typical examples of such persons. Safety makes the cornerstone of the core services of the State, hence the courts, international relations and cooperation and defence departments cannot be partnered with, except in certain areas such as cleaning services, supply of uniform and access cards, making children's courts child-friendly, through the process of competitive tendering, to name a few.

Government's role is enormous and complex. It continues to evolve as the society and developmental demands and needs change. The government needs to come up with mechanisms to curb global problems in partnership with other countries, for instance, global warming. Whilst entering into partnerships, the government retains the permanent interest and control in the delivery of standardized services. Public goods theory, in contrast, explains the government production of public goods as a result of benevolent government acting in its citizens' interests, to maximize social welfare (Holcombe 1997:21). In conclusion the role of all three spheres of government is to serve the public in the spirit of *Batho Pele* (putting people first). This is why there is what is called public goods which are exclusive to government's supply and yet the truth about this theory remains wanting. The two departments Health and Social Development play a pivotal role when it comes to the role of government at benevolent level. The provision of services which promote people's health, dignity and worth are within these two departments. The South African government put its citizens first and their role and responsibilities evolve around their needs and existence hence, public goods.

3.4 Public Goods

The role of the government in general, specific and benevolent levels is encapsulated in the previous paragraphs, and public goods are the fundamentals of what the government is supposed to provide to society. This is also outlined above, how government provides public goods. Perhaps it would be proper to attempt to define the term 'public goods' and its origins to demonstrate the validity of the role of government. Within academic literature

the term public goods appears as part of several different terms, such as pure public goods, collective consumption goods, economic goods and social goods, which are all typically supplied by the government (Robbins 2005:171).

Nevertheless, 'public goods' is the most commonly used term especially when people are disgruntled about service delivery as they point at the government for not delivering. 'Public' comes from the Latin term *publicus,* a word meaning adult, which in our context conveys the idea of that which belongs to the people (Robbins 2005:171). The practical definition of 'public' means belonging to a nation, state or a geographic community at large or simply not privately owned. The 'public' can also be seen as a group of people who are affected in a distinct way by government and who potentially respond to that treatment by seeking to maintain or alter it (Johnson 2004:277). Therefore, public goods refer to goods which are of public nature and can be consumed by other people without any payment.

'Good', as an adjective, comes from the Anglo-Saxon word *god,* (pronounced with a long 'o' like 'goad') and means pleasing or fitting (Robbins 2005:171). However, when the word is used as a noun it refers to commodities and personal property. The word has a positive connotation and thus also relates to benefits. Putting the two words together like 'public goods' conveys the idea of benefits that are available to all people or to the community (Robbins 2005:151).

Fox & Meyer, (1996:106) and Holcombe (1997:1), define public goods as

> '…goods or services of which the advantages are shared by all the members of a specific group without any extra cost and if the goods or services are supplied to or consumed by any person within the group; social goods; economic goods which are typically supplied by the public sector or government'.

> 'Public goods are a good that, once produced for some consumers, can be consumed by additional consumers at no additional cost.
>   Samuelson, as cited by Holcombe (1997:2).

Such public goods ought to be *non-rival* in consumption (one person's consumption of the goods does not affect another's opportunity to consume the goods) and are *non-excludable* in terms of benefits to society (individuals cannot deny each other the opportunity to consume the goods) (Grimsey *etal.* 2007:95 and Gruber 2011:182).

Gruber (2011:182) posits that these goods have very high conditions and very few public goods meet these conditions to some extent, hence the attestation that they are impure public goods. Pure public goods are therefore rare, because there are few public goods that are *non-rival* and *non-excludable* (Gunter 2011:183). The Department of Defence therefore, as indicated earlier, is one of the public goods, which suggests that the government is basically the sole protector of its citizens, regardless of the contracted private security services (Gunter 2011:183; Holcombe 1997:1; Robbins 2005:170; Department of Treasury, Australia 2002:9). Economists further circumvent the order and say there are no pure public goods; it is just a matter of government wanting to control and make itself legitimate to citizens, hence, in South Africa there are 'no fee' schools in certain areas (Holcombe 1997:21).

Goods with these characteristics will always be under-produced by the private sector, because the name suggests that production should be made by public sector for efficiency reasons (Gruber 2011:184, Holcombe 1997:4; www.WorldFreeMarket.com2004). However, from an economic point of view, there are no goods which could purely be produced by the public sector, for instance, software and the radio broadcasts as well as the military defence force (Holcombe 1997:8). This is based on the premise that the government has an incentive to protect its citizens because it is protecting its own source of income, for example, tax. Government has a reciprocal relationship and self-interest with its citizens as it gains, especially in elections, national defence, tax and the courts (Holcombe 1997:15). Government employees' jobs are secured, income is generated to pay them and politicians win elections. Therefore, the more the government appears to be legitimate the more its citizens will comply with government regulations by putting it into power.

In circumstances where power is gained through conquest or victory as is the case through political elections, which is the South African situation, those who win such elections are essentially the masters over their servants. The word servant is derived from the French word '*servir'* which means to serve. The fact that they have won the elections warrants them the authority to serve or provide public goods to the public, regardless of such people's political affiliations. The political winners are therefore, faced with the daunting task that they adhere to the delivery of public goods which ought to be sustainable.

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In conclusion service delivery is the output of the role of government because, that is how the government really delivers what it promised the citizens to deliver after it has been put in power through periodic elections.

> 'Service delivery entails the activities of public officials. In a democracy these activities require that public officials know exactly what citizens need, and attempt to satisfy these needs'
>
> (Sindane & Nambalirwa 2012:697).

If it happens that public officials fail to understand what exactly the citizens want, their actions end up being disrupted and this may finally lead to service delivery protests because a community's needs are not responded to. Osborne & Gaebler (1992:39) assets that all government departments are driven by service delivery. It is therefore, deduced that government came into existence in order to deliver services to its citizens regardless of its constitutional make up i.e whether it be based on the apartheid regime or the democratic regime.

The government of South Africa is challenged in providing the public goods especially in the two departments: Health and Social Development. Most of health facilities are always running short of medication and human resources. Clearly, the Department of Social Development is also overwhelmed with the provision of social security services as a form of public good as majority of people would like to benefit from it regardless from their status. Therefore, public goods are very difficult to provide to each and every citizen.

The topic under study is about health and social development service delivery which were fully discussed under Chapter One to give background to the

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study. More information will be discussed under results in chapter five. PP*I*P involves different mechanisms and different theories to achieve the goal and it was found fit to elaborate on the Activity theory, New Public Management (NPM) and Organisations theory which authenticate the role of the state and make the foundations for good partnerships.

3.5 Public Administration and Theoretical Framework of Health and Social Development Service Delivery.

Theories are developed by a number of schools of thought. The main purpose is to address contemporary issues of that particular discipline, hence the classic public administration theories and New Public Management (NPM). Public Administration theories are developed in relation to societal needs, and as a quest to contribute knowledge and information towards that particular discipline. Therefore, theories are developmental rather than static and community needs even though diverse and developmental, will remain static and dynamic as long as they are not met.

Brams (2006:2) argues that theories are developed 'to provide explanation of behaviour we observe in the world'. That behaviour might be for an individual, politicians, communities, voters, presidents and everything in between. Such theories are indeed responsive to the said behaviours and try to address problems as presented. The most important thing however, is to make sure that they are tested before they get implemented, because quick fixes often lead to quick failures.

The South African social development took a developmental approach to address the social factors within the environment, after 1994. The developmental approach to social welfare evolved from the country's unique history of inequality, the violation of human rights due to colonialism and apartheid, and a long history of human agency and social action to change these conditions (Developmental Social Welfare Services Framework 2011:15). The new framework was about social transformation, human emancipation, reconciliation and healing, and the reconstruction and development of the society.

The developmental approach of social development means:

> '…developmentalism offers a macro-perspective on social policy and seeks purposefully to link social and economic policies within a comprehensive, state directed development process, involving both civil society and business organisations in promoting development goals. It regards economic development as a desirable and essential element in social welfare, and proposes that social programmes support macro-economic policies that promote employment, raise incomes and attain other "people centred" economic development outcomes'
>
> (Developmental Social Welfare Services Framework 2011:14).

During the apartheid era, the trend in Public Administration demonstrated a conservative and closed approach in terms of service delivery within the South African context, which could also be aligned to the closed and non-developmental theories of Public Administration. The same trends have been seen within the Health and Social Development service delivery as attested in Chapter One. It is not only within these two departments, but within all services, because public administration is an activity/tool used to render services. As a result of that, it was found fitting to discuss an Activity Theory

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to demonstrate how different actors can contribute towards service delivery in public private *institutional* partnerships.

3.5.1 Activity Theory

Public administration as an activity is highly eclectic and provides conditions for one to use Activity Theory framework, in this particular research because it can contribute significantly towards service delivery as different actors are involved (Bakhurst 2009:206). Different actors, within and from different sectors are expected to be accountable for their actions. In addition to that Activity Theory has been used in both the private and the public sector for organization development and multi-organisational cooperation (Warnington 2011:143). The model which is being developed is also a multi-organisational partnership hence this theory.

The Activity Theory is so because service delivery is an outcome of different activities by different actors, so is the output or the object being chased. This is because…

> '... its key analytical concern is with the understanding of human activity in terms of the dynamics between actors (*subjects*), the mediating *tools* (normally used to carry out the object) that they create in order to impact upon aspects of the world (*the objects of their activities*) and the *rules* (legislative, norms, customs, standards) and *division of labour* that structure activities'
> (Robertson 2008:5;Jaworski & Goodchild 2006:356).

Governance is related to Activity Theory and NPM due to the strategic aspects of steering by the subject and the larger decisions about directions and the roles of different actors. 'Governance is a value-laden concept and is

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by its nature a norm' say Sindane *etal.* (2012:700). According to Sindane *etal.* (2012:700) 'the concept rests on processes, values, and network of institutions, and can thus not be understood without clarity on the normative framework within which it is operated. Bjork; Hans & Johansson (n.d.:7) argues that;

> '…the governance perspective puts forward that public and private actors are working together'. The NPM perspective, on the other hand, puts forward that the government and its bureaucracy has become obsolete and has to improve efficiency'.

Therefore, efficiency lies with other sectors like the private and institutions of higher learning. Although there is no unified understanding of Activity Theory, there are sets of articulations that more often than not overlap rather than separate (Holzman 2006:2). Therefore, relying on one definition of Activity Theory will be detrimental to this research. Activity Theory is about different actors' roles and the processes they undertake to produce the output. The work of psychologists like Vygotsky (1896-1934), Luria, Rubinshstein, Leont'ev, and philosophers like Marx and Engels and socio-computing proponents like Engstom, Kuutti, and Nardi and their successors from the 1920s/30s resulted in the ideas of Activity Theory or approach (Robertson 2008:1), Jaworsky & Goodchild (2006:355); Holzman (2006:3) Kaenamporapen & Warmington (2011:144)**.** Majority of these theorists are psychologists who were trying to move away from psychoanalysis (individualistic approach) of each and every situation and bring into the picture, the influence and activities of others. All these psychologists believed in learning.

Vygotsky as cited by (Jaworski & Goodchild 2006:357-358) strongly believed that learning is the driving force of development and could improve practices which cannot be done in isolation, and has to be done with others. So, if the institution of higher learning is involved in teaching or capacity building of municipal workers, let it be. This understanding gave rise to different actors and the division of labour as is the case in terms of public private *institutional* partnerships, as well as within an institution of higher learning.

The Activity Theory started from an individual level where the interactions of activities, tools and objects were restricted to be performed by an individual, without involvement of other actors, hence, the psychoanalysis theory of individuals. This led to the second generation of Activity Theory drawn from Leont'ev's work and Marx's concept of labour, in which other actors and the processes involved are of importance in achieving the objective. Due to the fact that processes always involve other actors and functions of public administration when delivering services, an individual cannot be able to do that alone, neither can government. At this point, rules, community and division of labour were introduced. Second generation Activity Theory, therefore, stresses the concept of collective processes, instead of individualistic actions (Robertson 2008:2). Engstorm & Keroscio (2007:336) argue that:

> 'Activity-Theoretical studies put an emphasis on the object, i.e. on *what* is done and learned together in inter-organisational networks, instead of studying only connections and collaborations of networks'.

Service delivery, according to this study, is the object which ought to be long term, durable and tangible and it has to be achieved by different actors of the

PP/P framework/model. No single organisation can produce service delivery without other actors, according to this theory.

It is well known that when different actors from different backgrounds meet in this type of context, tensions are generally going to emerge. It has been said that due to the backlogs in service delivery, government is unable to protect its turf any more, regardless of the fact that it has a role to play, as long as people congregate together in a village or town. The most important tool is the relationship and trust that ought to be established and it will not be easy as each organisation has its own way of doing their work and wants to maintain its integrity.

The basis of this study is a collaborative effort which requires the interactions of different institutions, namely: the public, the private and the *institutions* of higher learning partnerships, to achieve a particular object or goal, and that is efficient and effective service delivery. This then suggests a third generation Activity Theory where there is an interface of many contexts and the tension that might arise due to one of the actors trying to protect its turf, as government in the past and yet knowing it is interdependent. Tensions may also arise if one of the actors refuses to take the risks as passed over by government due to the rules that need to be followed. There is a context in which universities operate, municipalities operate and the private sector functions. Tensions will, therefore, occur as each stakeholder will have to move from their comfort zone on to a common ground. In this process of interaction, lessons are learned by actors, innovations take place, knowledge

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transfer is established, social capital is formed, transformation takes place and collaboration and networks are formed, Robertson (2008:4). This will be demonstrated in Chapter Four, when the model is being formulated.

'Activity Theory is a philosophical framework used to conceptualise human activities,' (Kaenampornpan *etal.* 2011:4). It is more of a framework as opposed to a theory which will do so well with public administration functions as they are action oriented. Engstorm (1987), as cited by Beauchamp, Martek & McAlpine (2009:267), posit that Activity Theory focuses on the achievement of a long–term goal such as service delivery, an outcome through *meditational means* of *tools* such as language, concepts or signs, within a *community* governed by *rules* and *division of labour.* It is a way of modelling organizational change and production of better output, hence, the thinking of partnerships (Bakhurst 2009:205). Figure 3.2 below depicts the functions of an Executive Director of health and social development within the Sedibeng District Municipality in mind as the area of study. This type of understanding will take place in both the private and the institution of higher learning when partnerships are formed where one particular individual's role is analysed.

Figure 3.2 Activity Theory

Tools: resources, computer, language, offices, knowledge, skills, capacity

Subject: Executive Director health and Social development

Object

Outcome: efficient and effective Service delivery

Rules:
Municipal/provincial pieces of legislation
Community participation
Societal values
Stakeholder engagement

Community
Beneficiaries
Other departments
Institutions of higher learning
Private sector

Division of labour
Executive mayor
Municipal manager
Social workers
professors
Nurses, engineers etc

Adapted from: Bakhurst (2009:201); Beauchamp *etal.* (2009:268); and Jaworski & Goodchild (2006:357); Robertson (2008:3).

The executive director – health and social development services, has the responsibility of coordinating both health and social services within a district municipality or within a local municipality. The executive director is further expected to provide leadership through advocacy in health, social development and public policy for the communities within the district municipalities. The executive director is responsible for the strategic planning, human resource management, financial management, programme design and management, organizational development, and more. This is a long term goal that needs to be achieved through different activities by different actors. Kickert, Klijn & Koppenjan (1997:104), argue that resources are a necessary factor in producing social practices: like rules, they are creations of the actors in the partnership initiatives.

There are other processes that ought to be taken into account prior to the delivery of services, like the engagement of stakeholders within the municipality, including the private sector and institutions of higher learning, in order to mobilize the required resources. This makes the role highly complex and it has to be done within a specified time-frame and parameters. However, in terms of processes, the municipal manager is responsible for creating conducive conditions for other managers to do their work efficiently. Other partners also within the municipality have their roles responsive to the needs of the community and their organisations, as is the case with the executive director. There is, therefore, a common goal to the delivery of services to the communities. This common goal suggests that partners within the municipality engage each other as well as the community itself for legitimate service delivery to effectively take place. The complexity of partnerships through Activity Theory will be outlined in Chapter Four.

3.5.2   Organisational Theory

'Orgnisational theory is a way to see and analyse organisations more accurately and deeply than one otherwise could'.

(Daft 1992:18).

Daft (1992:23) further suggests that 'Organizational Theory can provide an appreciation and understanding of what is happening in organisations'. The theory can, therefore, assist in identifying gaps prior intervention of any sort which will be relevant to the context. Organisation Theory could assist in understanding how the Sedibeng District Municipality is run prior the implementation of PP/P framework.

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'Trade unions, governments, the business sector, universities, political parties, non-profit organisations and the like, are formal structures because they represent rationally ordered instruments for the achievement of stated goals'

<div align="right">(Selznick 1948:25).</div>

Selznick (1948:25) further argues that an organisation is therefore,

'a formal system of consciously coordinated activities or forces of two or more persons'.

Besides individuals, who are actively involved through their respective roles within an orgainsation, there are also relationships which define the availability of scarce resources which may be manipulated for effective and efficient service delivery. Organisations have choices on what to do and not to do, as they are operated by human beings. They also have choices on how they should be constituted.

Organisations operate in physical buildings and are goal oriented, just like government departments, deliberately structured activity systems with identifiable boundaries (Daft 1992:7). Therefore, without a purpose, financial and human resources, processes and procedures (public administration functions), organisations will not exist. Organizations are further expected to be altruistic, especially in their sphere of influence in order to be sustainable and survive, especially in contemporary society. Scoltes (1998:273) states it clearly: 'an organization is a social entity; it does not exist in a vacuum.'

Bougon (2011:36), assets that:

'every organization, public or private has boundaries that give its members a sense of belonging. These boundaries help maintain cohesion and accumulate assets in the form of unique expertise or capacities. In the public sector, no organization works alone; no program or service is entirely self-sufficient. Public organisations serve

a mission that extends well beyond the walls of their units and beyond the programs and services that they administer at any time. They serve a public purpose'.

Internally organizations are structured in such a way that all the responsibilities and rules are clearly defined to indicate who does what, how and when, which might be equated to the roles of Activity Theory. The Activity Theory attests to activities assigned to different people and the processes thereof within organizations. However, when such activities are linked to other institutions, they become a complex and contextual phenomenon.

The primary task of a public organization is to develop, analyse and implement policies enacted by the government of the day. Implementation of policies is done to the public, yet the very same public is expected to be engaged, participate in the decision-making process and have choices. Public organizations, therefore, are expected to 'provide public goods and services responsive to the preferences of individuals in different social context' (Ostrom & Ostrom 1971:207 as quoted by Denhardt & Denhardt 2009:175). Nevertheless, government still finds it difficult to meet the needs of its people equitably, due to the myriad and evolutionary needs of society, regardless of its responsibility to provide the physical, financial and human resources, hence the idea of PP/Ps in this study, and the suggested framework of Activity Theory by different actors.

Ostrom's (1971:207) argument is based on the premise that, for service delivery to be optimally rendered there is a need for a multi-organisational or

collectivism arrangement which, in this case, will equate to PP*I*P, free prior informed consent (fpic) of stakeholders, citizen participation as well as administrators using public administration functions. She is of the opinion that collectivism is key to success, which is one of the strengths of poor people because they believe in sharing the little they have as one of their key principles '*ubuntu' as* practiced by African people. Mbigi (2005:xv) argues that 'ubuntu is not just about collectivism, but also about the principles of inclusion, interdependence and reciprocity'. Human beings are essentially 'social creatures because they owe their very status to their minded beings, as persons, to their appropriation of culture' (Bakhurst 2009:203). The success of such goals of efficient and effective service delivery are completely dependent on the leadership, citizen participation and the capacity of public administrators. The rationale for citizen participation is premised on the fact that 'citizens are political beings' (Bougon 2011:15).

On the one hand the private sector also shares the same sentiments of public organizations. The difference is that they are for profit and they operate within a smaller population. However, they have units specifically to deal with communities to ensure that they are known, altruistic, legitimate and sustainable. Such appointed individuals engage communities in order to respond to their needs and consult with government to ensure that they align themselves with government priorities to consolidate effort in service delivery. Such companies are awarded corporate citizenship status because they are able to respond to community needs. They also are known to communities as legitimate partners. Directors within such private institutions know that they

are expected to be accountable to communities around their operations as a form of governance.

Institutions of higher learning, on the other hand, are responsible for educating students to obtain degrees, diplomas and certificates. They are unique, depending on the courses they offer. They have highest qualified people of different disciplines that can contribute towards service delivery at municipal sphere. They are expected to conduct research into contemporary issues like service delivery models, prevention of global diseases (HIV/AIDS), alcohol abuse, high rate of teenage pregnancy, and crime, all of which will assist in setting the agenda within the government and yet in many instances universities often focus on these topics as they are more towards conventional academic research and teaching.

On the contrary, though, Waghid (1999:109) argues that there should be a reciprocal relationship between the community, government and the universities. Universities should start engaging the community and be able to participate through research and service delivery on the developmental needs of communities. These challenges resonate from the fact that economic growth is currently slow and governments are no longer able to fund the universities as they used to. Henning (1998:44) as cited by Waghid (1999:109), suggests that community service should be viewed as a potential engine for the effective preparation and continuing development of academics for their various roles, not as something that will degrade the standard of research and teaching. This notion needs further research as the 21st century

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is the relationship era, institutions of higher learning included. In addition to that some degrees like Bachelor of Social Work (BSW) have field work as part of their fundamental subjects which in a way confirms the above notion.

Organisational structural dimension, together with its physical being, creates a boundary that gives the decision makers an opportunity to focus on their responsibilities and cope with the complex environment in which they operate. They are expected to respond to those environmental demands, failing which they will become ineffectual and illegitimate, as will government, hence service delivery protests by communities indicating that what is being offered was not well consulted, or well delivered.

