



**A FRAMEWORK FOR OPTIMISING PUBLIC PARTICIPATION
FOR EFFECTIVE MUNICIPAL SERVICE DELIVERY**

BY

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Submitted in accordance with the requirement for
the degree

Doctor of Business Leadership (DBL)

at the
University of South Africa

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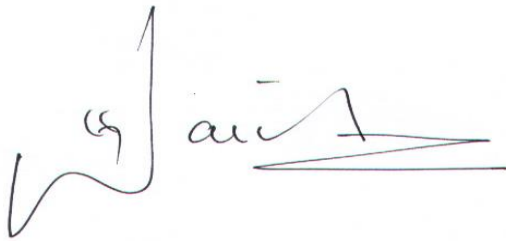
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Submitted 24 February 2017

DECLARATION

Student number: **7016-538-5**

I, Calvin Naidoo, hereby declare that this study “A framework to optimise public participation for effective municipal service delivery” is my own work and that all sources that I have used or quoted have been shown and acknowledged by means of complete references.

A handwritten signature in black ink, appearing to read 'Calvin Naidoo', written over a horizontal line.

SIGNATURE

_____**30th July 2017**_____
DATE

ACKNOWLEDGEMENTS

“I can do all things through Christ Jesus who strengthens me.”

Philippians 4:13

“Your talent is God’s gift to you, what you do with it is your gift back to God.”

Leo Buscaglia

First and foremost, I would like to thank God, through the Lord Jesus, for providing me with the ability, strength and determination to complete my studies and write this thesis. It has been a difficult period due to pressure at work, managing a congregation, and my other responsibilities, as well as constant hospitalisations due to ill health.

In addition, I would like to express my most sincere appreciation to the following people who have made this journey possible:

- My wife and daughter, Pamela and Jodine Naidoo for the continuous encouragement and support during my studies and research period.
- Ekurhuleni Metropolitan Municipality for allowing me to conduct this study.
- My supervisor, Professor Roy Ramphal, for guiding me through this research.
- Library staff at UNISA, Graduate School of Business, for their support.
- The Statistician, Professor Bennie Globler, for his role in the data analysis.
- Fieldworkers for assisting with the data collection.
- The respondents who participated, thus allowing me to meet the data collection deadline.
- To my family, friends and academics for their support.

Finally, I hope this study will contribute significantly to further research and local governments/municipalities will come to realise the importance of ***“putting people first”*** to improve service delivery in creating a better life for all.

Calvin Naidoo

ABSTRACT

The purpose of this study was to identify the relevant factors to develop a framework for optimising public participation to improve service delivery in a metropolitan municipality in South Africa. This approach was undertaken with a view to identify the gaps created through the expectations generated among citizens by the national government and the weaknesses in the capacity of the local government to deliver through its supply chain processes, and hence develop strategies to close the existing gaps as much as possible.

There were four samples in the study namely: citizens, managers, businesses and ward committee members (WCM). The data that were collected for citizens were conducted at each Customer Care Centres (CCC). For the other three sets of respondents, it was conducted through email. The research approach was quantitative. Factor analysis was applied in this research study in order to identify significant factors that drive public participation in service delivery by local government. Findings of this study showed that there are two major perceptions of the respondents perceived to affect the optimisation of effective service delivery: 1) the facilitating factor and 2) the impeding factor. This was assisted by Structural Equation Modelling (SEM) where a model was designed which resulted in the development of the public participation framework for effective municipal service delivery. These findings will inform the management of local governments to prioritise inclusion of all citizens by optimising their participation for effective service delivery. Areas where participation in local government was lacking were identified and this study presents well-informed strategies for local governments and for their possible implementation.

Key Words: Local government, Public participation, Service delivery, Integrated Development Planning (IDP), Structural equation model, Effective Communication, Accountability, Transparency, People Centeredness, Power struggles, Gender representation.