At any given time, an organization is divided into two systems: the artificial and the natural (Peters & Pierre 2007:78). The artificial is obviously designed by the organisation's creators, which should match the appropriate technologies to the desired goals to bring about change or development (Peters & Pierre 2007:78). Peters and Pierre (2007:78); Scott & Meyer (1994:2), attest to this as the normative structure which is always in action to bring change. The artificial system operates like a tool as cited in Activity Theory which facilitates the goal achievement as set by owners. Theorists tend to move with the time and thus conversant and competent in topical issues.

3.5.3 Theoretical Influences to the new approach

Monigue, Polidano & Hulme (1998:60); O'Flynn (2007:354) argued that the traditional public administration paradigm, based on Wilsonian dichotomy or

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'business-like' approach, Taylorist scientific management or 'one best way' and Weberian concept of bureaucracy, and Gulick and Urwick's administrative management, are of limited importance. This came about after a strong paradigm movement which devaluated classic public administration because of the collapse of public services and challenges of globalization emanating from environmental forces (Naz 2003:32).

Administrators circumvent and use the same theories as their point of departure in introducing new paradigms. Their arguments are based on the premise that organizations are no longer closed models and people working in them cannot operate like machines anymore or just focus on the 'ideal type'. People within institutions invoke and rely on cultural accounts in defining themselves as individuals with dignity, rights, entrepreneurial spirit and value (Scott & Meyer 1994:10; O'Flynn 2007:356). But there is a concern that moving away from traditional public administration needs people with entrepreneurial skills. These traditional paradigms have been replaced by financial goals, total quality management and effective, economic and efficient service delivery as tabulated in Table 3.1 after 1994. Public officials are expected to be accountable for their deeds and to not act on their own whims or ideologies, hence the understanding of values and ethics that ought to be responded to and abided by in public service. They are further expected to strike a balance between politics and the needs of communities, thus acting rationally, and continuing to be innovative. Once they have such values, they will be able to decide on alternative service delivery methods which will not be antagonistic to government's laws or community values and cultures.

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One can further postulate that the traditional function of public administration is still alive and used worldwide, no matter what options or models are invented, the key issue is to employ flexible and analytical people to deliver services. Kuye *etal.* (2002:22) states that;

> 'the synergy has moved from a mechanistic public administration paradigm to one of collaboration, elaboration and transformation of policy initiatives'.

Although Wislon's dichotomy focused more on two areas: Politics and Administration, he also had an understanding of the fact that in order to more effectively run the government Wilson advised that we look to 'the field of business, since the field of administration is a field of business' (Denhart & Denhardt 2007:5).

All in all, the crises of the 1970's led to a variety of efforts to produce a government that was efficient and effective, and thus worked better and costed less, as with Public Administration which is action oriented and accountable. Basically, the political turmoil and economic decline became the order of the day, which prompted innovative ideas. Approaches such as managerialism, reengineering, empowerment, entrepreneurialism, competitive public administration, Public Choice Theory, New Public Management, Total Quality Management, performance management, were predominantly used to bring about 'change and efficiency' in government. In addition, public welfare administrations and provisions were downsized, whilst privatization of public corporations and services were legislated. A regulative rather than operative role of public administration was designed (Pieters & Pierre 2007:119;

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Denhardt & Denhadt 2009:175). All these different thoughts brought about what is commonly known as 'New Public Management'.

3.6. New Public Management (NPM)

The managerialism approach as a doctrine continued to evolve to what is known as New Public Management (NPM). NPM has many interpretations and understandings by proponents of the Public Administration discipline. The paradigm has been subject to ongoing and fierce debate in academic literature, because in a way, it challenged conventional thinking and brought together a range of practices, policies and theories rather than proposing a coherent theory, **(**O'Flynn 2007:355). Therefore, NPM can be seen as a loose term because it consistently challenges and reinforces the bureaucracies to transform and be responsive to community needs (Ferlie, Lynn & Pollitt 2005:55). It is therefore, about actions and service delivery.

The NPM approach was born in the late 1960's and early 1970 because some generic label seemed to be needed for a general, though certainly not universal, shift in public management styles (Grimsey & Lindsey 2005:44; Shafritz & Hyde 2007:495; Diefenbach 2009:892). Grimsey *etal.* (2005:44); Peters & Pierre (2007:302) further suggest that, 'the term was intended to cut across the particular language of individual projects or countries, even though not universal (such as the French '*Project de Service'*, the British 'Next Steps*'* even though the impact of NPM was more felt in England more than 'Reinventing the Government Movement' itself*,* the Canadian 'Public Service 2000) made more changes. Actually, the French and the Germans were never

the proponents of NPM (Levy 2010:236). Some countries such as Australia and New Zealand undertook a significant public change due to NPM (O'Flynn 2007:353). NPM is underpinned by Public Choice Theory, Competition Theory and Principal Agent Theory (O'Flynn 2007:356).

> 'NPM is to a large extent based on the assumption that public sector organizations need to learn from private sector and private companies. Private sector is considered to be more efficient, and by imitating private sector – public administration may become more efficient in its allocation and use of resources'.
>
> (Naz 2003:33).

NPM therefore, represents the paradigmatic challenge to the field of public administration due to its flexibility and ambition. It represents different aspects of issues, heralds a major change in the role of government to society; and has five main aspects as cited by Naz (2003:33); Shafritz, Russel & Borick (2009:324–325); Denhardt & Denhardt 2009: 175; Diefenbach 2009:893):

- Business environment and strategic objectives;
- Organization structure and processes;
- Performance management and measurement systems;
- Management and managers;
- Employees and corporate culture.

The five aspects are not new within Public Administration, although the previous management within South Africa was more about control and strict rules and regulations. Bureaucracy was seen as the order of the day and people were treated like machines. Table 3.2 below provides a schematic representation of the assumptions and elements of each area of NPM:

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Table 3.2: Assumptions and Elements of NPM

Area	Element
Business environment and strategic objectives.	• Assumption of strong external pressure, of a much more challenging, market incentive and changing business environment; • Conclusion that there is a need for new strategy and that there is no alternative for organization but to change according to larger trends and forces (environment); • Market orientation, doctrine of competition, commodification of services under the slogan of 'value for money'; • Stakeholder-orientation, meeting the objectives and policies of strong and influential external stakeholders • Customer orientation, providing service from customer's perspective (the *Batho Pele* principle); • Increased organisational efficiency, effectiveness and productivity defined and measured in technological terms; and • Cost-reduction, downsizing, competitive tendering, outsourcing, privatization of services.
Organisation structure and processes.	• Decentralization, reorganization of organisational units; more flexible structures less hierarchy; • Concentration on processes, that is, intensification on internal cross boundary collaboration, faster decision making processes, deregulation and putting things into action; and • Standardisation and formalization of strategic and operational management through widely accepted management concepts, best model practices.
Performance management and measurement system.	• Systematic, regular and comprehensive capturing, measurements, monitoring and assessment of crucial aspect of the organisational and individual performance, through explicit targets, standard, performance indicators, measurement and control systems; and • Positive consequences of people working with and under such systems, increased efficiency, productivity and quality, higher performance and motivation.
Management and managers.	• Establishment of a 'management culture', management is defined as a distinct and separate organisational function creation of (new types of) managerial posts and positions emphasizing the primacy of management compared to all other competencies and activities; and • Managers are defined as the only group of individuals who carry out managerial functions.
Employees and corporate value.	• Empowerment and subsidiarity, staff are expected to develop 'business like' if not entrepreneurial attitude, Individualism; and • Idea of leadership and a new corporate culture.

Adapted from (Denhadt & Denhadt 2009:368; Diefenbach 2009:893; Levy 2010:236; O'Flynn 2007:354-357; Naz 2003:33 & Shafritz, Russel & Barick 2009:324 – 325).

The current reform agenda in Public Administration can be traced to several worldwide trends. Because South Africa is developing, it could not resist the temptation. South Africa has bought into the new trends and it is ill equipped

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to understand the loose and fragmented processes. However, South Africa opted for the following:

- That government will pursue its Black Economic Empowerment (BEE) objective through two categories of instruments. The first set relates to the use of various government tools to promote BEE, such as procurement, regulation, financing and institutional support.

- The second set is the forging of partnerships. Partnerships between government and the private sector, including trade unions and community based organisations, represents a key vehicle for the formation and implementation of BEE programme at different sectors of our economy. (South African Economic transformation: A strategy for Broad-Based Black Economic Empowerment).

This is the reason why this present research could play a part in assisting managers to understand what Public Administration and public administration are about, especially when it comes to partnerships and networks of different organisations. It is also the reason why different stakeholders within municipalities are demanding and protesting about the lack of efficient service delivery, this is because the country is still on a learning curve and sometimes forgets critical stakeholders in the process and the decisions that are made.

Human resources within municipalities are still grappling with management rhetoric. This is because professionalism is gone and majority of those managers are actually politicians and there is the assumption that they have no clue about public administration and management. Professionals are frustrated as many of the constitutional values and principles are not followed. In the process, achieving community needs is a huge task and it is highly impractical by government alone to deliver quality services.

The following four characteristics are found in both NPM and PPPs according to Organisation for Economic Co-operation and Development (OECD) (2001:26); (Monigue *etal.* 1998:117); (Naz 2003:38) and (Shafritz & Hyde 2007:297):

- *Decentralisation.* A number of countries have decided to decentralize market policy and training to regional level. This resonates from the fact that decentralization is a variable within administrative systems of government that need to be measured. It should be noted, however, that decentralization is a complex subject with many dimensions and it is understood differently by different authors. For instance decentralisation within the South African environment refers to empowering local government enabling them to make decisions in their own right much like provincial and national governments. By decentralizing services, the communities get involved in decision-making processes as is the case with the IDP process. Decentralization further allows national, provincial and local governments to reduce spending on central management and administrative costs and locates decision-making close to people, because it is where, better-informed choices can be made to meet local needs. This is what is called 'entrepreneurial spirit' within government that allows growth of communities. Proponents of this paradigm attest to the fact that decentralization may produce policy fragmentation, due to different interpretations whilst implementing it and further inhibit overall organizational learning (Kuye *etal.* 2002:21). The NPM paradigm enables other role players like the private sector, the NGO's and citizens through the application of various principles to take an active role in decision-making and service delivery.
- *Tripartism.* In some countries, as is the case in South Africa, policy in any given sector is managed in co-operation with social partners (trade unions and employer organisations). Tripartite organisations involve actors with different perspectives, providing a forum to discuss policy options, which may lead to binding agreements. It also provides opportunities to opposition parties to participate in policy making.
- *The role of Local authority.* The local government, within the South African context, is developmental and it is expected to involve communities in the decision-making process. This is because local government is closest to its residents and in principle better positioned to be aware of local concerns. Local government is expected to have its own budget and provide services accordingly. In certain instances the local government gets assistance from provincial and national government whilst rates collected from people also form part and parcel of the budget for service delivery.
- *Distribution of competencies.* As is the case in managing the different responsible areas like social, employment, economic

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development, health at national and provincial spheres the same applies to the local government sphere. Sometimes there are problems, such as where the different bodies do not want to work in partnerships, regardless of what the Constitution states this is the case in South Africa. Proper understanding of these terms could enrich partnerships. This issue of protection of turf will further be discussed in Chapter Four, especially the issue of tension that might arise due to partnerships.

According to (OFlynn 2007:357; Differenbach 2009:896-7) in conforming to NPM values and principles the implementation became a huge problem and the following became the dominant challenges:

- Competitive regimes are found to be costly and delivery is rarely genuine;
- There are high preparation costs of contracts due to high costs of monitoring and enforcement;
- There is usually a decline in accountability due to downsizing and restructuring;
- There has always been no empirical evidence of efficiency and measurements gain that privatization, contracting, outsourcing and the use of market claims to bring. Many services actually get worse;
- Competitive government models result in fragmentation as there is no cohesion and that undermines the interrelationship and interconnectedness of public organisations;
- NPM further undermines deeper governance values;
- Stakeholder-orientation tends to favour powerful and influential ones whilst the poorest of the poor citizens get little or no attention especially in tendering process;
- Customer-orientation is also problematic; therefore, there is more lip-service without any tangible and real meaning.

That said, there are many questions that remain unanswered in terms of applicability and impact of the paradigm on public service organisations. Its claims are about cutting costs, doing more for less as a result of better quality management and different structural design. Consequently the market-, stakeholder-, and customer-, as well as efficiency- and cost-orientation have dramatically changed the very understanding of public service (Differenbach 2009:897).

The issue of passion, dedication and diligence to services is gone. The rich get richer whilst the poor are getting poorer. This is because the rich are generally the ones who continue to get empowerment deals. More research is needed to validate the paradigm shift. It seems there is more rhetoric as opposed to concrete empirical evidence of the approach because there is a continuous push and pull and thus service delivery becomes compromised and questionable in the process. This seems to be the practical situation in the South African environment.

> However, 'Issues of accountability, control, responsiveness, transparency and participation are, therefore, at least as important as issues of economy and efficiency'
>
> (Minogue *etal.* 1998:5).

NPM reforms were based on Public Choice Theory which criticized public sector actors in service delivery. (Mills, Brown & Waterhouse 2008:3). Service delivery is a wicket problem which cannot be successfully achieved by government alone hence the suggestion of alternative service delivery and the engagement of other stakeholders like the mining sector and other institutions like the institution of higher learning as a partner.

The NPM is the innovative framework suggested for alternative service delivery. It is allowing creativity and accountability whilst responding to the needs of the community. It touches the market related issues and grants the opportunity to procure services. This can therefore, enable the government to procure the exceptional service provider to achieve their objectives.

3.7. The relationship between the mining sector and the local government.

The South African governance, since 1994, made a significant change to all different organisations, mining sector included. The mechanisms put in place like the Integrated Development Plan (IDP) and public participation, for local government to plan and consult with different organisations in their sphere of influence, influenced some of the mining sector to play a major role in the IDP. A research conducted by Rogerson (2012:119) showed a mixed perception on the contribution made by the mining sector.

Table 3.3 Results of the Issues raised by the Municipalities about the Mines.

Local Municipality.	Relationship between local government and the mines.
Masilonyana (Free State).	'We signed a memorandum of understanding (MoU) focussing on projects'.
Westonaria (Gauteng).	'The communication between the municipality and the mines has deteriorated. Since 2008 meetings are not taking place'.
Ulundi (Kwa-Zulu Natal).	'Communication was improved since we established a forum'
Dannhauser (Kwa-Zulu Natal).	'the mines became part of our Local Economic Development (LED) development committee in compliance with the stipulation of their license in their social and labour plan'.
Mutale (Limpopo).	'we have more regular meetings since we established a forum.
Lephalale (Limpopo).	'All major stakeholders meet regularly in the development forum that was established'.
Lekwa (Mpumalanga).	'The municipality has established a relationship with the mines. We get together in a forum and

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	submit our IDP's to them'.
Govan Mbeki (Mpumalanga).	'The new legislation forcing the mines to cooperate and communicate'.
Delmas (Mpumalanga).	'We have established a forum to share ideas and improve our communication in general'.
Kgateleopele (Northern Cape).	'Regular meetings improved the state of dialogue between the municipality and the mine'.
Richtersveld (Northern Cape).	'We started a mining forum-all the mines and the District municipality are involved'.
Kgetlengrivier (Northern Cape).	'We started to engage with another – currently we are busy establishing a mining forum'
Merafong (Gauteng).	'Since the establishment of a forum in 2006 dialogue and communication has improved between the municipality and the mines.
Rustenburg (North West)	'Mines are more responsive to invitations to stakeholders meetings and willing to commit a little more money that they used to'.

Source: Rogerson (2012:119).

The above literature reveals that there is communication between the mining sector and the local government. Some municipalities are benefitting from the engagement and the relationship which will contribute to service delivery. In some instances some structures are formed to better establish a formal structure for engagement and discussion of contemporary issues at hand. Literature further identifies a range of benefits associated with these alternative service delivery arrangements:

- Reduction in cost of service delivery for municipalities;
- Improved quality of service delivery;
- Increased effectiveness and efficiency;
- Better managerial practices;
- Better use of assets; and
- Increased responsiveness of the needs of beneficiaries.

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National Business Initiative, Annual Report, (1999:14).

> 'The PPP programme promotes private sector participation in the financing and management of public service and infrastructure. During the past year the programme has had notable success, especially in building the capacity of local authorizes'.
>
> National Business Initiative Annual Report (1998/9:14).

It is quite interesting to find out that even though the SDM is portrayed as being far from the economic hub of the Gauteng province, as cited in chapter one, it is further perceived as follows:

> 'according to the latest census, 79% of South Africa's mining production and 56% of its industrial production is generated in this area and 42% of the country's agriculture production is irrigated from the Rand Water, which is also responsible for the purification and distribution thereof over the entire area'
>
> (SDM IDP report 2006/7:109).

The perception concurs with the establishment of the district municipality which is a category C, because it comprises of three local municipalities instead of a metro due to its contributions to other provinces like the North West, Gauteng as a whole as well as Mpumalanga, especially with water and mining sector. Pretoria and Johannesburg are both metropolitan municipality. Clearly the partnerships anticipated in this thesis are based on these types of contributions of mining sector to the economy.

3.8   Conclusion

Indeed, Public Administration stands at the intersection of different disciplines. It has a unique opportunity to borrow scarce skills, technology and resources from other disciplines and institutions. Numerous theories are developed to respond to the needs of communities, whether from an individual or a public

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point of view. But in terms of service delivery it is crucial to identify theories that will assist in the delivery of efficient and effective services. Activity Theory, Organisational Theory and New Public Management can work together in relation to the topic under study. Notwithstanding the fact that the social, political, economic, environmental, cultural and technological issues are always of importance in designing new models of service delivery within government, it is clear that all the above theories and practices cannot exist independently. Environmental forces also play a crucial role in designing new models of alternative service delivery.

The role of government is discussed because it is sometimes seen as the sole provider of public goods. It is further discussed to demonstrate government in action. Of late, however, government is unable to protect its turf due to the backlog of service delivery in the South African environment and in other African countries in particular. The government is calling for partnerships and innovative ways to enhance and effectively provide service delivery especially after the 1970's challenges, particularly the political turmoil and the economic meltdown and deficiencies. This is the reason why innovative models like Public Private Partnerships and Public Private *Institutional* Partnerships are established to facilitate cooperation and collaboration in relation to service delivery.

It can be further argued that the private sector in this thesis refers to the mining sector, which operates on a profit basis. However, since the inception of democracy in 1994, the landscape of the mining sector has changed

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considerably and the policies clearly outline that: mineral and petroleum resources are a common heritage of the people of South Africa and the state is the custodian thereof for the benefit of all South Africans (*Section 3*(1) of *Mineral Petroleum Resources and Development Act*, 2002 (Act No. 28 of 2002). This then gives the state the right to decide on the policy and taxes for the mining sector. However, there is a continued concern that the mining sector is just using government to gain legal and social and labour plan licenses to operate, thereafter it continues to do as it pleases (Rogerson 2012:126). The employees however, through their unions are forcing the mining sector to change their business as usual mentality and start creating conducive environment for their employees, hence the unrest in the mining sector in recent years.

The 21st century is the relationship and information era; therefore government is expected to establish relationships within its environment. The old order of public administration is seen to be slow, hence the attestation to NPM, and governance, which provides space for diversity, stakeholder orientation, market relations, tendering processes, efficient and effective service delivery, and (the alleged) cost saving, to name but a few. Having said that, proponents of NPM are still unable to legitimize the approach as it seems to be too true to be accepted. Even though issues of flexibility seem to be of importance, the approach seems to be more rhetoric than practical and action oriented. New trends in Public Administration focus on equitable, responsive, economic, efficient relationships, values and effectively monitored services to society, but government cannot do this on its own. It has to work in partnerships. Chapter

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Four covers the framework to design Public Private *Institutional* Partnerships to respond to the myriad of needs of communities, in South Africa, particularly.

CHAPTER FOUR: THE FRAMEWORK OF PUBLIC PRIVATE INTITUTIONAL PARTNERSHIP IN SERVICE DELIVERY: THE CASE OF THE SEDIBENG DISTRICT MUNICIPALITY

'*The society we seek to replace was, to a very significant degree, built on the law of the jungle of the survival of the fittest. For this reason, this is not a task that can be carried out by the government alone. It is a national task that calls for the mobilization of the whole nation into united people's action, into a partnership with government for progressive change and a better life for all, for a common effort to build a winning nation*'

(President Thabo Mbeki; State of the Nation address 25th June 1999).

4 INTRODUCTION

Given the unique challenges of South Africa's apartheid past and the distinctive way in which challenges, especially political challenges, were resolved in the three spheres of government, it is tempting to take an inward looking approach to the question of administrative transformation and options for service delivery. Yet current trends in South Africa indicate that municipalities are facing a daunting task and significant range of challenges, thus requesting intervention by other stakeholders, hence the statement as cited above by the then president of South Africa, (Mbeki 1999). This was further clearly encapsulated in Municipal Community Partnerships (www.nationaltreasury.gov.za) where literature tracks the three most important areas that:

- Government is trying to decentralize its services and empower lower level spheres to be developmental and confront different types of poverty strategically;
- Macro-economic reform, privatisation, deregulation and liberalization within the economy are the major trends and the government should facilitate partnerships for development; and
- There is a need to mobilize social capital (to be discussed later) within the social relations thus enable state-civil society engagement.

Ayeni (1994:213) postulates that the legacies of apartheid will take more time to disappear, yet public expectations are generally high and lack patience. This is due to the complexity of service delivery challenges, especially within health and social development, which is basically determined by the high rate of unemployment, poverty and diseases such as HIV/AIDS, and TB. There is a need to learn from other sectors and countries in order to be responsive to community needs. Mbigi (2005:68) states clearly by saying:

> 'the challenge for us is not to reinvent the wheel, but to learn from competitive practices in the world and be able to implement them creatively to meet our own competitive challenges'.

Whilst South Africa must clearly find its own solutions to its challenges, it is equally fit to ensure that the process is informed by the lessons learned in other countries, which have gone through the same process of democratization, transformation, decentralisation and institutions building within the public service. To accomplish this, South Africa has the opportunity to choose from traditional bureaucratic models to neo-liberal models of public choice, based on restructuring, transformation, and the contracting-out of state services through BEE. In quest to be efficient and effective, municipalities are exploring options such as the Public Private Partnerships and PP*I*P models for service delivery at the same time and become accountable.

Some proponents of partnerships argue that 'partnerships can only be legitimate and accountable' (Hamann, Kapelus, Sonneberg, Mackenzie; Hollesen 2005:6 and Leonard 1987:900). Each and every organisation has its own leaders that organize and direct goals and objectives for the organisation's existence. This is acknowledged by Organizational Theory. Some leaders tend to use their power or financial muscle to minimize partnerships, hence the concerns of the legal and social responsibility within the mining sector. Partnership is sometimes viewed from their characteristics and categories which are crucial during the establishment of partnering.

4.1 Definition of Public Private Partnerships (PPPs).

'The concept of PPP became popular during a wave of bureaucratization from the late 1970 onwards'.

Cavelty & Suter (2009:900).

According to Cavelty *etal.* (2009:901) the concept was originally conceived in a completely different context, namely in the field of administrative reform and the concept of New Public Management in the 1980s. South Africa's Transformation: A strategy for Broad Based Black Economic Empowerment (BBBEE) argues that partnership refers,

'to structured collaboration between government and the private sector for the sustainable achievement of Black Economic Empowerment (BEE').

Cavelty *etal.* (2009:900) postulate that PPP is 'a form of cooperation between the state and the private sector. Partnerships are designed for resource mobilization, human, technological or monetary.

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> 'Its goal is to exploit synergies in the joint innovative use of resources and in the application of management knowledge, with optimal attainment of the goal of all parties involved, where these goals could not be attained to the same extent without the other parties.
>
> Cavelty *etal.* (2009:901).

Just like development, PPPs are contested words interpreted differently by different people, especially the methodology thereof.

There has been a huge debate within the public, academic and private sector about the understanding of the concept over decades. Regardless of that, it is a pragmatic way endorsed by the South African government and the United Nations as new development. It is also spread within and between sectors within and between societies, and continues to be interpreted differently throughout the world.

The word partnership in some of South African languages refers to '*letsema*' in Setswana; 'vhuthini' in Venda; 'inhlalo yabuninzi or 'inhlalo yenhlagano' in Xhosa. In South Africa, black people have different institutions that they use in the form of partnerships. These are commonly known as '*societies*'. Structures are formed for one common goal, which in many instances is about helping each other during deaths or any big activity like weddings even during the construction of houses. A partnership therefore, has been there from time immemorial, especially for African people. The rationale of coming up with an innovative and diversified mechanisms towards service delivery emanates from the fact that the South African society is diverse and unequal. Some proponents of partnerships argue that sometimes it is important to talk about characteristics and categories of partnerships instead of the definitions.

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4.2   Characteristics of PPPs

There are five characteristics quite unique to partnerships and they are

presented as follows:

- *Participants:* partnerships involve more than two or more actors of which one should be public. Participants may even include civil society as a partner.
- *Entity:* each participant is a principal and has the right to exist and make its own decision having its own values, profile, goals, structures and culture;
- *Relationships:* an enduring negotiated relationship gets established among actors and continues to interact;
- *Resourcing:* each participant brings something to the table, whether it be monetary, human or expertise and;
- *Sharing:* there is some shared responsibility for outcomes.

(Akintoye *etal.* 2003: 6, Grimsey *etal.* 2004:13, Apostolakis 2001:91; Osborne 2000:13 and 96):

(Cavelty *etal.* 2009:901) further suggest that;

> 'mutual trust and precautions to limit the scope for abuse, the existence of clear distribution of risks, a clear set of undisputed goals and strategy fixed in writing, a clear separation of responsibility and authority as well as market and success-oriented thinking' forms part and parcel of characteristics of partnerships.

The establishment of a PPP as an option for service delivery ought to include

the five characteristics if the project is to succeed because of the following:

> 'Its goal is to exploit synergies in the joint innovative use of resources and in the application of management knowledge, with optimal attainment of the goals of all parties involved, where these goals could not be attained to the same extend without the other parties'.
>
> (Cavelty *etal.* 2009:901).

Thornhill (2008:8) outlines another three important characteristics which are

also essential for the initiation of PPPs and are established in many instances

through the procurement of services:

- The provision of services, but not on the acquisition of assets by the private sector partner;
- They normally operate on a basis of three to five years, but may even be extended to 20–30 years depending on the nature of the service provided, for example, refuse removal or grave digging, the period may be three years; but for a building and operating a prison, the contract may be provided for 25 years which is commonly known as *built operate transfer*; and;
- That the contracted service provider normally accepts responsibility for all activities associated with the service although accountability to the inhabitants of a municipality is still vested in the municipal council or in parliament or the provincial legislature in the case of the government of South Africa.

In addition to these characteristics, there are also categories which lay the foundation for the partners involved.

4.2.1 Categories of PPPs

PPPs do not happen in a vacuum. Geddes (2005:9-10) suggests three different approaches of PPPs depending on the organizational/entity arrangement, where different actors are involved:

- *Statutory approach:* This comes about as a result of legislation as in the case of Department of Trade and Industry's Code of Good Practice and the *Mineral Resources and Petroleum Development Act,* 2002 (Act No. 28 of 2002) which mandates that the private sector (mining) contributes towards socio-economic development, local enterprise development, preferential procurement, employment equity, skills development, management and control and ownership as well as social and labour plans. The mining sector gets scored on this on an annual basis to find out if they can continue to operate. If not, their licences could be reviewed. This takes place through their corporate social investment units and transformation departments.
- *Voluntary approaches:* This approach is related to meeting a particular objective within a given time. This is mostly practised by NGOs, and even the private sector when doing philanthropic work. Once they identify a need for a service delivery they go all out to partner with government. As soon as the stated goal is achieved the partnership comes to an end.

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- *Commercial or contractual approach:* The approach involves preferential procurement through competitive bidding in a South African situation as with the latter three characteristics.

The three approaches are used internationally, nationally and locally, by different governments and organisations, South Africa included. This resonates from globalization agendas. It was highlighted in Chapter Three that since the 1970's, governments became vulnerable as it was unable to respond to societal needs throughout the world.

4.3   Globalisation's Contributions to Development

The Washington Institutions, the World Bank and the International Monetory Fund interpret globalization as a rapid economic integration of rich and poor countries in regard to trade and investment (Reinert 2010:101). Kuye *etal*. (2002:78), define globalization as an 'ideology and a process of a borderless world, evolving from the realization that nations and countries are increasingly becoming interdependent.' This is the reason why countries and organisations do not exist in a vacuum. Access to the internet is now common place. It therefore disseminates information throughout the world, thus the borderless world. This is further promoted by global transparency as everything that happens, whether government or private sector, once put on the internet can end up under public scrutiny. Therefore, it provides a platform of sharing ideas and information as well as strategies and partnership models. Kuye *etal.* (2002:79), further postulate that 'all countries, great and small, developed or developing, experience the effects of globalization'.

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New Economic Partnerships of African Development (NEPAD), the brain child of former President, Thabo Mbeki and his government, suggests that African countries work together in partnerships. Skweyiya (2007:6) state that:

> 'the aim of the Constitutive Act of the African Union (AU) is to create a people-driven and community-based partnership between governments and all segments of civil society, particularly women, youth and the private sector in order to strengthen cohesion and solidarity among African people'.

Other countries such as the United Kingdom talk about Public Finance Initiatives (PFI) and in France it is the *Societes d' Economie Mistes* and *Concession* which has been used as far as more than hundred years ago**,** (Grimsey *etal.* 2007:47), and in the rest of the world PPPs are both rhetoric and reality. This suggests that partnerships are not new, especially in France.

The United Nations (UN) describes these approaches as a 'strategic necessity rather than a policy option', although it is indeed both dependent on the societal needs and demands (Grimsey *etal.* 2007:221). The UN is a prominent advocate of PPPs: through Global Compact, Millennium Development Goals and the Rio Declaration on Environment and Development, the Johannesburg Declaration on Sustainable Development which are internationally known and the promotion of the interdependence of the world. This suggests that the model might be new, but the concepts and understandings are not.

According to the *White Paper on Municipal Service Partnerships* (2000), the then president of South Africa – Thabo Mbeki's presidential address in 1999,

the UN General Assembly adopted a strategy in December of 1988 which acknowledges the fact that despite governments' efforts to provide services, a growing proportion of urban and rural populations, especially in developing countries, of which South Africa is one, were living in slum and squatter settlements. The strategy emphasizes that a government should create incentives and facilitates measures to enable services and development to be provided by community organizations, NGOs, households and the private sector. Therefore, issues pertaining to engaging other sectors and the government's shortfall in service delivery are a worldwide trend. One could, therefore, argue that globalization and partnerships force nation-states towards common values, thus enhancing collaboration on various fronts.

The focus of this chapter is the development of framework of the PP/Ps that aim at facilitating effective and efficient service delivery in health and social development. It is an attempt to design a model on PP/Ps towards health and social development service delivery, the case of the Sedibeng District Municipality. Three actors are involved in the framework, namely, an institution of higher learning, the private sector and the municipality, representing government. This triangular relationship will be developed through the Activity Theory to demonstrate each partner's contributions and the complexity of the framework. Partnerships have potentially increased impact by combining interests and capabilities unique to each partner. First, it was found fit to tabulate the differences between the private and public sectors as part of framework and later discuss the institutions of higher learning.

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Authors such as, Rosenau (2000:229) *National Treasury and Finance,* Western Australia (2002:8), Osborne (2000:90), Osborne and Gaebler (1992:20), Montanheiro and Spiring (2001:24); Kicket *etal.* 1997: 37-8) and Thornhill and Hanekom (1995:132-133) summarized the traditional difference between public and private sector as follows:

Table 4.1: The difference between public and private sector

Issue	Private Sector	Public
Marketing.	• To attract customers; • Market segmentation; • Different services at different prices; • Profit orientated; and • Market its product.	• Rationing; • Equal treatment to all service users (public goods delivery); • Pricing (if any) not for profit; and • Meet public demands.
Service.	• To persuade people to come back (motivated by private interest); and • Activities are indirectly linked to betterment of public life.	• 'Take it or leave it' (motivated by public interest); • Activities are directly linked to planning delivery of services for the betterment of society (the national plan developed by the Presidency); and • Obliged to serve the community, regardless of cost.
Culture.	• Risk aversion; • Propriety of decision making; and • The concept of bankruptcy exists in this sector.	• Risk oriented to find opportunities focusing on profit; and • Bankruptcy is not the possibility in this sector even though it gets overstretched.
Purpose.	• To maximize profit; • Achieving returns on invested funds;	• To provide collectively protection, help, education, and care outside market

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		relationships;
	• Daring to take commercial or business risks for profit purposes; • Having to anticipate markets and competitive developments; • Sourcing and managing project finance and; • Realizing a corporate goal.	• Legislation; regulation and authorities; • Political opinion and political influences; • Democratic decision-making processes; • Politically inclined; • The minimization of risks; • The realization of a social goal; • Community consultation and; • Environmental Assessment.
Visibility.	• Managers in many instances are not visible to the public eye; • They only appear to present profits results; and • Managers at Universities are also competitive trying to promote their individual contributions and protecting their units.	• Managers highly visible as they are constantly under the scrutiny of the media and the public eye; • Managers please the elected polititians; and • Leaders are driven by the desire to be re-elected.
Surplus.	• Gets paid to employees and management as bonuses.	• Gets paid to communities as part of service delivery.

{Adapted from Botes, Brynand, Fourie & Roux, 1992:270; Cloete & Thornhill 2005:233-236, Denhardt & Denhardt 2009:6, Rosenau, 2000:229; *National Treasury and Finance*, Western Australia 2002:8, Osborne 2002:90, Osborne & Gaebler 1992:20 Montanheiro 2001:24, Kickert *etal.* 1997: 37-8, and Thornhill & Hanekom 1995:132 – 133, Thornhill discussion 2010}.

The characteristics of private and public sectors are encapsulated in the Table 4.1. The purpose of establishing each organisation is different. For instance, private is for profit and public is for public consumption or public goods. When a profit is made in the private sector it gets distributed to its shareholders. This is done through the increase of the share price market value which benefits

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the shareholders. Another important aspect is done through the increased bonuses to employees. The public sector, when having made some savings, contributes the reserve towards service delivery or public goods. These issues need to be taken into account when partnerships are formed to minimize tension and avoid complications as the private sector is always expected to contribute more.

It can therefore be concluded as follows that:

> 'Private enterprises can exist only if they manage to sell goods and services at a profit. Thus the public relations activities of private enterprises are directed at *sales and profits* By contrast, the public relations programmes of public institutions should be approached from the angle of *promotion of general welfare'. '*The public officials are about whether they please the elected polititians because politicians tend to be driven by interest groups. Therefore, managers must also factor in interest groups into the equation'
> (Osborne & Gaebler 1992:20, and Cloete & Thornhill 2005:234).

The existence of the public and the private sector are completely different. The public sector creates conditions for the private sector to exist as it plays a major role of control one of the public administration functions. It further develops pieces of legislation and policies to govern the private sector. The private sector because of its financial muscle is always funding the public sector.

4.4   The Private Sector

Private sector interaction with communities and government has changed over time. During the 19th and 20th centuries, companies or private sector, whether run by individuals or an association, were only interested in a single outcome, namely: profit, (King 2006:6, 25). This resonates from the fact that private sector's value is linked to financial returns for its shareholders. Other

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stakeholders were excluded as this was not a public good, regardless of their link to such companies, especially in mining, where there is a legal license to operate and a social plan to be implemented. Due to globalization and internationalisation, and national laws, companies are no longer enriching their families as they are expected to contribute towards social responsibility.

> 'Social responsibility requires an organization to determine what is right or wrong and to make ethical decisions and engage in ethical activities'
> (Fox & Van Rooyen 2004:64).

Since the enactment of the *Mining Resource and Petroleum Development Act,* (MRPDA) 2002 **(**Act No 28 of 2002**),** the landscape of the mining sector has changed considerably in South Africa. The MRPDA requires the mining sector to engage the stakeholders and be responsive to their needs as well as the needs of employees in relation to the development of their skills and decent accommodation. Some municipalities acknowledge the improved relations within the mining sector in South Africa (Rogerson 2012:120).

International treaties and national legislation, including those of South Africa, expect companies to practice good governance and comply with the triple bottom line, namely: social, health and environmental issues or rather sustainable development. Good governance entails acting as a decent citizen, providing opportunities for all people, ensuring the rule of law, ensuring the efficiency and accountability of the public sector, and tackling corruption (Grindle 2007:6; King 2006:19). Institutions of higher learning, by partnering with government and the private sector for service delivery, could do this as a form of good governance and being a decent corporate citizen, because it also has the responsibility and moral obligation of community development.

The reliance of government on the private sector and other institutions to implement public law is not at all unusual.

Directors within institutions are expected to act in good faith, and act with care, skill and diligence (King 2006:33). Their responsibilities are similar to those of someone looking after an incapacitated person. King (2006:33) further postulates that by doing so, directors ensure that the institution, because it is not a living thing, will be seen as a decent corporate citizen in the community in which it carries out its business, if it is responsive to the needs of the community. The same applies to the institutions of higher learning.

Focusing on the profit only is a thing of the past and this is enforced by a number of pieces of legislation developed and enforced by government, for instance the MRPDA and the International Standard Organisations (ISO) 26000 on Social Responsibility. The mining sector has been isolated due to the fact that this researcher was working in this particular sector at the time when this research was started. The mining sector is expected to have a legal and social licence to operate and this can only be approved after an intensive stakeholder engagement and the approval of a five year plan called the Social and Labour Plan. As its name entails, it has to address the social, health, economic, environmental and labour issues and report regularly to the Department of Mineral Resources on progress made. The mining sector requires land to operate, which must also be approved by government and stakeholders prior to the start of mining, even before exploration. The

presence of mining might result in diminishing traditional processes such as decision-making, cultural values, social and political institutions, wealth making systems and distribution. This can lead to loss of societal fibre and family disintegration regardless of the employment that could be created. It can further destroy environmental heritage and the symbols within the community.

Managers responsible for community development within the mining sector are expected to engage a number of stakeholders during and even before the mining could start. Some private sectors like BHP Billiton have policies that are upheld to assist during these processes and they are classified as 'mandatory requirements for community investment' (Health, Safety and Environment Guideline, 2007). The following are the principles followed when mining and investing in communities where BHP Billiton operates:

- Comply with the local laws and regulations;
- Comply with BHP Billiton Guide to Business Conduct and be implemented in a manner that is transparent and of the highest ethical standard;
- Have an overriding objective to contribute to positive change in the host community (including environmental outcomes) in a sustainable manner that is consistent with the BHP Billiton Charter;
- Be aligned with the company's business objectives; and
- Operate according to transparent, public guidelines which clearly describe the programmes priorities and focus areas and the decision-making process.

It is not only BHP Billiton that honour certain policies but majority of mining sector do have guidelines that they follow when implementing community development programmes which contribute to service delivery. Some mining

sectors are following the national and local laws of that particular country where they operate.

Service delivery in health and social development relies on a number of factors, namely: availability of well-trained human resources with different professionalism, finance, drugs, disability/child/youth and women friendly facilities, pay point centres, prevention of pollution, informed consent of stakeholders or recipients. If a partnership is properly instituted, the government could rely on the private sector or the institutions of higher learning to contribute towards service delivery. The concern is, however, that successful partnerships are expensive at the initial stage (Peterson 2002:108). They need commitment, patience and tenacity. There is a need to have proper planning when a Memorandum of Understanding (MoU) is signed and to try and be as comprehensive as possible in documenting the commitment of service level agreement of service delivery.

The research question of this study is:

To what extent will PPIPs enhance health and social development service delivery at the Sedibeng District Municipality?

The Sedibeng District Municipality clearly brought its challenges to the fore by saying:

> 'the municipality should engage in PPPs with business as it has been given a standing amongst its locals to consider multi-jurisdictional PPPs entities to ensure optimum and maximization of accessing capital funding for accelerating service delivery within the district'
>
> (Sedibeng IDP Report 2006/7:24).

The challenge within the municipality is how to do this. This study suggests an answer through an anticipated model. In order to come up with alternatives, it is vital that the different partners get to know the structure and values of the other partner, or to put it differently, by knowing the other partner's in-depth organizational capabilities and development. Therefore, strength, weaknesses, opportunities and threats (SWOT) of each and every partner must be analysed.

4.5   Institutions of Higher Learning

'Universities are recognized as sources of knowledge creation, innovation and technological advances. Across the globe, they are being positioned as strategic assets in innovation and economic competitiveness, and as problem-solvers for socio-economic issues affecting their countries'
(SSebuwufu, Ludwick & Beland 2012:11).

According to SSebuwufu *etal.* (2012:15), 'universities hold three overlapping missions or mandates: teaching, research and outreach'.

Universities suffer from a lack of resources for research and scholarships, yet it is perceived as though they have those resources. They are challenged to change their approach of teaching and research. There is a need for universities to engage with the communities they serve, sharing goals, and objectives, efforts necessary to improve society and the two-way sharing of expertise with elements of society (SSebuwufu *etal.* 2012:15); Waghid 1999:112-113). This is to suggest that, universities do not exist for self-satisfaction and actualization but to also contribute to community issues. They have to take into account its sphere of influence. SSebuwufu *etal.* (2012:15) argue that the third mandate of universities involves integrating or connecting

university activities with society and the economy. However, many African universities have not actively or comprehensively pursued integrating their activities with that of society and the economy SSebuwufu *etal.* (2012:15).

There has been a concern as to whether there is dialogue between the African leaders and African scholars. SSebuwufu *etal.* (2012:17) attests to the fact that:

> 'African universities have been criticized as ivory towers that churn out graduates and research that are irrelevant to the needs of employers and social, economic, and technical challenges facing African economies'

The concerns further deepen when more information is needed to investigate that type of interaction and dialogue (Akinnuisi 2008:43; Skweyiya 2007:6). Akinnuisi (2008:44) attests to the fact that universities were actually seen as part of the problem as they did not offer to provide support by resolving the service delivery problem. This resonates from the fact that universities, when donor's funds were sourced, were only interested in their own needs as opposed to the needs of the community, and assisting government with service delivery. South African universities have had their own racial problems entrenched by the apartheid government. They had to integrate before they could have a voice in helping other organizations. It was realized that the only way in which a government could gain tangible benefit was when the annual pan-African conferences were held **(**Akinnuisi 2008:44).

There is no step by step model or standards for the universities to contribute towards service delivery, but the goal of engaging them is to ensure

promotion of relevance and innovation towards socio-economic development. The Council for Higher Education (CHE) within the South African environment is still grappling with setting the core of Bachelor degrees of different disciplines. It wants to set standards which will be able to provide the environment of such graduates to deliver services not only locally but internationally. According to SSebuwufu *etal.* (2012:17) the benefits from university-industry collaboration include:

- Providing alternative funding channels in an era of constrained financing;
- Access to/or acquisition of state–of-the-art equipment;
- Improved curriculum and training in technology-oriented programme and problem-solving;
- Enhanced employment prospects for students;
- Supplemental income for academic staff; and
- Clearer contribution of universities to the economy.

Akinnuisi (2008:44) continues, saying it was not all dark and gloomy, regardless of the tension that plagued this relationship as there were successful collaborative relationships initiated by the Department of Public Service and Administration, such as the South African Public Administration and Management (SAPAM) and the recent South African Public Conversation (SAPC). The initiative, though held annually, lacks proper collaborative effort and a synergistic coherent mechanism. Tension is prevalent as each institution (SAPAM and SAPMC) would like to be recognized and then continue to protect their turf. There is evidence of tension continuing to exist, according to Peterson (2002:107), where Five Colleges formed a consortium and twenty years later the tension was still felt even though collaboration continued.