Table of Contents

DECLARATION	i
ACKNOWLEDGEMENTS	II
ABSTRACT	III
ACRONYMS AND DEFINITIONS OF TERMS.....	XXV
CHAPTER 1 INTRODUCTION	1
1.1 ORIENTATION.....	1
1.1.1 Introduction.....	1
1.1.2 Context of public participation in South Africa	3
1.1.3 South African public participation forum (Integrated Development Planning).....	4
1.1.4 The IDP Implementation Framework.....	5
1.1.5 Service delivery	6
1.2 BACKGROUND INFORMATION	7
1.3 PROBLEM STATEMENT	10
1.3.1 Research question.....	12
1.4 RESEARCH AIM AND OBJECTIVES	12
1.4.1 Aim of the study	12
1.4.2 Objectives.....	12
1.5 RATIONALE.....	13
1.6 SCOPE OF THE STUDY	13
1.6.1 Scope.....	13
1.7 SIGNIFICANCE OF THE STUDY	14
1.8 ASSUMPTIONS	15
1.9 OUTLINE OF THE STUDY	15
1.10 CONCLUSION	15
CHAPTER 2 THEORETICAL FRAMEWORK.....	17
2.1 INTRODUCTION.....	17
2.2 STAKEHOLDER’S ENGAGEMENT THEORY	17
2.3 PUBLIC PARTICIPATION BUDGETARY THEORY	19
2.4 PROJECT INTEGRATION THEORY	20
2.5 INTER-ORGANISATIONAL ICT-SUPPORTED REFORMS OF SERVICE DELIVERY THEORY.....	20
2.6 SYSTEMS THEORY.....	22

2.7 CONCLUSION	26
CHAPTER 3 MUNICIPAL SERVICE DELIVERY IN SOUTH AFRICA.....	27
3.1 INTRODUCTION.....	27
3.2 LITERATURE REVIEW	27
3.2.1 Municipal service delivery	27
3.2.2 Overall solutions	29
3.2.3 Workforce turnovers (impacts on service delivery)	30
3.2.3.1 Resource Gap: Cost.....	31
3.2.3.2 Trust Gap	32
3.3 CONCLUSION	32
CHAPTER 4 PUBLIC PARTICIPATION IN SERVICE DELIVERY	34
4.1 INTRODUCTION.....	34
4.2 LITERATURE REVIEW	34
4.2.1 Local government and a public participation framework.....	34
4.2.1.1 Public participation	34
4.2.1.1.1 MEANINGFUL PUBLIC PARTICIPATION.....	35
4.2.1.1.2 THE PROCESS OF PUBLIC PARTICIPATION.....	35
4.2.1.1.3 TYPES OF PUBLIC PARTICIPATION.....	36
4.2.1.2 The three-tiers of national, provincial and local government.....	38
4.2.1.2.1 NATIONAL GOVERNMENT	38
4.2.1.2.2 PROVINCIAL GOVERNMENT	39
4.2.1.2.3 LOCAL GOVERNMENT	39
4.2.2 Public participation.....	48
4.2.3 Key study constructs: Underlying factors of public participation	63
4.2.4 Overall solutions	83
4.3 CONCEPTUAL FRAMEWORK.....	84
4.4 CONCLUSION	86
CHAPTER 5 THE RESEARCH METHODOLOGY	89
5.1 INTRODUCTION.....	89
5.2 THE RESEARCH PARADIGM.....	89
5.2.1 Positivism	89
5.2.2 Non-Positivism.....	90
5.2.3 Research paradigm.....	90
5.3 RESEARCH DESIGN	92

5.3.1	Types of research designs	94
5.4	RESEARCH METHODOLOGY	96
5.4.1	Quantitative approach	96
5.5	POPULATION AND UNIT OF ANALYSIS	97
5.6	SAMPLING	98
5.6.1	Proportionate Stratified Random Sampling	100
5.6.2	Sample sizes	100
5.7.	Questionnaire	101
5.8	DATA COLLECTION METHOD	105
5.8.1	Data collection method	105
5.8.2	Citizens	106
5.8.3	Ward committee members	107
5.8.4	EMM businesses	107
5.8.5	EMM managers	108
5.8.6	Emails	108
5.9	DATA ANALYSIS	109
5.9.1	Descriptive data analysis	109
5.9.2	Inferential statistics	109
5.9.3	Factor analysis	109
5.9.4	Structural equation modelling (SEM)	112
5.9.5	Statistical tools employed	113
5.10	RELIABILITY AND VALIDITY	113
5.10.1	Reliability	113
5.10.2	Validity	114
5.11	ETHICAL CONSIDERATIONS	115
5.12	CONCLUSION	116
	CHAPTER 6 DATA ANALYSIS AND RESULTS	117
6.1	INTRODUCTION	117
6.2	DATA ANALYSIS FOR CITIZENS	118
6.2.1	Descriptive statistics regarding the citizens in the sample	118
6.2.2	Factor analysis of public participation (Section B) of the questionnaire	133
6.2.3	Factor analysis of accountability and transparency (Section C) of the questionnaire	138
6.2.4	Factor analysis of public centeredness (Section D) of the questionnaire	141
6.2.5	Factor analysis of communication (Section E) of the questionnaire	147