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Hedge (1992:219), as cited by Akinnuisi (2008:46), postulates that; 'knowledge without application is meaningless and application without knowledge is dangerous'. There is an abundance of knowledge within the universities and yet there is an outcry that government officials need to be given the capacity for effective and efficient service delivery, but this remains a challenge. This then suggests that the alliance between the two, namely, the government and universities can produce high quality ramifications if properly constituted. The institution of higher learning value may be linked in some measure to the quality of students' educational experience which could further contribute to the efficient service delivery for municipalities.

The Higher Education Act 1997, (Act 101 of 1997) suggests that a single co-ordinated education system be established to respond to the development needs of the South African society, service delivery included. The Higher Education Institutions (HEI) is governed by *Higher Education Act* 1997, (Act 10 of 1997) which means they are fully controlled by government. Provision of education to society is one of the critical roles of government.

4.6 Model and Complexities of PP*I*P and its governance

PP*I*Ps are not straightforward. As with policy, which can never be static, models of service delivery should always be innovative and take into account the following, as attested by (Akinnuisi 2008:48; Kuye *etal.* 2002:73):

- Environmental factors;
- Technological and organisational developments;
- Population increases and the effects of urbanisation;
- Natural disasters;
- International relations and trends, as well as the effects of globalization;

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- Economic and industrial development;
- Public needs and aspirations;
- Party political dynamics;
- Social issues within the environment;
- Views of interest and pressure groups;
- Media, tradition, history and culture;
- Research and investigations by commissions and committees;
- Personal views of public officials and political role players; and
- Public administration and management functions.

If these issues are not taken into account when developing new models, and implementing policies, there could be unintended consequences. Kickert *etal.* (1997:121) postulates that 'a more realistic view of policy process is to consider actors, goals and means as interacting with each other'. For instance, during an interview with one of the Executive Directors (Ms Cynthia Mokoena from the Lesedi Local Municipality 2008), mention was made that issues pertaining to urbanisation, mushrooming informal settlements, party political dynamics and personal views of public officials and political role players were not taken into account during planning processes. Consequently, delivering what was budgeted and planned for remained a challenge. At the time of the municipal elections, a Member of the Executive Council (MEC), announced a completely different programme which was not budgeted for on the plan, which caused other services to suffer, as funds were transferred from those services to the newly announced (sanitation programme) emanating from urbanisation. There were no contingencies in place to cover these above factors; hence residents' dissatisfaction as their needs remained unmet that year.

Kickert *etal.* (1997:98), argues that:

> 'if policy making is the result of an interaction process between many actors, and if these actors all have their own goals and strategies, then

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> policy making can best be conceptualized as a complex process that cannot be controlled by any single actor;'

This basically confirms the preceding paragraph. Politicians and managers should avoid working individually when running government and designing alternative service delivery models, but acknowledge the role that other sectors could play.

Activity Theory demonstrates that different actors are involved in achieving a particular goal and the processes of achieving that goal cannot be the same from different actors. Different resources, functions of administration and procedures are utilised to pursue the object for the achievement of the goal, and in this case it is effective and efficient health and social development service delivery. This is highly complex as it demands a major mind shift, from focusing on the programmes or the output of the project to be implemented, but rather on the supplier, input, processes, output and customers so that the purpose of the project is clearly conceptualised (Scholtes 1998:59). It touches on the different structures of those different organizations, their values; identity, leadership, governance, stakeholders, norms, culture, resources and informal and formal borders, processes such as formalisation of relationships; selecting a challenging and motivating contemporary problem; create team-based work group; build multiple activities, and so on (Akinnusi 2008:47).

The most important rationale of forming partnerships is to tap into the social capital which translates into the resources of each partner. Once partnerships are established the resources of the social capital do not belong to an

individual organisation but they rather reside in the network of relationships that is created through partnerships. To achieve this, a champion or a leader will be required to coordinate all the activities and resources from the different sectors. This champion will coordinate the vision of the project, resources to create synergy with the different actors, which will be clearly demonstrated on the model.

Local government sphere is the economic hub and the nerve centre of development. It is also where different stakeholders could be engaged in any administrative or management activity for service delivery. This is again where people are found and have a clear understanding of their culture, history, symbols and needs. Therefore, the creation of a partnership framework would best be found in this sphere, hence the quest for decentralization by government and treating local government as an entity in its own right. Other critical documents are the Memorandum of Understanding (MoU) which is a norm in different partnership formation as recommended by *The White Paper on Municipal Service Partnerships* (2000) and the National Treasury PPPs policy guideline of South Africa (1999) and yet it is cumbersome to follow the right procedure. In addition to this, a feasibility study is also recommended by the National Treasury Manual before the formation of a partnership.

Forming PP*I*P requires a lot of governance mechanisms put in place to coordinate the different activities of different institutions. It further requires management functions as well as some of the public administration functions. It is therefore very important for the initiator to have good organising skills.

The below governance mechanisms are critical for the formation of partnerships.

4. 7 Relevant information from the three partners for the formation of partnerships

Table 4.2 Governance of PP/P

Community Participation.	Organisational Engagement.	Stakeholder Engagement.	Service Delivery/Social Capital.
1. Identification of their needs taking into account their history, culture and norms.	1. Clear understanding of the three organisations involved – public sector (municipality in this case), Institution of Higher Learning, and the Private Sector, in this case mining. Understand their constitutional make-up, culture and sector.	1. Key stakeholders engaged from the three sectors identified by themselves inclusive of the community regardless of the fact that government represents the public.	1. Responsive to the needs identified as informed by the community participation and agreed upon through consensus by the three sectors that it could be achieved with the availability of resources.
2. Agree on governance especially the representatives, decision -making processes, community governance institutions, leadership and the champion who will be facilitating the relationship of all stakeholders.	2. Agree on governance – identify representatives to be involved and be able to make informed decisions.	2. Agree on governance – identify representatives from the key stakeholders and form different forums based on their expertise towards identified needs.	2. Agree on governance and prioritise the needs and match with the resources and expertise from the partners taking into account time frames.
3. Have an understanding on what the government can offer or rather the role of government and how the community can assist to achieve that after identifying priorities.	3. Have a clear understanding of the different partner's role in terms of the identified needs, their expertise and how they will assist in the achievement of the goal set.	3. Have a clear understanding of the expectations of the different stakeholders and what they can bring to the table, such as their expertise.	3. Agree on tangible and intangible services to be delivered and match it with the expertise from the three sectors.
4. Develop the guidelines to be followed during community participation	4. Develop a guideline that will	4. Develop guidelines on how	4. Pioneering process,

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with more emphasis on communication channel.	facilitate the issues agreed upon by the community as well as the organisations involved.	to take the community needs and organisational needs together that are inter-organisational agreements.	procedures and standards to guide all stakeholders to achieve the desired services.
5. Community participation should have free prior informed consent by all participants and decide on their needs.	5. Decision making should be made through consensus by all organisations and spread the responsibility amongst all partners.	5. Synergistic and collaborative efforts and interaction by different stakeholders towards what ought to be done that is the object.	5. Legitimacy, Quality and quantity of services to be rendered.

Adapted from (Cavelty *etal.* 2009:901, Hamman 2003:14; *The White Paper on Municipal Service Partnerships 2000).*

Trust should be the most important characteristic guiding stakeholders to achieve the set goal. Stakeholders will be expected to be able to transcend and move away from their comfort zones to follow new guiding principles that will satisfy the community as a whole, inclusive of all three partners.

4.8 Public Private *Institutional* Partnership Framework/Model

The trends and issues towards alternative service delivery are not new. They came about due to globalization and worldwide influence that governments were unable to deliver efficient and effective services to society. This was a concern worldwide as early as the 1970s, perhaps even during the times of Woodrow Wilson in the 1800s. Actually, the 1970s seem to be the period of information explosion, new theoretical paradigms and transformation of different systems of government. The PP*I*P model seems to be the ideal framework based on inadequate services and citizen dissatisfaction for procurement of viable municipal governance and service delivery.

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Peters & Pierre (2007:79) are of the opinion that all institutions are organisations, but not all organisations are institutions. Therefore it is important not to take them at face value. The Sedibeng District Municipality is a well-established instition, particularly structurally. Essentially, organisations become real institutions once they are able to symbolize the aspirations of their communities, which mean that they are able to listen and see with the eyes of communities, its sense of identity and ability to embody societal values and desire to be responsive. There is a need to infuse with values beyond technical management in the municipal sphere, and becoming a legitimate institution to communities is imperative for acceptable service delivery.

Alternative service delivery is based on policy analysis and its impact to the beneficiaries. This is so because:

> '…policy analysis is an attempt to measure the costs and benefits of various policy alternatives or to evaluate the efficacy of existing policies. In other words, to produce and transform information relevant to particular policies into a form that could be used to resolve problems pertaining to those policies'
>
> (Hanekom 1987:1, as cited by Kuye *etal.* 2002:75).

The National Treasury's Manual on Public Private Partnership (PPP) (2001) is inadequate, particularly on community interest for two reasons; first accountability is a bottom-up process that engages and assembles inputs from all stakeholders including communities as beneficiaries. The challenge is community members should be empowered first to present their needs prior their engagement. Second, service level agreements unintentionally entrench existing power imbalances among participants. Ideally, partnerships should be

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governed by agreements that clearly outline the authority and niche of each stakeholder, partner's responsibilities, and practical objects/goals to be achieved.

Models, like theories, are not static as they are responsive to contemporary issues. They are however, expected to be sustainable over time. Figure 4.1 to be presented later, is based on the challenges of service delivery in a contemporary society. This is so because, society is characterized by a diversity of interests, values, needs, preferences and ideas that basically constitute resources or ways of using them (Leftwich 1994:365). Individuals or groups seek to promote or protect these resources, hence the challenges of accessing them at the same time satisfactory.

The researcher's suggested PP/P model/framework in figure 4.1 aims at creating synergy, building governance of different institutions, building social capital and coherence towards one common goal–service delivery (the object) through the utilization of resources of different partners and reducing tensions and territoriality. However, all these cannot be achieved if the vision, context, leadership, consensus, structural support, finance, value for money and purpose are succinctly outlined (Waghid 1999:114). Leftwich (1994:395) argues that 'human beings are the only species to have evolved a set of conscious processes to sort out or resolve the differences'. Different stakeholders are given equal opportunities towards the solution of the problem, which in this case, is service delivery to communities of health and

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social development. The challenge really is how resources are going to be used and distributed without any disputes in these diverse societies.

The issue of value for money is critical on partnerships because it is about overcoming a series of human, organisational and structural problems.

> 'Value for money is a threat woven into the whole fabric of management and processes, but it is useful to focus on that particular threat when dealing with resources in a partnership'
>
> (Holtman & Steward 1981:2).

It should, however, not be confused with effectiveness and efficiency but rather a search for an alternative through an overall scan of present functions and present methods and the follow-up of those alternatives through detailed analysis. Holtman *etal.* (1981:3) further argue that there are two questions which distinguish value for money, regardless of the fact that it has myriad meanings:

- Is the function performed worth the use of the council's resources?
- Are the particular methods the most economical way of achieving the function?

In answering both questions it is important to emphasise that with alternative use of money, effectiveness and efficiency are key to the particular project or programme being anticipated. Another characteristic is that the quality of the project must not be compromised. The assumption of using Activity Theory is premised on the fact that it will ensure success of the project due to the fact that division of labour is properly designed. All members involved in this model are actions and successful results oriented. Figure 4.1, therefore, should do the same and evaluate the results, if it is making any difference with the alternative service delivery or not. Essentially, the commitment and

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collective efforts of the three institutions towards service delivery as outlined on the model can produce all the necessary resources needed to deliver services.
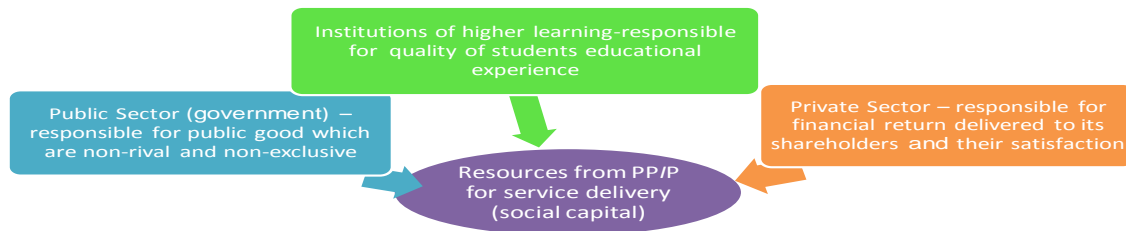
Figure 4.1 PP*I*P Model
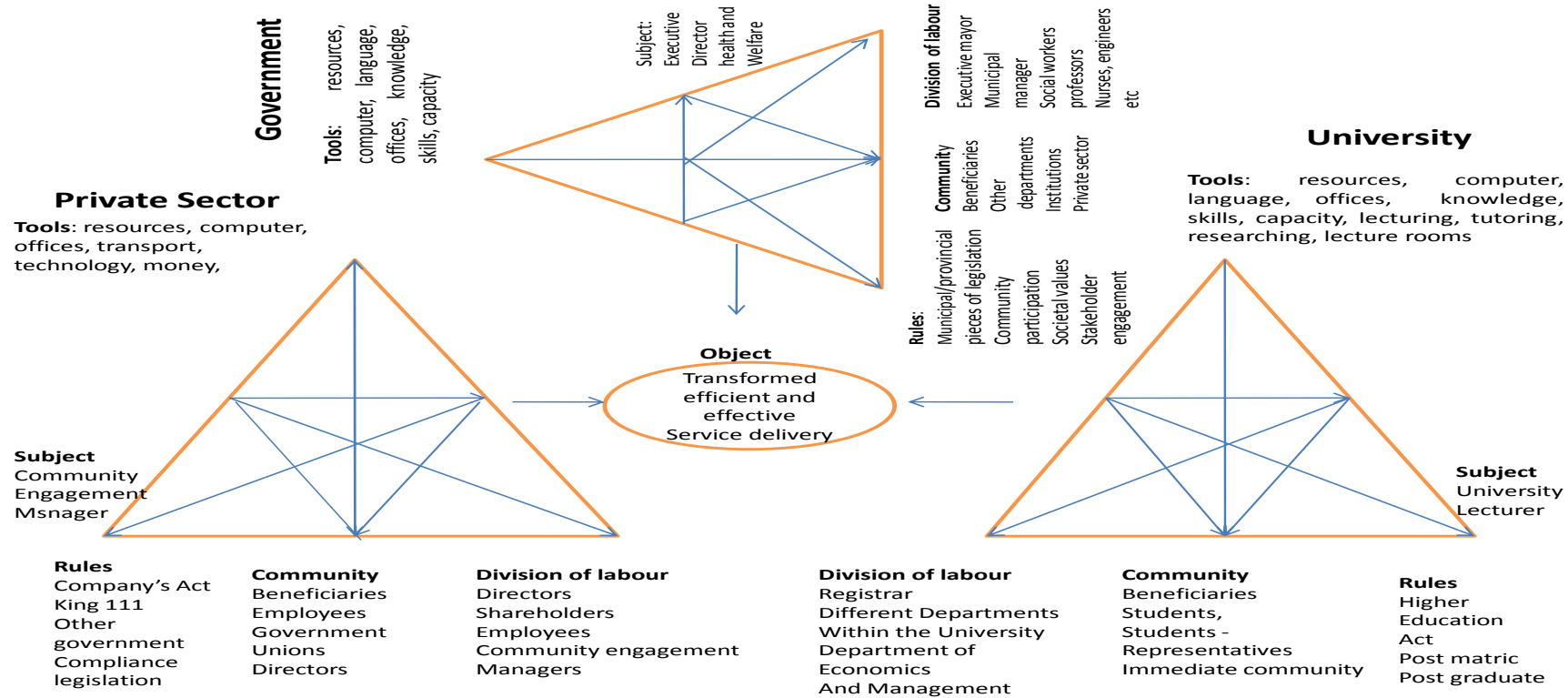
Source: Adapted from (Akinnuisi 2008:47; Bakhurst 2009:201; Warmington 2011:146; Engstrom & Kerosour 2007:337; Ospina 2004:2, Waghid 1999:114/5).

Figure 4.1 clearly outlines the three different organisations, namely: the institution of higher learning (university), private sector (mining), and the public sector (government) through the implementation of Activity Theory. Notwithstanding that the purpose of organizations are always different and they exist for different reasons. There is a lot happening within each and every organisation's sphere of influence which cannot be underestimated, especially when forming partnerships. But, if partnerships are formed by different organizations as in PP*I*P their interactions which happen at the same time reproduce sustained networks and stable relations (Kickert *etal.* 1997:104). Therefore, there is always an interdependence and interconnectedness of the different organizations because they all co-exist within the shared environment. Subsequent to their interrelationship the following resources could be coordinated**.**

The output of the model will result in the formation of figure 4.2. The relationship formed as well as the commitment to deliver health and social development services will assist the government in saving their money and initiating other projects elsewhere. A typical example was when BHP Billiton assisted in building a clinic and an Early Learning Centre within the Sedibeng District Municipality. The SDM was able to shift the resources to other activities whilst the community was benefitting and accessing services from the two donated centres. The exposure of government officials to work with institution of higher learning and private sector will equip them with more skills and variety of ideas.

Figure 4.2 PP*I*P contributions to improved service delivery.

Institutions of higher learning-responsible for quality of students educational experience

Public Sector (government) — responsible for public good which are non-rival and non-exclusive

Private Sector — responsible for financial return delivered to its shareholders and their satisfaction

Resources from PP*I*P for service delivery (social capital)

Skills: Policy influence and development, analysis and implementation, financial and human resource management, budgeting, Research and knowledge management, Programme design, Technological capabilities, Organisational management, Project management, Planning, Organising, Controlling, Better understanding of local government management, needs identification and responsiveness, stakeholder engagement and management capabilities, community issues management.
Resources: Consolidated funding, intellectual capital and knowledge, market creation, in-country networks, social capital, synergy, best practices, leadership, land, coordinated needs identification of local communities , informed community participation, inter-professional workmanship, cross border resource utilisation, free prior informed concernt, post graduate programmes funded by government and private sector.
Joint activities: Capacity building, , development expertise, collaborative planning, One vision of rendering transformed efficient and effective service delivery (object or purpose), trust building, Skills transfer, Training of municipal workers, access of cross border information, business opportunities, financial capital, equal power, emotional support, credible and practical data as a motivation for research, goodwill, cooperation, governance, setting up proper processes and

(Adapted from Hamann & Kapelus, Sonnenberg & Mackenzie & Hollesen (2005:5).

The social, economic, technological capital that will result from the partnership will contribute towards service delivery. The reciprocal relationship that will be formed through the interaction of the three partners will result in the formation of networks to enrich the resources needed for service delivery.

Besides figure 4.2, South Africa finds expression in a great variety of government document initiatives all advocating about partnerships: Reconstruction and Development Plan (RDP) 1994; *The White Paper on Municipal Service Partnership Policy* (2000); *Municipal Systems Act* as amended 2000 (Act 32 of 2000); *The White Paper on Local Governmen*t (1998); *Public Finance Management Act* 1999 (Act 1 of 1999), *The White Paper on Welfare Services* (1997)*. The White Paper on Transforming Public Service Delivery* (1997); Financing Policy (1999:8) *Municipal Finance Management* Act 2003, (Act 56 of 2003); *Broad Based Black Economic*

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Empowerment Act, 2003 (BBBEE) (Act 53 of 2003); *Intergovernmental Relations Framework* Act 2005 (Act 13 of 2005); *Higher Education Act*, 1997 (Act 101 of 1997) in response to those challenges of sourcing partnerships, to name a few. Miller & Lessard (2001) as cited by Grimsey *etal.* (2007:220) describe this *institutional* gap as 'institutional risks' whilst it is also seen as the 'institutional vacuum' by the South African National Treasury, PPP Manual (2001:9).

Clearly, partnerships are bedrocks of service delivery. The agreement reached through consensus by the three institutions demonstrates some elements of trust and willingness to deliver towards a common goal. The social, economic capital indicated in table 4.1 demonstrates what happens when partnerships are properly designed.

4.9   Citizen Participation for Partnerships

Indeed, prior to the network and social capital, there is a dire need for citizen participation and stakeholder engagement within the context of what needs to be done. Therefore, citizen participation is a cornerstone of good governance. Communities need to have independent or free prior informed consent (fpic) before the IDP consultations by municipalities as well as how to achieve their challenges. They should come up with mechanisms on how to achieve their goals. The ward councillors should be the ones initiating participation prior the development of IDPs. According to (Akinnuisi 2008:47; Thorhhill & Hanekom 1995:43), citizen participation requires joint action of various degrees as well as responsibilities, of both the managers and the citizens. It should not be a

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one-sided approach, where municipalities only tick off their processes that they involved the community. The same applies to the private sector, which should not just tick and conclude that they engaged stakeholders before implementing their programmes when in essence that engagement did not happen.

It should be noted that citizen participation brings the very symbols, values, norms, culture that would be infused within the programmes initiated to make them legitimate. It is, therefore, crucial that institutionalized community participation, engagement and negotiation are formed to the extent that it will be viewed, not as an *ad hoc* event, but rather an institutionalized and legitimate continuous process (Van Rooyen 2003:140). The civil society at the Sedibeng District Municipality raised a concern that community participation is done on an *ad hoc* basis and a better engagement mechanism needs to be put in place to coordinate services and thus mobilize the community for their betterment (Sedibeng IDP report 2006/7:21).

An argument might be made that community participation as a form of stakeholder engagement is clearly outlined in the *White Paper on Local Government* (1998) *section* 3.3 and *Municipal Systems Act*, 2000 (Act 32 of 2000) *section* 17 but does not give guidance on how to institutionalize the activity of community engagement. However, the Integrated Development Plan (IDP) is one pragmatic system in place giving guidance on how communities should be involved in planning and decision-making in the

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municipal sphere, but this also seems to be done on an *ad hoc* basis which makes the process illegitimate.

Community mobilization for participation in the IDP is not comprehensive and vigorous, hence the continuous complaints by citizens that they have not been consulted during the processes. The Sedibeng IDP Report (2006/7:18) attests to the fact that community participation should be improved because communities need to see that their issues are being considered seriously and want to see the necessary action being taken accordingly and yet this is not the case according to the empirical evidence cited in the report. However, the private sector has come to realize that community participation and consultation provides significant benefit like genuine relationship and legitimate partnerships when establishing projects, hence a unit specifically involved with community engagement.

Although municipal workers are not public servants, the *White Paper on Transforming Public Service Delivery (*1997) encapsulates eight (8) principles that apply to service delivery of which local government is part and parcel of, especially because they are the nerve centre of service delivery:

- Consultation;
- access;
- information;
- redress;
- service standards;
- courtesy openness;
- transparency; and
- value for money.

These principles are critical in designing programmes for service delivery because there must be continuous engagement and dialogue with society regardless of the sphere of government. Municipalities are in the fore; actually they are the nerve centre of government service delivery. Essentially, instruments used in this framework should focus on the actors in a network and the relations between them instead of on structures as is the case with the present South African government, hence the Activity Theory used to move away from a hierarchical mentality.

Such instruments will obviously enable network establishment and management to take place. This would further assist in developing an informed strategy through consensus of an established network of key internal and external stakeholders. In addition to that, an effective stakeholder relationship management programme could be established to cement the network. Consequently, in municipalities, that would increase effective and efficient service delivery and value for money as community needs will be properly responded to.

4.10   Stakeholder Engagement and Network Formation

Stakeholder engagement and community participation are imperatives and are drivers of PP/P. This type of engagement creates networks and opportunities.

> 'Stakeholder engagement is the process of involving individuals and groups that either affect or are affected by the activities of the company'.

> (Sloan 2009:26).

The term stakeholder refers to 'any group or individual who can affect or is affected by the achievement of the organisation's objectives' (Freeman 1984:46). Stakeholder engagement therefore, gives an opportunity to other groups such as the non-traditional decision makers to play a role in the decision-making processes for instance 'employees are entrusted to become whistle blowers through employee ethical hotlines, suppliers are increasingly asked to work hand-in-hand with institutions to achieve their social goals (issues related to procurement processes in South Africa), institutional investors have an increasingly active role in governance issues, Non-governmental organisations are invited by organisations to audit the social impact of their day to day operations (Min Foo 2007:381).

Min Foo (2007:379) argues that in the stakeholder literature, there are three types of stakeholder theory, namely: normative, descriptive/empirical, and instrumental. Min Foo (2007:379) asserts that among the three, 'instrumental theory has the highest potential to contribute to strategic management because it purports what will happen if managers or firms behave in certain ways and could potentially explain the research findings on how corporate social performance affects corporate financial performance'. This argument could be translated to the performance of all partners in the PP/P model that if they behave as anticipated in the model, service delivery will be achieved. This strategic intent is viable because there is commitment to the relationship, ethical solutions, and more efficient mechanisms designed to curb opportunism (Min Foo 2007:380).

The stakeholder interaction would result in interdependence, interconnectedness and yet distinct and independence of different partners and the community. This will therefore, enable proper needs identification and allocation of responsibilities by all partners both in the making and implementation of policies to accomplish fairness and equity for communities (Barczyk & Ochojski 2001:146). This could result in redesigning bureaucracy as a guiding principle of government as most borders would be broken down, especially for the three partners in the model. Sometimes stakeholder engagement cannot be a solution towards identification of needs because in certain instances the said stakeholders do not have the capacity to interrogate the issues at hand. They sometimes live from hand to mouth with serious economic constraints to enable them to think independently. Thus they will need to be empowered first, in order to be better able to participate.

This type of incapacity sometimes results in misunderstandings and unintended consequences. Because stakeholders are players in a social network around the project identified, their input and participation is vital. According to Conklin (2001:13):

> 'stakeholders often have power to stop, undermine or even sabotage a project if it threatens them or their designated organisational role'.

They do so because they do not have the resources and capabilities within their own organisation that are necessary to cost effectively deliver the services required, hence the protests experienced in different municipalities.

But, the most important thing to understand is that service delivery is an awful complex problem that cannot be solved within a short space of time by few stakeholders. Therefore, the social complexities contribute to a condition that has a profound impact on individuals and governments (Conklin 2001:21). The ability to comprehend service delivery is multifaceted. Network management therefore, is aimed at creating conditions under which goal-oriented process (governance) can take place to respond to the complex problem (Kickert *etal.*1997:120).

Talking about stakeholders without clearly identifying their role in a project is of no importance. As the project is anticipated or planned it is crucial to analyse all critical stakeholders including those who are actually dormant. The rational for doing that is to ensure proper engagement and analysis of their stake to the project, hence, the analysis matrix in the below figure.

Figure 4.3 Stakeholder Analysis Matrix

Stakeholder	Stakeholder Interest(s) in the Project	Assessment of Impact	Potential Strategies for Obtaining Support or Reducing Obstacles
Government	Provision of services and policy implementers	A	Policy developers and implementers
Institutions	Assist in service delivery and educate students, conduct research	B	Training and human resource
Communities	Beneficiaries and are supposed to state their needs	A	Engagement and consensus reaching
Private Sector	Assist in service delivery, and they are for profit	B	Resource and managerial expertise
NGOs	Activist and assist in service delivery	B	Bye-in and human resource
Politicians	Policy makers	A	Bye-in and commitment

Adapted from (Clarkson 1995:49, Hamman 2003:12)

- A – Highly important for the project (primary stakeholder)
- B – Important for the project (secondary stakeholder)

Stakeholder analysis is an organisational and resource technique that assists in identifying and assessing the importance of stakeholders that may significantly influence the success and failure of the project at hand. There are two types of stakeholders; primary and secondary stakeholders. Engaging them is a key factor for partnerships. Service delivery in health and social development to the Sedibeng District Municipality, or anywhere for that matter, is the issue at hand. Therefore, the schematic presentations of six stakeholders delineated in Figure 4.3 are highly critical in service delivery within a municipality.

The schematic presentation of stakeholders in Figure 4.3 demonstrates the different activities or roles of different stakeholders and their stake in service delivery. For instance, the government and politicians are responsible for developing and implementing policies on service delivery. The institution of higher learning is responsible for training the human resource which could be employed within the municipalities to deliver the very services. The private sector can assist in establishing some of the centres like clinics in the municipality. Non-governmental organisations are also responsible for delivering services to communities through the implementation of government policies and they also receive funding from both departments.

Notwithstanding the fact that there are other perceptions towards stakeholder engagement and the justification for the process which are also crucial for partnerships, namely: (Min Foo 2007:381; Sharma & Henriques 2004:161-2; Sloan 2009:33-34):

- Managing risks and avoiding harm,
- Seeking opportunities,
- Building relationships,
- Increasing and decreasing resources and networking, and
- Compliance with the law.

The perceptions towards these issues is based on the fact that there are those institutions that are inward looking and for them managing risk, doing no harm and compliance with the law are the only critical advantages of engaging with stakeholders. For the purpose of this study all the perceptions are critical for the establishment of legitimate partnerships because it is important for each organization to transcend its organizational boundaries to be comprehensive enough with all stakeholders.

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Garcia-Zamor (1985:18) postulates that:

> 'social development becomes the liberation of human beings and communities from passive recipients towards developed, active citizenry capable of participating in choices about community issues'.

The goal of social development is that of enhancing the capacity of people and communities to manage the environments in which they live regardless of which corner of the earth might be the domicile (Garcia-Zamor *etal.* 1985:18). It is not about what developed countries would like to impose on the poorest of the poor but what they have reached consensus on, what their development should encompass.

This is essentially about empowering people. Empowering people and communities in a self-sustaining activity is a process. Honadle (1981) as cited by Garcia-Zamor *etal.* (1995:19) encapsulates this particular Chinese proverb as follows:

> 'give a man a fish and you feed him for a day; teach a man to fish and you feed him for a lifetime.'

The argument is who really owns the fish. Once the community owns the fish, it will provide them with the opportunity to share the rewards of life among its members. However, 'equitable ownership and accessibility to physical and economic resources continue to be a major challenge for many of the world's people' Garcia-Zamor *etal.* (1995:19). The most important word in this proverb is 'to fish' which synonymous with the ability to act and fend for oneself.

Kickert *etal.* (1997:39), argue that network formation is not an easy approach or it does not necessarily translate into tangible results. In many instances, especially in government, bureaucracy is predominant and communication is often a top-down approach. In order to achieve a joint action through networks all barriers within the established PP/P needs to be removed. Kickert *etal.* (1997:43) further attest to the fact that:

> 'network management is a form of steering aimed at promoting joint problem solving or policy development'.

What is important, as Engstrom & Kerousuo (2007:337) argue, is a need for a clear purpose/object. Object is critical as it embodies the collaborative purpose, its meaning and motive and the social capital created by partners. The object, therefore, has to be durable, and is reproduced in each string of action vital to the activity (Engstrom & Kerousuo 2007:338). Networks, on the contrary, are hallmarks of inter-organisational learning and collaborative problem solving, sometimes without the durable objects. This is the reason why emphasis should shift from *ad hoc* partnerships to an organised one.

Notwithstanding, network management could create the establishment and the development of a synergistic and seamless interaction among all stakeholders, because it is done at meta-level. This kind of interaction will obviously bring about diverse resources (social capital) which will produce energy and a variety of results if the purpose of the interaction is clearly defined like the issue of service delivery in health and social development. It further transmits information, knowledge, ideas, research capabilities, information management, leads, business opportunities, financial capital,

equitable power, emotional support, goodwill, trust and cooperation. It will also bring about cooperative and innovative strategies instead of individual mentality because it has become essential to modern corporations as they co-invest effort and resources for common purposes (Duke 1999:23; Hamman 2003:14; Warrington 2011:143). The nature of social capital is derived from public goods *versus* private goods as well as collective goods *versus* individual goods. All of these are integrated for the benefit of the PP*I*P.

The private sector, in many instances, contributes towards service delivery through the social responsibility, which within the South African government should be complied with by means of legislation, as outlined Figure 4.3. However, it is well known that private sector aims for profit and to satisfy the shareholders, not the community because companies are not competent to deal with social problems.

In recent years companies have been challenged by Stakeholder Theory (Rojšek & Podobnik 2001:445). Stakeholder Theory suggests that institutions have a moral obligation towards its stakeholders hence the corporate social investment in communities. However, very few institutions are responsive to the suggested theory. Actually in many instances, companies run parallel to what the government is doing which creates fragmentation and result in a lack of impact.

Almost all the available information is positive and thus reinforces the suggested model, and yet there are numerous challenges that could be

encountered by different stakeholders in the process of implementing the PP*I*P model. It is not *a given,* that when these critical issues are addressed the suggested model will be easier said than done. Therefore, precautionary measures need to be taken to abate all the bottlenecks. It is a common fact that good programmes are designed but fail at execution, especially if leadership and responsibilities are not well defined or managers fail to do what they are expected to do. The appointment of a champion as a leader would be an imperative to assist in facilitating dialogue and building relationships with partners.

4.11 Appointment of a champion

Pursuant to the success of the PP*I*P is the appointment of a champion. Akinnusi (2008:50) and Geddes (2005:27) suggest that there is a need to appoint a champion, a project manager or a leader in the formulation of a PP*I*P. Kuye (discussion 2009) concurs with this attestation by suggesting that 'there is no partnership without a leader'. The champion's role is to turn the imperatives of the partnership into reality through the development of strategy, taking into account the initial drivers of the PP*I*P, different activities of all partners and their identity, the set goals and targets and the support of all partners. The champion, therefore, has to have a wide range of political, administrative, leadership and managerial skills in order to operate effectively at a number of different levels with the initial partners and the potential partners. The *White Paper on Municipal Service Partnership* (2000), emphasises that the project officer must have the task and people

management skills in order to be able to respond to the challenges of PPP management (www.nationaltreasury.gov.za).

The leader ought to have these qualities of leadership skills, 'local' knowledge, strategic vision skills, capacity for steering, networking, ability to encourage others, political skills, team building skills, cultural and management skills, Geddes (2005:29-30). Singaravelloo (2001:497) postulates that 'a great deal of the success story depends very much on the leadership of the top management and willingness of the support staff to translate the policies into action'.

Leonard (1987:899) argues that organisational leadership, which is needed in the PP*I*P model, 'entails goal setting and the mobilization and management of the human and internal resources that are necessary to achieve them'. This is as crucial within different municipalities as challenges within this sphere are huge and cannot be achieved by government alone. Other imperatives of a champion as a leader are better understanding of the purpose and objective of the project at hand (Leornard 1987:900). If the purpose of the project is not clearly articulated the anticipated goals will not be met (Ryan discussion 2010).

Another important aspect is to ensure that the champion is not necessarily the chair of the PP*I*P task team. A separate leader ought to be appointed for accountability and reporting purposes, hence, the *White Paper on Municipal Partnership* (2000). Leonard (1987:907) refers to this as bureaucratic hygiene

which refers to this as the accounting, auditing, procurement, contract compliance and personnel system management. This could further be interpreted as putting good governance in place. In appointing a chair, it is critical to encourage 'openness and inclusiveness in the process' so that it becomes legitimized (Geddes 2005:32).

At certain stages, partnerships are formed through tendering procedures as outlined in *section* 16.6 to 12 of the *Municipal Systems Act* 2003, (Act 44 of 2003). In this situation three important features are of importance:

- members need to be involved as well as officers.
- There ought to be coherent communication strategy and
- it is essential that there is a nominated officer/champion or a catalyst in charge of the process and project

(Geddes 2005:32).

4.12   Analysis of the Model

No matter how influential or resourceful an organisation is, it will have to rely on its sphere of influence within the environment to become legitimate and sustainable. If and only if an organisation would like to meet its mandates, it has to take cognisance of its environment, inclusive of what exists in that environment because organisations are interdependent of their environment. For instance, a university gets its students from all over the country and the municipality, whilst the municipality, and the private sector, gets its employees from the university. It should be noted that governments are finding it more difficult to fulfil their traditional roles and meet basic needs, and poor people have no choice but to rely on informal survival strategies.

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Figure 4.1 is designed as an alternative to respond to service delivery in health and social development. The suggested model is designed within Public Administration, as a discipline, through the use of public administration functions. Resources of institutions of higher learning, the private sector, and the public sector also contribute to the process through a collaborative effort. Figure 4.1 is encouraging the importance of different stakeholders, as well as their networks, as a fundamental to leverage resources through their interactions to create networks, synergy and thus result in social capital. Clearly Figure 4.1 is about putting systems in place and again using such systems to achieve the objectives, and in this case transformed service delivery in health and social development. It is also about good governance that ought to be reached through *consensus* regardless of organizational makeup.

PP*I*P is about governance, collaboration and facilitation of resources. It involves shifting away from structures to processes, systems, training methods, and mechanisms and to cope with the mix of such activities (Akinnusi 2008:47; Barczyk & Ochojski 2001:137). In contemporary society, relationships and joint effort by the public, institutions, civil society and private sector is of paramount importance. Academics need to understand the practical challenges of government and conceptualise their research topic responsive to such challenges. This could produce profound results to benefit both institutions because contemporary issues will be addressed and shared.

The most important component of Figure 4.1 is the object as per the Activity Theory or rather the purpose of the partnership which should be long term, durable, successful and tangible. The interactions and processes of partner to partner are also crucial as different departments within an institution, the government and the private sector ought to play a role. In addition, there is some tension shown towards this object as the methods of doing work are different from different partners.

PP*I*P projects are designed for a number of reasons, better known to stakeholders involved as well as the beneficiaries. Projects such as these have a multifunctional character; hence the issue of networks, inter-organisational cooperation, durability of the object, purposeful and collaborative relationship, required from the actors and finally transformed effective and efficient successful service delivery. The benefits such as relationships, long term collaboration, expertise, continued innovation and leveraging resources culminates in a profound mutually shared results.

Lastly, it should be noted that there are coherent institutional, cultural, governance and environmental differences of the partners, regardless of the fact that universities are funded by the government and the private sector. They are generally autonomous; irrespective of legislative compliance of both the private and the institutions of higher learning. Therefore, tension in their collaboration is inevitable. But as institutional organisations, managed by matured leaders, the synergistic and reciprocal relationship can be realized.

4.13 Conclusion

Opportunities are always present for the study of Public Administration because it stands at an intersection, allowing researchers to borrow from other disciplines. Institutions of higher learning have a role to play in terms of capacity building of human resource. As institutions within the municipalities, they should extend their wings and start forming partnerships as the municipalities are supplying them with students. Municipalities should engage all stakeholders and forget about the protection of their turf, for the benefit of the community.

Recommending different models of service delivery in the Republic of South Africa has come at a time when government has been unable to deliver on its mandates because of the backlogs, in part created by the apartheid. There is a high expectation by society for the government to deliver regardless of the challenges. Therefore, the government's motivation for partnerships with civil society stems from the recognition of its own human, financial and technical constraints in delivering developmental services.

Chapter Five focuses on the results of the study. The results are presented using the Qualitative Method, as proposed in Chapter Two.

CHAPTER FIVE: RESULTS

'No person, nor organ of state, as well as no institution, most importantly public service, or municipalities, will be in a position to achieve its mandate or goals without partnerships, because community needs are never ending'.

(Magagula, interview 2008).

5   INTRODUCTION

The disadvantage of Qualitative Research is its subjectivity in identifying samples and presenting of the results. Different Executive Managers dealing with health and social development were interviewed from the Sedibeng District Municipality as well as the three other local municipalities. Aside from the interviews, data were also collected from documents, archives, annual reports and IDP's from the Sedibeng District Municipality.

The Member of Executive Council (MEC) for Finance, Mpumalanga Province, Mrs Pinky Phosa, when addressing a seminar in March 26, 2011, stated that:

> 'Public Private Partnerships creates a dynamic catalyst for funding, skills development, transfer and promotion of strategic investment into the economy'.

This issue of PPP has been acknowledged by all South Africa's presidents since 1994, this is because the challenges facing the country are great. Even before 1994 the then President of apartheid South Africa Mr F.W. De Klerk said:

> 'the state cannot possibly deal alone with all of the social advancement our circumstances demand. The community at large and especially the

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private sector, also have a major responsibility towards the welfare of our country and its people'

(the then President of apartheid South Africa Mr De Klerk state of the nation address 2nd February 1990, www.nelsonmandela.org retrieved 2014/01/09).

Therefore, for institutions, organisations and the public sector to survive, be legitimate and sustainable, they need to ensure that they work together to achieve the much needed economic development.

The fact that partnerships are pragmatic bedrocks of resources, aids the facilitation of social capital which enhances efficient and effective service delivery. Acknowledgements such as one cited by the MEC above are of importance to demonstrate the reaching out by government to other stakeholders. The question is: are other sectors ready to attest to the contemporary issues or trends? Establishing and sustaining partnerships is a serious concern, regardless of the legislative conditions created by government. Perhaps this is because policy implementation is a complex mechanism as most of the time provinces and municipalities are participants in the development thereof.

Conducting research on policy issues is a complex and demanding exercise. The complexity is premised by the fact that community needs are always in a state of flux. The trend within government is to try and decentralize services and work collaboratively. Stakeholders in the environment as well as environmental demands are also critical when addressing societal needs. Though, there are different perspectives in relation to service delivery, the difficulty in meeting the needs of different people at the same time regardless of the communal nature of their habitat is difficult. These challenges resonates

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from the alleged political interferences, especially at municipal sphere, which sometimes does not tally with the administrative plans discussed in Chapter Four where the pronouncement of other services was made without following what the IDP mandates to deliver.

This is a reason why this research has attempted to design a framework that will facilitate the implementation of policies for the purpose of service delivery by the different stakeholders. Just like responding to community needs, designing a framework to respond to policy issues as well as public needs and choices is a complex exercise that would need more rigorous research and analyses of policies by all stakeholders involved so as to proove its authenticity and reliability. This research is attempting to authenticate collaborative effort of policy implementation. PPPs policies need to be thoroughly understood by all stakeholders to make way for service delivery. This will lead to policy analyses to verify and evaluate that the policy content is properly implemented and is achieving its objectives.

Alternative service delivery needs to be compared with what has been happening as against what is being introduced. The suggestion here is that another research be conducted in order to address policy analysis of PPPs in addition to these results. Policy analysis requires evaluation from what the government has planned to do or not to do, before bringing any alternatives into play. It requires probable solutions or recommendations, not just piecemeal and reactive approaches.

The preceding chapters have focused on the government of South Africa's pragmatic decision to work in partnerships with other stakeholders due to the backlog of services and the lack of funds, particularly in the municipal sphere. Be that as it may, government has the responsibility to enforce such policies or legislation to ensure an enabling environment that will provide sustainable economic growth and development. However, even when the government could create an enabling environment, where private sector and the institution of higher learning are involved the government still has the responsibility of providing services to its citizenry.

This chapter focuses on the results of the study. The results are presented in a qualitative method as discussed in Chapter Two. Data was collected from different sources such as the Executive Directors face–to–face interview, the HIV/AIDS coordinator from the Sedibeng District Municipality's interview, SDM Annual Reports, and IDP Reports. Other departments with public private partnerships directorates dealing with health or social development were also interviewed, that is, National Treasury and Provincial Department of Social Development of Gauteng. The results as presented in this chapter are representative of the sample and the other sources.

5.1   Data Collection

As outlined in Chapter two under data collection, the presented data was collected from the four Executive Directors from the Sedibeng District Municipality and the three local municipalities falling under SDM.

Table 5.1 Collected Data from the Interviewees

Questions	Answers
1 What is the role of Executive Directors: Health and Welfare	**SDM**, to coordinate and seek to achieve the integrated and sustainable health and social development services in the whole district. It is very difficult to manage because each and every local municipality is making its own decisions. The municipality is difficult to manage due to proliferation of leaders including the four district municipalities. It would be appreciated if the district municipality could be changed into a metro so that we can have one manager in all the four managers of different areas such as municipal managers, mayors to name a few. **All three local municipalities indicated that:** they provide integrated health and social development services including primary health care but since 2007 it was indicated that the province is going to take over primary health care.
2 Is there a Policy or framework that Sedibeng District Municipality follows to establish partnerships?	All four executive directors indicated that there are neither policies nor frameworks to establish partnerships.
3 Partnerships at SDM?	**SDM,** there are HIV and AIDS interdepartmental meetings held within the district where all different organisations are involved. Other sectors are informed about policies and programmes but they are not forced to implement them. There are also partnerships with NGOs dealing with HIV and AIDS but funding comes from the province. **Emfuleni,** there is a twinning programme which was established between Emfuleni and the Netherlands. The programme focused on the three areas: Health, Local Economic Development and Waste Management. The programme did not reach fruition because SDM do not have guidelines to manage such programmes. BHP Billiton assisted in building a library. BHP Billiton further made the Sebokeng court 'child and women friendly' to prevent children and women from meeting their alleged perpetrators. **Lesedi,** there are only two private sectors in this local municipality and they have not done anything to assist in service delivery. **Midvaal**, Hollard Insurance assisted in making the municipality 'child friendly'. They are training Early Childhood Development teachers in partnership with the University of North West. BHP Billition assisted in renovating a Midvaal clinic to accommodate pregnant

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	women as well as the Early Childhood centre at Sicelo informal settlement. BHP Billiton further assisted in converting one of their redundant hostels into a vibrant community centre catering for orphans and vulnerable children, hospice, library and indoor sport for children. The multipurpose centre is a partnership between Department of Social Development (provincial) and BHP Billiton. BHP Billiton is also employing a number of people in its plant at Meyerton.
4 To what extent do you think Public Private Partnership will enhance health and social development service delivery?	**SDM,** Magagula assets that: '*no person, nor organ of state, as well as no institution, most importantly public service, or municipalities, will be in a position to achieve its mandate or goals without partnerships, because community needs are never ending'.* In short the government will not be able to deliver services on its own. **All three local municipalities indicated that:** Partnership will help us a lot as private sector has experience in service delivery. They are able to cost each and every activity whilst in government there is a lot of wastage and unaccountability. Private sector is also good in monitoring and evaluating of programmes. The Private sector is able to measure their impact in different programmes. Systems in the private sector are well consolidated. In other words the government will learn a lot when partnering with the private sector and that will promote and access service delivery. Lesedi indicated that there are only two private sectors namely the British Tobacco company and Escourt.
5. Coordination of the political and administrative structures.	The district municipality has four executive mayors and a mayoral committee which is a political structure. The executive mayor of each and every municipality has the rights and powers to make decisions independently. There is a Council which comprises of different Members of Mayoral Committees for different services rendered by the district municipality. The Administrative structure also comprises of four municipal managers, four executive directors for health and social development to name a few.
6 Intergovernmental relations in relations to Health and Social Development.	There is no proper intergovernmental relation within the SDM. A MoU is being signed for that purpose.
7 Provincial and SDM planning in Health and Social Development.	The Province is too secretive and thus we do not have any inter planning meetings.
8 End of financial	The province's end of financial year is 31st March whilst that of the municipality is 30th June. This could have been an opportunity for the municipality as it

year.	would know what is already planned by the province but because there are no good intergovernmental relations, nothing is being done jointly.
9 Who is responsible for rendering Primary Health Care?	The district municipality used to provide the services. Since 2007 especially after Polokwane conference of the African National Congress, there was a political meeting held between the province and the municipality that the province should take over the Primary Health Care. In the past this was done by both through what is called agency services.
10 What are other Municipal Health Services?	The other services are rendered by other sections.
11 The incidence of HIV and AIDS in relation to Gauteng Province.	All executive directors acknowledged the fact that infection rate has decreased due to different programmes they were implementing. The new HIV infections have decreased drastically from just 100,000 mark to just above 80 000 in 2009 (SDM Annual Report 2010/11:
12 The Consequences of HIV and AIDS in relation to resources allocations	There have been a number of deaths due to this pandemic. This resulted in the establishment of two hospices at SDM and it is so difficult to fund them both. The fact that ARVs are so expensive and are not easily accessible due to infrastructure is also a problem.
13 National Department of Health standards in accessing health services.	In general all municipalities are not meeting the 5 kilometre radius standard because some of the clinics are dilapidated in Emfuleni whilst in the other two there is shortage.
14 Number of Hospitals in the SDM	Two public hospitals at Emfuleni and four private ones. One public hospital at Lesedi and there is no public hospital at Midvaal.
15 Social Development Services to community	There are no social workers employed within the entire SDM. There are plans however to employ them in the near future. They will be expected to do community development as they are not supposed to do statutory work. There is a gap in terms of social development services coordination at SDM because there is no proper structure for such activities.
16 National Department of Social Development Standards	The standards are not met due to the fact that there are no social workers to render social development services. All executive directors acknowledged the fact that there will be no time that they will say they are meeting the standards because community needs change.
17 Service points for accessing social security to vulnerable groups.	Mostly the elderly use municipal offices for accessing social security.
18 Programmes for	There are special programmes at mayor's office for

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vulnerable groups.	vulnerable group's e.g. youth, gender, disabled, the elderly and women.
19 How many multipurpose centres do you have for vulnerable groups in your district/local municipality?	There are five multipurpose centres in SDM and four youth centres.
20 Are young people and women well catered for with health and social development services	Most of such services are fragmented. For instance, immunization of 0-5 year old is provided for by the three spheres of government at local sphere. The National and provincial are doing campaigns on these issues as policy makers whilst municipalities are the nerve centre of delivery. Access to prenatal care is provided for free by local municipalities. Some of the clinics are youth friendly. Provision of Early Childhood Development centres is at individual private level and yet this is a public good.
Provincial Department of Social Development.	Services will be taken at ward level. The plan is in place where we will have social workers at each and every ward to take care of vulnerable groups.
National Treasury	PPP's are done at National and Provincial levels. Some of the projects are related to refurbishment of provincial hospitals. There are no partnerships with municipalities.

The above table presented the information gathered from different interviewees including the Provincial Department of Social Development as well as National Treasury.

5.2   Data Analysis and Interpretation of Results

It is important to identify themes through data analysis to present the results (Flick *etal.* 2004:1; Ospina 2004:1 & Welman *etal.* 2005:193). The said themes identified will be analysed and verified from all sources to authenticate the reliability and validity of the method applied. Other issues pertaining to social development such as the number of service points, multipurpose centres for community activities and social workers working at local

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municipalities were also entertained and will be presented in this chapter. Existing health and social development PPPs will also be discussed, because they form core component of this research. Further information will be based on the contributions made by the mining sector within the SDM.

The Constitution defines the Municipal Health Services (non-personnel health) as a function of local municipality, in terms of Schedule 4 B. *Section* 84 of the *Municipal Structures Act* 1998, (Act 117 of 1998) further determines that districts must render Municipal Services and Municipal Health Services (MHS). The said services as defined in the *National Health Act* 2003, (Act 61 of 2003) are as follows:

- Water quality monitoring;
- Food control;
- Waste management;
- Control of premises;
- Communicable diseases control;
- Vector control;
- Environmental pollution control;
- Disposal of the dead;
- Chemical safety; and
- Noise control.

The above mentioned services are dealt within the municipal sphere. The focus of this study however, is more on the Primary Health Care (PHC) issues and access as per the subjects interviewed and their responsibilities as well as that of the researcher when working in the (mining) private sector, (BHP Billiton). These areas of MHS are handled by other units within the municipality not really the Executive Directors for Health and Social Development and they were not included in the data gathering process. However, there will be some information pertaining to MHS provided on some

of the issues as they form part and parcel of service delivery in health and social development. For instance, the Sedibeng District Municipality has the second highest number of flush toilets connected to the sewage system compared to other municipalities (Sedibeng annual report 2007/8:20). The supply of toilets contributes towards good hygiene which is an antecedent towards prevention of unnecessary illnesses. The rationale to focus on Primary Health Care resonates from the fact that before promulgation of the *National Health Act 2003*, (Act 61 of 2003), municipalities provided comprehensive primary health care together with provincial Departments of Health and Social Development. Joint funding for such services was in place. The researcher also, through funding from BHP Billiton facilitated towards the renovation of the clinic at the Midvaal local municipality to access obstetrics services which was not available at the time.

Since the promulgation of *National Health Act* 2003, (Act 61 of 2003) there has been ambiguity and confusion between the provinces and local municipalities on who does what, despite the clear responsibilities presented in the *National Health Act* 2003, (Act 61 of 2003). The Sedibeng District Municipality, with its three local municipalities is still delivering Primary Health Care under the theme called 'provincialisation of health services' (Sedibeng IDP report 2006/7:65). Currently Primary Health Care is provided jointly by the province and local municipalities within the region on an agency bases, until the finalization of the provincialisation process (SDM 2013:52). Gauteng provincial managers are gradually taking over responsibility and it is not a pleasing exercise on the part of the Sedibeng District Municipality to let go, as

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was confirmed by executive directors of the Sedibeng District Municipality during the interview.

There are four (4) Martenity Obstretics Units (MOU's) and all these are located at Emfuleni Sub District, and therefore there is a backlog of MOU's in Lesedi and Midvaal (SDM 2013:52). Both local municipalities therefore, lack fully fledged Community Health Centres (SDM 2013:52). Even though there was one MOU renovated by BHP Billiton at Midvaal this was just a drop in an ocean as the backlog is still great.

Social Development, Schedule 4, Part B of the *Constitution* articulates, clearly the responsibilities of the municipalities. Early childhood development is one of the important services for the local municipality and the services thereof, are supposed to be provided by social workers reporting to the executive directors for health and social development. However, the provincial department is responsible for the registration of early childhood development centres. The setting of norms and standards is the responsibility of the National Department of Social Development, whilst the National Department of Health is responsible for the children's immunization programme. Their infrastructure norms and standards are handled by the health inspectors which fall under MHS. Issues pertaining to child abuse, neglect, social grants and adoption are the competency of the provincial social workers because of their statutory nature. The municipal social workers are expected to do community development including issues related to poverty alleviation for indigent families.

Social development is supporting fourteen (14) NGO's to provide child care and protection services. There are five (5) children's homes and three (3) shelters for children across the district (SDM 2013:53). BHP Billiton also contributed towards early childhood development by building an early childhood centre at Sicelo, one of the informal settlements at Midvaal local municipality. BHP Billiton further donated a multipurpose centre worth R7million to cater for the following:

- Palliative care;
- Children's home;
- Sport facility;
- Catering facility;
- Library; and
- Garden project.

The centre was initially a single sex hostel catering for the miners. The hostel had to be renovated to make way for the vibrant multipurpose centre which contributed a lot to service delivery. The Provincial Department of Social Development is responsible for the management, monitoring and funding of its operation.

5.3 The Sedibeng District Municipality: A Brief Situation

The Sedibeng District Municipality (SDM) is the only category C municipality out of four metro municipalities namely, (Tshwane, Johannesburg, Ekurhuleni and Mogale City) within Gauteng Province. Concerns, as highlighted by the community are equitable service delivery which encourages SDM towards establishment of the PPPs and the PP/P model/framework. This is so because there is overall low satisfaction among citizens of the Sedibeng District Municipality which includes issues related to service delivery and

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councillor interaction with communities (Sedibeng IDP report 2006/7:33). There is a serious concern that councillors are not accessible to ordinary people and thus are not in a position to represent their needs. These types of concerns led to 'six and four petitions during 2008/09 and 2009/10 financial year respectively for service delivery contests' (IDP Report 2011/12:37). The IDP Report (2011/12:37) indicates that 'some of the petitions were originating from individuals, other groups and even political parties'. Hard evidence exists to show that in some instances, these protest have not been motivated by issues other than service delivery (IDP Report 2011/12:37).

On a scale of 1-10, the mean score of the Sedibeng is 4.3 and that of Gauteng is 5.1 which means the district municipality is pulling down the province when it comes to satisfaction of citizens (IDP Report 2006/7:33). However, there is a contradiction in terms of local government sphere in general where it is perceived that there is an improvement and yet citizens at the SDM attest to the fact that things have actually gotten worse (IDP Report 2006/7:34). This could be attested to the assumption that South Africans tend to have an entitlement mentality which encourages them to not try things for themselves and wait until their patience has collapsed, hence the protests about service delivery. It seems as if there is a disjuncture amongst politics, civil society and administration.

Unemployment within the Sedibeng District Municipality is a serious issue. This impacted negatively on the population because due to unemployment they could not afford medical aid. This is the reason why those who are

unemployed burden the health and social security systems, especially if they are disabled or have children that should receive the social grants. The unemployment rate in the SDM stood at 37.3% in 1996, 48% in 2001 and 61% in 2004, and might now be higher than this as trends really indicate that the figures are increasing, considering the economic decline and job losses in the country as a whole (Sedibeng IDP report 2006/7:36).

Public health care facilities in the Sedibeng District Municipality consist of one regional hospital namely; Kopanong, two district hospitals namely; Sebokeng and Heidelburg. In addition to the three public hospitals there are seven private hospitals four of which are at Emfuleni Local Municipality (SDM Annual Report 2007/8:19; IDP Report 2011/12:48). The two public hospitals are also at Emfuleni Local Municipality.   There are thirty one clinics and four Community Health Centres and four mobile units at the Emfuleni Local Municipality (SDM Annual Report 2007/8:19). In Midvaal Local Municipality there are four clinics and three mobile units whilst Lesedi Local Municipality has seven clinics and three mobile units as cited on Table 5.1. Expansion of services are taking place in all facilities since the promulgation of *National Health Act* 2003, (Act 61 of 2003) but they are still rendered by both the SDM and the Gauteng province, Department of Health (IDP Report 2011/12:49). Access to medical aid is very low within the SDM as a large number of people are unemployed. For instance the unemployment rate in SDM by race is as follows:

- Black population accounts for 95.43%;
- White population accounts for 3.9;
- Coloured population accounts for 0.48; and
- Asians population accounts for 0.19 respectively.

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The impact of HIV/AIDS is also ravaging the Sedibeng District Municipality and further impacts on the occupancy of hospital facilities. However, there is evidence that HIV-prevalence rate has decreased from 31.8% in 2008 to 28.9% in 2009 compared to Ekhurileni at the same time which recorded 34.0% (IDP Report 2011/12:30). These challenges of HIV/AIDS impact negatively on both the health and social development services, resulting in complaints by communities of non-delivery. Having said that, it is not all doom and gloom, as there is an improvement on Tuberculosis, (TB) cure rate from 57% in 2004/5 to 77% in 2009/10 (SDM Annual Report 2007/8:19 and IDP Report 2011/12:49; www.sedibeng.gov.za).

Primary Health Care is rendered through clinics located mostly in urban areas as well as mobile facilities. Some clinics and satellites are found in rural areas but the five kilometres radius standard as suggested by the National Department of Health has not been met due, in part, to apartheid laws. As a consequence certain rural areas are serviced by mobile clinics. Table 5.1 indicates the number of public clinics in the entire Sedibeng District Municipality, (Sedibeng IDP Report 2011/12:48; www.sedibeng.gov.za).

Table 5.2 Number of Clinics at the Sedibeng District Municipality

Sub District	Health Post	Mobile	Satellites	Clinic	Community Day Centres	Cmmunity Health Centres	District Hospitals
Emfuleni	0	4	0	21	0	4	2
Lesedi	0	3	1	7	0	0	1
Midvaal	0	3	0	4	0	0	0

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SDM	0	10	1	32	0	4	3

(Adapted Sedibeng IDP Report 2011/12:48 www.sedibeng.gov.za).

Table 5.2 depicts the analysis of the existing health facilities and services within the SDM, excluding private hospitals and private clinics. It is quite evident, that services are not equitably shared amongst the population which is 942 470 and covers the second smallest population density per km squire (SDM 2030 Vision 2011:3; Annual Report 2013/14:26). The Lesedi Local Municipality and Midvaal Local Municipality does not have Maternity Obstetrics Units and yet there are four at Emfuleni Local Municipality (IDP Report 2011/12:49). Emfuleni however, has the largest population in the District, as it represents 81.2% of the entire population (SDM Annual Report 2011/12:13). Midvaal and Lesedi local municipalities share almost the same features. The Midvaal Local Municipality does not have a public hospital; patients are referred to Emfuleni Local Municipality's Kopanong hospital (IDP report 2006/7:66; & SDM Annual Report 2011/12:48).

There is a concern that partnerships are needed to build clinics and accessible pay point's service centres which are disabled–friendly in rural settlements of the SDM (SDM IDP Report 2011/12:49). For instance Table 5.3 indicates the number of service centres and lunch-on clubs for the elderly at SDM. The elderly population of SDM is equal to 5.10% of 942 470 which is the total population thereof. The following table gives a clear picture of the elderly population per municipality.

Table 5.3 Elderly Population at SDM (60 + years)

Municipalities	Population size (60 + years)
Sedibeng	74826
Emfuleni	57090
Midvaal	9399
Lesedi	8334

Adapted Census 2011, Statistics South Africa

Clearly the services presented on table 5.3 are not enough to satisfy all the elderly people at the SDM.

Table 5.4 Service Centres/Lunch on Clubs for the Elderly.

Service Centre/Lunch on Club	Emfuleni	Midvaal	Lesedi	Sedibeng
Service Centre	6	3	1	10
Lunch on Club	9	0	3	12

Adapted SDM IDP Report (2011/12:49).

Youth development is another critical service for social development. The SDM IDP (2011/12:50) suggest that there are advanced programmes for young people, for instance, there are centres such as Devon, Vischkuil, Waterdal and Maalbank, which include people with disability. A total of 267 young people from rural areas have been recruited into two year learnership programme but this is not enough (SDM IDP 2011/12:50). This is a drop in an ocean. According to Magagula (2008 interview) there is one multipurpose centre in the following townships: Sharpville, Sebokeng, and Evaton. The below table 5.5 represent the total number of youth population at the SDM.

Table 5.5 Youth Population at SDM

Municipalities	Youth(15-34 years)
Sedibeng	345678
Emfuleni	274512
Midvaal	34047
Lesedi	37122

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Census 2011, Statistics South Africa

Even though primary health care services are jointly rendered by both provincial and district municipalities, there is an unhealthy relationship of intergovernmental relations within the SDM (IDP report 2006/7:46). The seamless intergovernmental relation is critical to ensure coordination, interconnectedness and interrelated service delivery. This mechanism will assist in managing the resources as there will be no double budgeting for the same activity. There are discussions in place, as well as a discussion policy document for the intergovernmental relations to try and resolve this issue. The issue of intergovernmental relations was evident during the interview where all the executive directors on health and social development argued that if this area was properly coordinated they will be able to achieve a number of goals as planning was going to be done together with the province. For instance, planning for supply of medication in clinics, campaigns for prevention of HIV and AIDS, funding of some of the NGOs to name but a few.

The Sedibeng District Municipality has engaged institutions of higher learning to provide specialized strategic research in the district. There is a Memorandum of understanding (MoU) that has been signed with the University of North West, Vandabylpark campus for research, learnership and exchange programmes as well as capacity building of counsellors (IDP report 2006/7:24). This relationship needs to be natured in order to strengthen the intention of service delivery.

The SDM has high sanitation service levels, with 98.4% of households having access to sanitation (IDP report 2011/2:56). As a result of that the SDM have sanitation backlog of 1.5%. Lesedi local municipality is the one with the largest backlog in the district and amounts to 8.2% which contribute to 44.8% to the entire SDM backlog and 1.7% to the provincial backlog (IDP report 2011/2:56). This is the reason why the Member of Mayoral Committee committed to access the sanitation programme after her inauguration even though this project was not budgeted for during the IDP consultation as cited earlier.

In addition to that some mining sector like BHP Billiton made the following contributions towards the Sedibeng District Municipality. BHP Billiton completed the construction of an R1 billion project at the Metalloys alloy plant in Meyerton, Midvaal Local Municipality within the SDM (SDM 2013:30). The expansion programme will allow BHP Billiton to beneficiate more than 25% of their ore production to people around the operation. This demonstrates BHP Billiton's commitment to support the government initiatives to increase beneficiation and downstream jobs in the country (SDM 2013:31). This construction ensured that jobs are preserved and can contribute positively towards reduction of high unemployment rate at SDM. This will further reduce the burden placed on Eskom to supply energy to the energy intensive industry and it will contribute towards service delivery and benefit for government (SDM 2013:31).

5.4   Existing Health and Social Development Partnerships at the Sedibeng District Municipality

The National Treasury attests to the fact that most of their projects are done by the National and the Provincial Departments. They therefore, enter into a MoU with those two spheres of government. There have been big projects particularly related to refurbishment of hospitals which were partnership between those two spheres not with the municipality. The National Treasury attests to the fact that Public Private Partnerships assist in cost containment of government (Pilay, interview 2008).

Even though, Public Private Partnerships are pragmatic policies the implementation thereof remains a challenge. Different policies and sections of legislation were addressed in Chapter Four which endorses partnerships and yet the rolling out of services to municipalities and other entities seems to be very difficult to strengthen. A considerable number of different partnerships such as:

- the twinning programme with the Nertherland Municipality which collapsed after two years;
- the Islamic NGO providing private mobile clinic which was not sustainable as the organisation depended on government to fund part of its services;
- NGO's which were also funded by provincial government with no proper monitoring and evaluation of progarammes in place;
- The Provincial Department of Social Development's ward level programme on the care of children; and
- The Hollard Foundation's 'child friendly in Midvaal Local Municipality through the provision of early childhood centres and the training of the centres managers.

It has been difficult as all the Executive Directors of Health and Social Development within the Sedibeng District Municipality acknowledged the following issues:

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Table 5.6: Issues of Concern

Issue	Acknowledgement by Executive Directors
Policies and sections of legislation on Partnerships.	There are no guidelines for PPPs within the SDM. Partnerships are still done on *ad hoc* basis, regardless of all the policies such as the Municipal Service Partnerships 2000 and sections of legislation such as *Municipal Systems Act 2000*, (Act 32 of 2000).
Funding.	The provincial government is responsible for funding of Non-profit Organisations (NPOs)/Non-governmental organisations (NGOs). There is a serious lack of monitoring and evaluation because of lack of resources in provincial departments both health and social development. A suggestion was, made that perhaps it would work better if the service level agreement with clear reporting items could be entered into with the municipalities because they are closer to the beneficiaries. There was a concern that financial and organisational management is lacking to a number of funded NPOs. **Suggested interventions** Intervention could come from the private sector (for profit), and institutions of higher learning by assisting the NPOs with skills on public administration functions such as financial management and control of their funds.
Intergovernmental relations.	Meetings are held with the provincial government over the funding of NPOs but control still remains with the province. In addition there is no intergovernmental policy in place within the Sedibeng District Municipality (IDP report 2006/7:46). There is a MoU in place which is not yet signed (at the time of writing the research) this makes the local government's work difficult as it affects a number of activities from both local and provincial spheres.
Monitoring and evaluation.	There are no monitoring and evaluation systems in place, as a result it is alleged that funding to NPOs is being mismanaged. Even when maladministration is identified by local government it becomes difficult to intervene because it has to be done by the provincial government, hence the challenge of intergovernmental relations. It is alleged that the provincial government does monitoring at arm's length; sometimes it does not even happen at all. This concern was raised by all the executive directors.

	Suggested intervention Proper planning and systems needs to be put in place to monitor and evaluate the impact of services rendered by NPOs, as should intergovernmental relations.
Primary Health Care (PHC).	*The Health Care Act*, 2003 (Act No 61 of 2003) stipulates that PHC is a provincial competence and yet both the province and the municipality are rendering it at the Sedibeng District Municipality under provincialisation concept (Sedibeng IDP report 2006/7:65-70 and 2011/12:46). All the Executive Directors acknowledged the challenges in rendering PHC. Access, a main concern, is not based on the standard of the five kilometre radius in some municipalities. In some areas clinics are over concentrated, especially in Emfuleni Local Municipality, whilst in some local municipality Primary Health Care is provided by mobile and satellite clinics. (Sedibeng IDP report 2006/7:66 and IDP Report 2011/12:48). Access to Primary Health Care is still a challenge within the Sedibeng District Municipality. **Suggested interventions** The district municipality should try to meet the standard as set by the National Department of Health and provide equitable access of services to all citizens. Partnerships with stakeholders could be entered into for assistance.
Budgeting of Provincial Department and Municipalities.	The end of the financial year for the two spheres of government is different. Provincial department's financial year end is the end of March, whilst that of municipalities is the end of June. This has been used as a yardstick by the Executive Directors, that if communication was clear or intergovernmental relations were good, there would be seamless planning and synergy in rendering their services. The district municipality would know the plan of the provincial department thus budget accordingly for what was not included on the plan, especially in terms of where there is a need for collaborative effort. There is a concern about fragmentation of services which hampers service delivery. **Suggested intervention** Strengthening intergovernmental relations between Gauteng Province and the Sedibeng District Municipality is needed. Open communication is also important and planning together, for the two

	spheres is critical to maximize the resources both human and monetary.
Partnerships with other sectors within SDM and the three local municipalities.	**The Sedibeng District Municipality**: There is an HIV/AIDS forum which meets on monthly basis. All stakeholders within the municipality are members of the forum. This inter-sectoral collaboration led to the launch of a District Aids Council which is chaired by the Executive Mayor and three Local Municipalities are members (Sedibeng IDP report 2006/7:77). Policy issues of HIV/AIDS such as prevention care and support, treatment and research are discussed and plans are put in place '*but other partners cannot be forced to do as the government do,'* said the HIV/AIDS coordinator of SDM during the interview in 2008. He continued to say 'stakeholders cannot be forced to deliver, issues are just put on the table for them to decide as to whether they can contribute or not'.
Partnerships with other sectors.	**Emfuleni District Municipality**: The Emfuleni Local Municipality has tried to initiate some partnerships but there are no guidelines in place, some of the partnerships have collapsed. One critical partnership was an international twinning partnership with the Netherlands in 2002, which was a South African Local Government Association arrangement (SALGA). The plan for this initiative was to pilot the project at the SDM and then start rolling it over to other metro municipalities within the country. The critical areas for this partnership were Health, Local Economic Development (LED) and Waste Management. In as much as the areas of the expertise were identified the *object* was not clearly defined. The principle of twinning partnerships is encouraging exchange between respective constituencies. This suggests that there should be an intense stakeholder engagement of all institutions/organisations within that municipality to ensure synergy and a collective management to the intended services. There was no champion appointed to facilitate the process especially within the LED category.

The unit showed no interest in the initiative, regardless of the fact that there were facilitators from the Netherlands. The health category managed to draw a strategy on youth issues such as prevention of HIV/AIDS and some programmes such as Youth at school for Grade 8-12 with more emphasis on curriculum development and motivation to make informed choices. Some resources were sourced from this partnership as there were no mobile clinics and the same was procured through partnership between the National Health Department and South African Local Government Association (SALGA). Lessons were learnt and renegotiation of the programme was initiated in 2008-2010. There are, however, other partnerships outside Health and Social Development which are not included in this study.

Midvaal Local Municipality
It was indicated that there is no proper framework for partnerships at this municipality. However, a number of partnerships are in place. BHP Billiton partnership initiatives at Meyerton are: a clinic, a multipurpose centre, an early childhood development centre, a library, and a school. The clinic was upgraded to provide access to ARVs and maternity services, whilst the school was upgraded to accommodate children from the multipurpose centre because there were family units established to accommodate children.

Hollard Insurance initiated a project to make the municipality a 'child friendly place'. Their focus was on orphans, and vulnerable children and early childhood development. They are planning to establish a partnership with the Vaal University of Technology so that teachers can be educated, especially those taking care of the children.

An Islamic organization initiated primary health care services through a mobile clinic to the rural areas of the Midvaal Local Municipality. A concern was raised that there is a lot of fragmentation in this municipality as a result some initiatives could not be sustained.

Lesedi local municipality
This is seen as a highly isolated municipality. There are only
two big private sectors: mining and a tobacco

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	company. Neither company has, as yet, done much in the local municipality. Fragmentation of services was a major concern internally as well as outside municipalities. The funding of NGOs by the province is another determinant of fragmentation because municipalities have no say even when mismanagement occurs as funding is done by the province.
Public Hospital Access.	Since 1994, no new public hospital had been built to provide access to health services at SDM. People still continue to walk long distances to access hospital services which were strategically positioned before 1994. This continues to be a challenge because a local municipality like Midvaal does not have its own public hospital. Midvaal patients use the Emfuleni Local Municipality hospital.
Employment of Social Workers.	The district and the three local municipalities raised a concern about the employment and responsibilities of social workers in the municipal sphere. At the time of writing, processes were afoot to employ social workers. Their responsibilities are a challenge as they are not expected to do any statutory work as that was to be done by the provincial department. They will be expected to do community development which the provincial department and national government are also doing. The provincial department is more concerned about accessing social development services through community development workers who will be strategically positioned in different wards to be able to pick up all kinds of social development challenges. Clearly the issue of fragmentation is still a challenge as the provincial department is planning to implement policies at the municipality without really involving social workers in this sphere.

Adapted from Ospina (2004:4), Orb, Eisenhauer & Wynaden 2001:94-96, Welman *etal.* 2005:193/207/212; De Vos 1998:80; Creswell 1998:15 Flick *etal.* 2004:1; & Parker 2011:2).

The identified themes in Table 5.5 are a major concern that is reiterated by all the Executive Directors of the Sedibeng District Municipality. This information is also found on the Annual Reports and IDP Reports from the SDM. These challenges when approached by the different sectors as suggested in Figure

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4.1 the PP*I*P model in Chapter Four could make the difference where different organisations are working collaboratively. For instance, big institutions including Alcellor Mittal commonly known as (SASOL) Cape Gate, Mtech, Eskom, Pick & Pay, LTM, Checkers and the others, are implementing HIV & AIDS policies and programmes which did not happen at the time of the research at the workplace, hence a reduction in litigations and improvement in HCT utilization and enrolment on to Antiretroviral programme (SDM Annual Report 2013/4:82). Institutions of Higher Learning have also increased their HIV & AIDS programmes to employees and their student and this is contributing positively to the resources of the District Municipality (SDM Annual Report 2013/4:82).

5.5   Issues Pertinent to Service Delivery Enhancement

The Sedibeng District Municipality's Integrated Development Plan (IDP) (2004/5) emphasizes that the serious backlog of community centres needs a more aggressive approach (Moeketsi 2008). According to Moeketsi, there are four youth and five multipurpose centres within the Sedibeng District Municipality. This further resonates from the fact that, local Social Development is actually dormant within the district municipality. There is, however, an indication of resuscitating this service as there were processes running in all the municipalities to appoint social workers. Universities and the private sector could assist in either appointing relevant people to render the service as well as training thereof. The private sector does have community development managers who could also assist in community development and reduce the backlog.

Decentralisation of pay points for the elderly and the disabled remains a challenge. People walk long distances to collect their grants, regardless of their different physical challenges. The issue of decentralisation is one of strategic intent of the district municipality to be achieved by 2014 (Sedibeng IDP report 2006/7:61). The list comprises of all the areas of Municipal Health Services and that there is a need for accessing the services by the communities of the district municipality by 2014. Based on the presented results the challenge of accessing services equitably to all citizens still remains a challenge. Literature on PPPs suggests that through this alternative service delivery framework improved quality service delivery could be achieved. Khumalo, Ntonkonkulu & Rapoo put it nicely by saying

> 'within this range, many types of partnerships (ie public-private, public-public, etc) have been introduced by local authorities throughout the country to try to improve the quantity and quality of services being delivered in their jurisdictions'.

Leaders are tasked with the responsibilities of leading and setting processes to achieve institutional goals. Leadership, therefore, should be proactive and responsive to achieve these processes regardless of the sector where one is able to provide the services. Mbigi (2005:1) and Leornard (1987:903) argue that leaders are expected to enable development by setting durable and attainable goals in communities, societies, organizations including government and the private sector through transformation and further manage relations especially with external stakeholders and organisations. Effective leadership should have the capacity to have followers, the ability to transform groups/society, individuals, communities and institutions through development (Goffee & Jones 2007:1). Leadership should not deter or derail people in an

organisation to achieve the set goals but inspire and motivate them to be more proactive to use initiatives to succeed. Leadership is vital in forming partnerships.

Therefore, universities should take this opportunity to lead, by empowering and bringing consciousness to people to become and further plough that to communities around them because 'disadvantaged or marginalized groups anywhere in the world survive on collective unity or solidarity and consciousness' (Mbigi 2005:1). What is being suggested here is that universities are part and parcel of the community, they are part of municipal networks even though their value is to measure the quality of student's educational experiences.

Scholtes (1998:24) argues that it is important to understand systems and their interdependence, if the governments want to run business and improve the institutional daily work. 'The system is the method by which one achieves results and cost are the net output of a series of factors interacting interdependent events' Scoltes 1998:23/5). Managers should not see themselves as controlling systems but rather as learners who have open mind for new systems and ideas. Kuye *etal.* (2002:1) argue that 'management is not about control' but rather creating environment for governance and development of other people.

Notwithstanding, the PP*I*P and social capital/resource model, as well as influential leadership, these could be an answer to the challenges as long as

the tension of the three sectors is addressed. This tension resonates from the fact that the different sectors are established for different purposes. Akinnuisi (2008:42) argues that the need to collaborate is more paramount now than ever, because, there is a need to utilize resources optimally, regardless of the constitutional makeup of an organisation. However, if the purpose of partnership is clearly outlined and commitment is made by the partners, the anticipated tension might be a thing of the past. Although, Akinnusi (2008:45) attests to the fact that the relationship between government and universities has not blossomed yet, either in South Africa or elsewhere, there is room for engagement. There are sporadic attempts to establish these relationships but without a leader and political will this will not be realized except through the suggested model. Scholtes (1995:264) argues that the new concept of leadership made the following distinctions:

- Leaders decide what needs to be done.
- Managers decide how to do those things that leaders have decided must be done.
- Administrators apply the methods designed by managers in pursuit of the purposes selected by leaders.

In all the areas of human resource outlined above, action is being taken because Public Administration is action oriented. Earlier, a concern was raised that sometimes leaders or politicians come up with their own programmes after their elections which were not planned for and that results in a lack of planned service delivery because what leaders say is considered policy. However, according to Thornhill (2005:179) 'the political body governing in a particular country, region or municipality has the responsibility to oversee the executive actions of the appointed officials acting on its behalf' not vice versa.

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5.6   Social Capital/Resources as outlined in Figure 4.2

Akinnuisi (2008:48) suggests a model on how universities and government could work together for service delivery, but this is just for two institutions, and it excludes the private sector. Government policies clearly outline how partnerships should be established, nurtured and monitored with more emphasis on risk transfer and value for money. Value for money further encapsulates the importance of comparing the present functions and method with an alternative to evaluate the contributions of the alternative.

The purpose of this study is to investigate how PP*I*Ps can enhance health and social development service delivery. Besides, the issues raised, there are other areas of importance that must be taken into account through this PP*I*P model: leadership, good governance, financial and human resource management to lead and maximise the resources. The other critical issues are stakeholder engagement which will encourage community participation to build networks, relationships and trust for the transformation of activities into successful results. This will further gradually build confidence and integrity of all partners to commit to partnerships and the benefits of social, economic, technological, and political capital. The characteristics and drivers of partnerships namely: trust and resources must be taken into account for successful results.

The suggestion is that with leadership, governance mechanisms in place, community and stakeholder engagement and partnerships, PP*I*P can contribute immensely towards service delivery and public goods. Therefore, it

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might be argued that the synergistic interaction between the three organizations can produce a magnificent amount of energy necessary for service delivery. All these issues have been discussed in the preliminary chapters and they are the crux of alternative service delivery, especially with partnerships.

5.7   Conclusion

The government cannot afford to satisfy the diverse community of South Africa alone in rendering equitable services that will only happen after a long time. The society will have to wait patiently for their needs to be met if government can go it alone regardless of the fact that government is the provider of its citizens.

Even though government is the policy-maker, it has to give other institutions an opportunity to practice what they were initiated for; for instance, allow institutions of higher learning to teach, and the private sector (mining) to make a profit. However, the mining sector, even though it is for profit, it has the legal and social responsibility to ensure that it assists government to deliver its services. This is a legal and social partnership as prescribed by the MRPDA that within each and every five years they need to renew their license to operate and evaluate if they succeeded in what they committed themselves for.

CHAPTER SIX: SUMMARY, FINDINGS, RECOMMENDATIONS AND CONCLUSION

'If South Africa is going to meet the demands of world-class competitiveness, it will have to be able to learn competitive practices and processes very quickly and be in a position to adapt them to its own survival agenda. The challenge for us is not to reinvent the wheel, but to learn from competitive practices in the world and be able to implement them creatively to meet our own competitive challenges'

(Mbigi 2005:68).

6 INTRODUCTION

The 21st century is a relationship and network era. The boundaries between different institutions ought to be broken down and enhance interdependence. The Sedibeng District Municipality also wants to build relationships and networks with organisations within its sphere of influence. There is a need for mind-set change and a person prepared to transcend and commit to deliver services against all odds regardless of their political or professional affiliation.

There is a need to strategically link the performance of an individual with that of an organization (understanding the bigger picture). This link will facilitate employee owners' hip of the indicators and that will enhance organisational goal attainment which will spill over to community satisfaction. Clearly, public goods cannot be overemphasized, as indicated in Chapter Three section 3.4., that; it has a spill over effect and no one can account for that spill over, hence

the continued dissatisfaction by residents. The private sector and institutions of higher learning also benefit from the public goods supply.

There is a need for collective and synergistic wisdom to proactively and squarely confront the challenges by all stakeholders to build South Africa for its competitiveness and sustainability. Institutions of higher learning, the private sector ought to proactively engage the communities around them and assist in service delivery as much as they can afford. Transformation in managing issues such as health and social development is imminent because they really touch on the most important parts of life, i.e. self-worth, identity and dignity. When one is hungry, poor and unemployed the individual is degraded against his/her will. The government, therefore, ought to play a strategic role to empower that individual, not through social grants, but through other means namely: small business initiatives, agricultural grants, to name a few, which will make that person independent. These topics, as with the characteristics of partnerships, are critical drivers that ought to be incorporated into partnership initiatives.

Redressing the imbalances of the past and addressing contemporary issues requires collaborative effort of all stakeholders and put in place strategic processes to measure the milestones. This resonates from the fact that South Africa is comprised of diverse groups of people and organisations, thus their needs are diverse. The Sedibeng District Municipality is no different. Besides, the South African society is highly fragmented and there is a need to bring about cohesion and reduce inequalities through economic empowerment,

'real freedom' and transformed mind-set. This was discussed in Chapter One under section 1.3. and allocation of resources under table 1.1., where information was presented on how different racial groups used to be allocated certain resources; the challenge of accessing services to people equitably remains the challenge, regardless of the length in years of democracy, simply because the legacy of apartheid cannot to single-handedly addressed by government. As a result, local government is challenged to achieve its objective of being the nerve centre of development. Development is a contested word, which means different things to different people, but essentially it means bringing positive change from the implementer's perspective as well as the recipients. Innovative alternative service delivery, therefore, is a necessity, hence this research and the suggested model, to facilitate other sectors to synergistically address these challenges.

This chapter presents the summary, findings, recommendations and conclusion of the study. The presentation will be made logically through a summary of each chapter.

6.1   SUMMARY OF CHAPTERS

Chapter six is a brief summary of the six chapters in this research. The chapter concludes the study and presents findings and recommendations for future research.

The background of the study was delineated to provide the brief understanding of the topic. The context in which Health and Social

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Development Departments were historically arranged prior to 1994 was discussed. The focus, however, is on health and social service delivery through innovative alternative mechanisms at the SDM. Human and financial resources are, in most instances, the reason why partnerships are encouraged. Other resources were tools and skills relevant to deliver the anticipated goals. Some determinants of certain diseases such as alcohol abuse and overcrowding at single sex hostels were discussed to demonstrate the implications of previous governments' policies, which indirectly predisposed certain people to such diseases.

The present situation of facilities relevant for health and social development service delivery as well as the population breakdown of the Sedibeng District Municipality against those resources was discussed. The geographical parameters and the borders of the SDM are clearly outlined, to position the area of study within the Gauteng province.

The qualitative research method followed in this study was outlined. The qualitative research method was chosen because the purpose of the study was to generate a framework, as opposed to a statistical mechanism of computing data and generalizing the results. This method provided an opportunity to present events as they appeared in their real situations. The qualitative method was used due to the fact that it identified a small purposive sample which had a number of variables relevant to the research.

A plan was developed in order to be followed in conducting this research. A district mayor was contacted, who was involved in one of the handovers of the projects by BHP Billiton to seek approval. Proper channels were followed through the district mayor's spokesperson to schedule meetings with the Executive Directors of Health and Social Development as well as the Health and Social Development Member of Municipal Council of the Sedibeng District Municipality. After obtaining all the names of the executive directors, letters of consent were e-mailed to them for approval with a clear purpose of the study. Another letter of approval to conduct a research in the district municipality was obtained from the Sedibeng District Executive Director for Health and Social Development. That plan was followed according to the decided structure.

It has been deduced from the study that qualitative research is highly comprehensive; therefore, triangulation was used to be holistic in relation to presentation of the results. For instance, Annual and IDP reports from 2005 – 2013 were read in order to gather as much information as possible in relation to service delivery. The three local municipalities: Emfuleni, Lesedi and Midvaal were contacted as they are part of the Sedibeng District Municipality. The National Treasury and Gauteng Department of Social Development were also part of the sample, because they have PPP units.

The researcher participated in some of the workshops where partnerships were initiated by other private sectors, for instance, Hollard Insurance, which wanted to make Midvaal Local Municipality a 'child–friendly' area. In addition,

the researcher also initiated some of the partnership projects with government and that exposed her to first-hand information.

Selected literature review on PP*I*P such as Public Administration, its theoretical background and functions relevant to the topic under study were delineated. The framework of public administration was discussed by giving an in-depth role of government, which clearly demonstrated that government remains the accounting institution for service delivery. For instance, public goods which are non-rival and non-exclusive were clearly outlined. Water, land and electricity consumption are a necessity within the mining sector and institutions of higher learning and they had to be provided by government as part of service delivery. The issues of public goods and public consumption showed the interdependence of different organizations.

Organisations and different people within those organisations played a major role in delivering or achieving objectives or goals as set by institutions. There were different role players as per the Activity Theory framework which was responsible for individual and institutional performance. This was presented to show that if there was a disjuncture between the two, there will be no ownership by role players and, subsequent to that, organizations would be unable to sustain them, as successful objectives will not be realised.

Although New Public Management (NPM) is a loose term, it was discussed in this chapter to demonstrate its range of practices, principles, policies and theories. It emphasized cost reduction, downsizing, competitive tendering,

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outsourcing and privatization of services which was the current scenario within local municipalities or the South African country as a whole. NPM was discussed because it emphasizes issues pertaining to partnerships and resource mobilization, which is the basis of this thesis. The challenging issue within this theory is that some stakeholders sometimes could be neglected as they might be voiceless and disempowered, which was the case with some citizens within municipalities. For instance, decisions are made top-down, thus making the rich richer, whilst the poor are getting poorer; this was partly because the richer are generally the ones who get empowerment deals. This is the prevailing situation at the moment in many local municipalities; as a result, there is the continuous uprising about the lack of service delivery. SDM also experienced a number of protests related to service delivery.

NPM is further used because it moves away from traditional administration, which emphasizes centralization of service delivery. The South African government's model has since evolved into one of decentralization of decision-making. As a result of decentralization, the local government has become an authentic sphere in its own right, hence its responsibility of being the nerve centre of development. Decentralisation allows reaching out to historically disadvantaged communities within the South African situation through their participation in decision-making processes, which is crucial in service delivery satisfaction.

The PP/P framework was introduced and discussed. Some issues such as high turnover of political leadership were discussed. Such issues affected

service delivery as they create instability and disruption of seamless service delivery. Other stakeholders relevant for the PP/P model, such as the appointment of a champion, stakeholder engagement and community participation were highlighted. Their contributions and legitimacy towards the model were discussed.

The model has been designed by demonstrating how three different institutions, namely: the private (mining), government and institution of higher learning which are practically interdependent could be engaged for provision of service delivery. The SDM is responsible for housing, the private sector and the institutions of higher learning. It has been clearly indicated that all three institutions need financial as well as human resources to function. It has been further clearly outlined that institutions of higher learning own the educational component. However, the institutions of higher learning need both human and financial resources to run. Therefore, human and financial resources are central to all kinds of organisations.

The social, economic, technological and human capital was seen as the residue developed after the formation of a partnerships, relationships and networks. The established capital does not belong to any particular organization but it was needed the most by government. The responsibilities of a champion such as management of resources, including networks, consensus, and decision-making procedures were discussed in this chapter. A clear analysis of stakeholders was presented to show their importance to the project or programme initiated. The focus was indeed on human resource

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management, synergy, cohesion and how different processes within an organization can enhance effective and efficient services through utilization of tools and rules.

Literature relevant for the study reviewed showed that there was a mixed perception about the contributions of the mining sector because some communities were happy about their presence whilst others were disgruntled because they were not being serviced. BHP Billiton showed some significant contributions towards service delivery to the community as well as reduction of unemployment and beneficiation of their employees. The study further presented the existing partnerships within the Sedibeng District Municipality and their contributions to health and social development service delivery. The summary of the results are presented as follows:

- **Issues pertaining to primary health care.** *The findings showed that there were challenges, as some municipalities were oversupplied with clinics, such as the Emfuleni Local Municipality whilst others were undersupplied. However, some of the clinics were dilapidated within Emfuleni Local Municipality. In the two Local Municipalities, namely Lesedi and Midval, provision of primary health care services was run by mobile clinics to make up for the shortfall of clinics. Discrepancies however, still exist. There was a shortage of a MoU in both Lesedi and Midvaal. Around Meyerton however, the existing clinics were meeting the five kilometer radius standard of National Department of Health except in the farm area.*

- **Existing Partnerships.** *Different parts of the private sector initiated different projects in partnerships with the Department of Health and Social Development as well as the SDM. There was a twinning of partnerships with the Netherlands at the Emfulenig Local Municipality and the projects involved in this fell through. Mention was made that institutions such as BHP Billiton, and the Hollard Foundation, initiated partnership projects at the Midvaal Local Municipality in which the researcher was involved, and the projects were successful. This emanates from the fact that proper plans and monitoring and evaluation were put in place up until the handover of*

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the projects. Financing of such projects were coming from the private sector.

- **Funding of Non-Profit Organisations (NPOs).** *The research found that there was mixed feelings about the funding of NPOs. Funding was provided by the province, yet programmes are implemented at a municipal sphere. It was discussed that Executive Directors in the municipal sphere felt strongly that there was no proper monitoring and evaluation of the services provided and this created a challenge for them; for example, observing the maladministration of funds. These further suggested that there was no collaboration and synergy with the municipality by the Gauteng province, hence the shortage of funds to deliver services because funds were not properly channelled.*

- **Employment of social workers**. *At the time of the research the social workers were not yet employed to render services to the municipalities. There were plans in place of employing them.*

- **Access of Community Centres**: *There was a backlog of pay points for the elderly and physically challenged individuals. They were still travel a long distance to reach their destination for collection of their grants. Young people were still complaining that they were not catered for when it came to youth centres and this research also confirmed that.*

- **Budgeting.** *There was a concern that the province and the SDM municipality are not planning together. There was a consensus of all the executive directors that if they were planning together they were going to be able to save funds because they would know in advance what has been strategically planned for by the provincial government. The municipalities will, therefore, be in a position to avoid double funding of some of the institutions.*

- **Access to Hospitals.** *Midvaal one of the local municipalities did not have much infrastructure, such as public hospitals. One clinic was expanded in order to include a MoU and thus assist more people. The clinic is in Meyerton and not in one of the townships or rural areas. It was still found that residents still travel long distances to access health services, other than primary health care.*

The above findings demonstrate that there were still health and social development challenges within the SDM. The findings show that different organizations were still operating as individual entities whilst the communities

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were suffering. There is, therefore, a dire need to implement the suggested model for better conceptualization of community needs and allocation of resources.

6.2   FINDINGS

The Sedibeng District Municipality is rich in history, including issues that happened during the apartheid era; for instance, the Anglo Boer War. The signing of the most world prestigious *Constitution,* was done in this district municipality by the late President Dr. Nelson Mandela. This is the most important heritage as it possesses symbols, history, culture and values of the nation. These heritages could be elevated and compared with the Soweto uprisings, especially the Hector Peterson Monument, and yet it is not properly appreciated and marketed to leverage resources from other sectors like tourism. The municipality also has important natural resources, such as the Vaal River which provides water to the entire Gauteng province. These resources and the heritage sites combined could be a means to enhance economic development and service delivery.

The SDM has all the necessary different sectors such as the private, including mining and institutions of higher learning as per the suggested PP*I*P model, so, it would not take long for them to consolidate the alternative service delivery model and become the centre of excellence to other municipalities. Initiatives are already there within SDM implementing the same model.

It was evident that health services are somehow concentrated in certain areas (Emfuleni Local Municipality) whilst many people still struggle to access those services. The two local municipalities, namely Lesedi and Midvaal, lacked most important infrastructure that is the MoU. These types of infrastructure dispense antiretroviral drugs to reduce the impact of HIV and AIDS. The Midvaal Local Municipality does not have a public hospital to be accessed by the community, they were expected to walk long distances to access the same at Emfuleni Local Municipality.

The existing Early Childhood Development was owned by individuals and yet this is a public good expected to be delivered by the Department of Health and Social Development. Even those assisted by Hollard Insurance and the Institution of Higher Learning were owned by individuals not the municipality. BHP Billiton assisted in building another Early Childhood Development at Sicelo informal settlement and donated the same to the Midvaal local municipality.

Numerous policies and mechanisms seem to be in place but there was lack of commitment to own the administrative functions, especially policy analysis and implementation. All the Executive Directors of Health and Social Development acknowledged that, there were no policies for partnerships and yet Municipal Service Partnership and other pieces of legislation at municipal sphere are the policy specifically for municipal sphere. The managers acknowledged during the interview that, 'no government could render services alone and satisfy all citizens without partnerships'. Perhaps Public

Administrators (even though municipal workers are not public servants), should be given the tools (as clearly outlined on the Activity Theory) and be trained by institutions of higher learning on how to use those tools so that they could be responsive, and efficient in service delivery. The private sector should help them in project, financial and human resource management.

There was a concern about the management of a district municipality because structurally, it is big. This is exacerbated by the proliferation of both administrative human resources as there were four leaders per each senior management position so was the case with political structure; for instance, four executive mayors, four members of the mayoral committee for health and social development, to name just a few. The district municipality finds it difficult to coordinate the services as they end up not knowing who does what. Sometimes the political leadership announces certain services which are not included in the Integrated Development Plan and that created confusion and hampered the execution of the anticipated plans. The issue emanated from the dichotomy between politics and public administration.

There was tension between the health workers providing primary health care because the services are being taken over by the province. The municipality saw this function as their responsibility, regardless of the *National Health Act 2003,* (Act No. 61 of 2003). The municipal health workers did not want to let go to the province for them to render Primary Health Care Services.

There was a concern that the prevalence of HIV/AIDS in the Sedibeng District Municipality was higher than that of other municipalities within the Gauteng province, except Ekhurileni Metro. Although this falls under the findings at the Sedibeng District Municipality, it was found fit to elaborate on it under recommendations to suggest the importance of collaborative effort needed from partners. It was stated by the coordinator of HIV/AIDS at the SDM that other sectors are not compelled to contribute towards the implementation of the HIV/AIDS strategic plan but rather to be informed about the developments in the municipality.

It has been found that there is an over proliferation of leadership in the Sedibeng District Municipality. For instance, there are four executive mayors, four municipal managers, and four executive directors for health and social development, and yet administratively and organizationally it is argued that municipalities are in dire straits with financial resources. Why then should a municipality overstretch itself by employing so many people doing the same activities?

There is an assumption that the Executive Directors are only implementing the bylaws of the municipality and ignoring all policies from the other spheres of government, hence the challenges in terms of partnership policies, a MoU signed, the failure of the twinning partnership entered into with the Netherlands, lack of monitoring of funded NGOs by the provincial department, to name but a few. There was a subtle war or tension that disturbs the efficiency and effectiveness of service delivery between the municipalities and

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both provincial and national departments, regardless of the well-established legislative mandates of intergovernmental relations.

It could be argued that there was a disjuncture and fragmentation between Gauteng Province and the Sedibeng District Municipality, as well as the intra- and inter-departmental coordination's. For instance it was one of the concerns raised by the executive directors that local economic development could strategically assist in social development but the two units are working independently. It is, therefore, suggested that inter-governmental planning be properly conceptualised by these two spheres of government to maximize the resources and have better governance and accountability for service delivery.

Consequently, policy imperatives, especially municipal service partnerships, intergovernmental relations, social and labour plans; community participation, leadership and governance seem to be a challenge in the Sedibeng District Municipality. Intradepartmental planning, especially of health to health and social development to social development at both provincial and municipal spheres, is one of the challenges that the municipality is grappling with. It is actually non-existent. The district municipality's slow delivery of services to the historically disadvantaged communities, as confirmed in the IDP Report of (2011/12:49), Chapter Five is a serious concern. This is attributed by the fact that the majority of people are dissatisfied with the IDP and counsellor consultation processes as cited on the same report, hence the suggestion that it must be apolitical.

It is, therefore, suggested that research be conducted on the entire Sedibeng District Municipality on the same topic so that whatever gaps or lessons learnt should have a good sample. Institutions of higher learning and the mining sector should not be generalized so that proper engagement could be realized. The Department of Health and Social Development works in relation with other departments towards community development within the SDM, therefore proper engagement should be put in place to source other departments. Implementing the framework/model in the community would produce empirical evidence that could be of value. A comprehensive approach towards service delivery measurement will assist in accounting for each and every resource disbursed for public administration.

6.3   RECOMMENDATIONS

Regardless of the dichotomy of politics and administration, it is recommended that politicians as policy makers should create conditions for the administrators or managers to excel in their work. The politicians are policy owners, and as such should ensure proper coordination and execution of such with managers. Managers provide strategic direction for the organisations as they engage stakeholders at that level whilst politicians engage at a political level. It is, therefore, recommended that politicians, when delivering their speeches, take cognisance of what has been planned for, because to a certain degree, IDPs represent the community's aspirations and it has to be implemented as such without any compromises.

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It is recommended that the issue of leadership proliferation within the SDM be investigated as a matter of urgency to critically understand if there is a need for such abundance of human resources that continues to get paid with the very same money that could be used to render services. Perhaps it would be ideal for the district municipality to be declared a Metro, which designates one position per portfolio, at that level. The SDM is the only district municipality within the entire Gauteng province. They ought to appreciate their resources from inside out in order to start managing the same efficiently.

The three organisations are expected to work together to enhance competitive advantage, skills transfer and resource mobilization. There is, for instance, an abundance of credible and reputable skills within the institution of higher learning, which could be utilized to assist in the municipal sphere for efficient and effective service delivery and further assist municipalities to be competitive and sustainable. The private sector is also highly skilled in project management, financial management and costing of services which could also assist municipalities in managing public funds and thus be competitive in distributing public goods. The utilization of this model can therefore, produce high quality services for the benefit of the society.

Institutions of higher learning and the private sector should move away from their '*business as usual*' approach. They should think about the communities within their sphere of influence and proactively commit to caring and uniting stakeholders within municipalities. They should start encouraging young people to identify scarce skills within their sphere of influence and provide the

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same as part of their corporate social investment. This will further help to authenticate the interdependence of organisations and their relationships. The said institutions must indeed understand the triple bottom line contributions of taking care of the environment, the social and the economic development mandates to contribute towards sustainable development not just to teach them without applying the same. The social, environmental and economic issues within the communities are of importance for human development and sustainable development. If there could be a massive synergy and cohesion towards development in the three areas the benefits would be of importance to the residents. It is, therefore, recommended that the relationship between the three sectors should be emancipated and deepened to enhance health and social development service delivery especially at the municipal sphere.

This could further translate to building the economy and establishing a reciprocal relationship between the three sectors, for the benefit of the community. It is, therefore, recommended that proper governance, organising and accountability in relation to partnerships be put in place for better community engagement and participation so that their needs are properly responded to as there is a concern about the IDP processes, especially on how needs are identified. This could further assist the community to be freed from economic constraints and thus have a better capacity to engage intellectually instead of projects being imposed upon them.

It is, therefore, important that the Executive Directors on Health and Social Development to understand the goal they are expected to achieve and involve

all the role players relevant for the attainment of such goals. The rules which are policies on partnerships as documented by government should be properly implemented. It is only through implementation that policy analyses can be done effectively to verify if they are achieving their goals. The private sector and institutions of higher learning must also play their role when they identify gaps or when they participate in the IDP process as they are expected to, in order to build the country. Collaborative efforts as well as proper mechanisms ought to be put in place for individual and institutional performances to be linked and allow the ownership of programmes by individuals, in this case the Executive Directors on Health and Social Development, to enhance viability and sustainability of both the programme and the organisation they work at.

It is recommended that the two sectors: private and institutions of higher learning play a crucial role in assisting and in reducing the prevalence rate of HIV/AIDS at SDM when attending the interdepartmental meetings. They should take it upon their shoulders to start with their employees first before going to the communities. Pursuant to that, it is recommended that proper partnerships with clear goals be established for the prevention, care, research and treatment of HIV and AIDS, between the people who attend interdepartmental meetings. These meetings should not be reduced to talk shops.

It is recommended that intergovernmental relations between the two spheres of government be properly established as according to policies of

government. A MoU, which is in place, does not have any value as implementation of the contents is questionable.

It is well known that people who are forced to live from hand to mouth due to circumstances beyond their control do not have the luxury of reflection, nor can they exercise their capacity for experimentation or intellectual exploration of issues at hand. However, once economic constraints are removed from their life, they will be in a position to engage more as they will feel empowered. This is the reason why it is important to allow the community to have an independent/free decision prior informed consent about their needs rather than just imposing projects to them. It is, therefore, important to allow the community to get organised and have a say in their lives. It is recommended that proper structures, which are apolitical be organized within the community for their free engagement.

It is further recommended that the mining sector stop sourcing the legal license and social and labour plans in order to gain access to land and minerals that belongs to the state and citizens, but rather deepen their partnerships with the community to legitimize their existence. Partnerships, no matter how dicey they tend to be, are future resource mobilization especially if properly established. Partnerships further enrich the relationship established amongst the partners.

It is recommended that the three institutions, namely, the government, private sector (mining) and institutions of higher learning form authentic partnerships

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and work together to contribute to the South African economy, enhance people's integrity and assist them to take charge of their self-esteem thus fend for themselves and be independent. These will assist in changing their mind-set and help them to establish their businesses, acquire jobs and value for their lives and protect what the government is contributing for their collective benefit. Government creates conducive environment for different institutions to create jobs, mobilise resources and form partnerships.

6.4   Conclusion

The main question proposed by this study was: *To what extent will PPIP enhance health and social development service delivery at the Sedibeng District Municipality?* The introduction of institutions in PPPs is the most critical enhancement of the well-known partnerships framework. This additional institution can translate to any organisation including individual's commitment towards partnerships.

Findings revealed that government approves policies on PPPs but on the contrary it cannot be government alone that can implement the said policies. An element of partnership is critical to speed up delivery of services. It has emerged that, as the model illustrates, the three major components of: the university, private sector and government can enhance effective and efficient service delivery in the SDM and thus the local sphere of government nationally.

Strong partnerships need to be formed to improve on the type of outcome that is sought in all the projects regarding service delivery. This can be borne testimony by the involvement of both BHP Billiton and Hollard in the SDM as private sector units.

It is important to note that the role of government in facilitating the partnerships cannot be underestimated. Government should budget to support these PPPs as they are the owners of policies for all kinds of organisations. Government does not create jobs, it facilitates the process and enables the private sector and institutions to be creative and thrive in what they are doing. In view of the topicality of the PPPs, government remains the accounting institution to service delivery.

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Annexure A
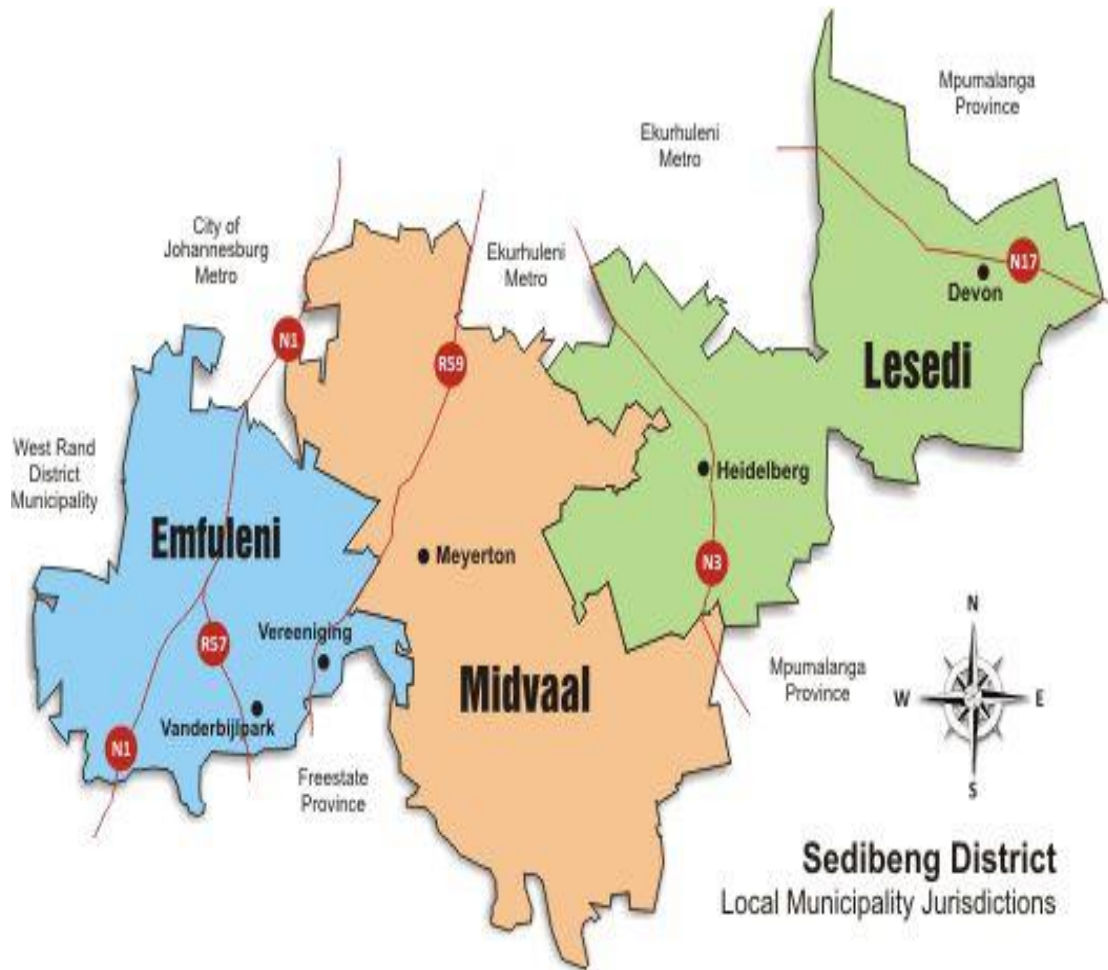
Adapted SDM Annual Report (2007/8:5; 2009/10:5 and 2010/11:5).

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Community Services Cluster

Sedibeng District Municipality

Dear Ms. Norah Segoati

RE-RESEARCH ON PUBLIC PRIVATE INSTITUTIONAL PARTNERSHIP

Your letter requesting to conduct a study on Public Private institutional partnership in South Africa, has reference;

You are granted permission to conduct this study within our Municipality and you are advised to visit the Social Services department for your assistance.

The topic of your research is of great interest to us.

Wish you well with your studies

Kind Regard

Mrs. M. Mazibuko
Executive Director:
Community Services

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Research Questions

1. What is the role of Executive Director Health and Social Development?

2. Is there a framework or policy that Sedibeng District Municipality follows to establish partnerships?

3. What kind of partnerships are in existence in the Sedibeng District Municipality?

4. To what extent do you think Public Private Institutional Partnerships could enhance health and social development service delivery?

5. Is the coordination of the political and administrative structure well developed and integrated especially in relation to service delivery?

6. How is the intergovernmental relation in relation to Health and Social Development service delivery?

7. Do you and the provincial department come together at some stage to consolidate your strategies and annual plans in Health and Social Development?

8. Seeing that the province and the municipality have different end of financial year, is this seen as an opportunity or a challenge and why?

9. Who is responsible for rendering Primary Health Care?

10. Besides Primary Health Care what are other municipal health services?

11. What is the incidence rate of HIV and AIDS in relation to Gauteng province?

12. What are the consequences of the HIV and AIDS in relation to resource allocation and service delivery?

13. Is the Sedibeng District Municipality meeting the National Department of Health's standard in accessing health services with specific reference to the five kilometers radius?

14. Are there enough well-resourced hospitals within the Sedibeng District Municipality?

15. Do you have a dedicated component of rendering Social Development Services to the community?

16. Is the Sedibeng District Municipality meeting the National Department of Social Development's standard of accessing Social Development services?

17. How many service points do you have for accessing Social Security for the vulnerable people?

18. What programmes are in existence for the vulnerable groups?

19. How many multipurpose centers do you have in your district/local municipality for youth and vulnerable people?

20. Are young people and women well catered for with health and Social Development services?