6.2.6	Factor analysis of knowledge and societal background (Section F) of the questionnaire	151
6.2.7	Factor analysis of power struggles (Section G) of the questionnaire	155
6.2.8	Factor analysis of gender representation (Section H) of the questionnaire.....	159
6.2.9	Factor structure of the citizens' data analyses.....	163
6.2.10	Associations between the factors and various community groups in the citizen's data analysis	166
6.2.11	Analysis of general impression of service delivery in the EMM (Section I) of the questionnaire	167
6.2.12	General comments about service delivery in the EMM.....	169
6.2.13	Synthesis of the various factors present in the questionnaire.....	173
6.2.14	Inferential analysis of the factor perceptions of citizens in the EMM regarding the optimisation of public participation for effective service delivery (F3.0).....	176
6.3	ANALYSIS OF DATA – BUSINESSES.....	181
6.3.1	Descriptive statistics	181
6.3.2	Factor analysis of public participation (Section B) of the questionnaire	193
6.3.3	Factor analysis of accountability and transparency (Section C) of the questionnaire.....	198
6.3.4	Factor analysis of people centeredness (Section D) of the questionnaire	201
6.3.5	Factor analysis of communication (Section E) of the questionnaire.....	204
6.3.6	Factor analysis of knowledge and social background (Section F) of the questionnaire	211
6.3.7	Factor analysis of power struggles (Section G) of the questionnaire	215
6.3.8	Factor analysis of gender representation (Section H) of the questionnaire.....	219
6.3.9	Factor analysis of general impression of service delivery of EMM (Section I) of the questionnaire	223
6.3.10	Factor structure of the data in the business sample	228
6.3.11	Comments on municipal service delivery issues	232
6.3.12	Synthesis of the various factors (businesses)	235
6.3.13	Inferential analysis of the factor perceptions of businesses regarding effective service delivery of EMM	240
6.4	DATA ANALYSIS – MANAGERS.....	252
6.4.1	Descriptive statistics	252
6.4.2	Factor analysis of public participation (Section B) of the questionnaire	259
6.4.3	Factor analysis of accountability and transparency (Section C) of the questionnaire.....	264

6.4.4	Factor analysis of people centeredness (Section D) of the questionnaire	267
6.4.5	Factor analysis of communication (Section E) of the questionnaire.....	271
6.4.6	Factor analysis of knowledge and social background (Section F) of the questionnaire	277
6.4.7	Factor analysis of power struggles (Section G) of the questionnaire	280
6.4.8	Factor analysis of gender representation (Section H) of the questionnaire.....	284
6.4.9	Factor structure of the items in the sample of managers	289
6.4.10	Associations between the factors and various community groups in the sample of managers.....	293
6.4.11	Synthesis of factor analyses	294
6.4.12	Inferential statistics	296
6.4.13	Discussion of the model to optimise public participation in effective municipal service delivery for managers and businesses	312
6.5	DATA ANALYSIS – WARD COMMITTEES.....	324
6.5.1	Introduction.....	324
6.5.2	Descriptive statistics of ward committees in the sample	326
6.5.3	Factor Analysis Procedural	334
6.5.4	Factor structure of the items involved in the WCM sample.....	347
6.5.5	Associations between the factors and various community groups in the sample of the WCM	353
6.5.6	General impression about state of service delivery in the EMM	354
6.5.7	Inferential statistics	356
6.5.8	General comments.....	361
6.5.9	Conclusion.....	362
6.6	MERGED DATA ANALYSIS (CITIZENS, BUSINESSES, MANAGERS, WARD COMMITTEES).....	363
6.6.1	Introduction.....	363
	PART 1: DESCRIPTIVE ANALYSIS OF THE MERGED DATA.....	365
6.6.2	Frequency distributions of the independent variables.....	365
6.6.3	Cross-tabulations of gender against other independent variables	367
6.6.4	Mean scores of the study constructs (or factors).....	374
6.6.5	General impression about state of service delivery in the EMM	396
6.6.6	Comparison of the constructs between respondent groups.....	399
	PART 2: INFERENTIAL STATISTICS	403

6.7	MODEL TO OPTIMISE PUBLIC PARTICIPATION FOR EFFECTIVE MUNICIPAL SERVICE DELIVERY	415
6.7.1	CONCLUSION	425
	CHAPTER 7 CONCLUSIONS AND RECOMMENDATIONS.....	427
7.1	INTRODUCTION.....	427
7.2	CONCLUSIONS.....	427
7.2.1	Research objectives.....	428
7.2.2	Limitations of the study	443
7.2.3	Evaluation of the study.....	443
7.2.4	Contribution to knowledge.....	444
7.3	RECOMMENDATIONS	444
7.4	CONCLUSIONS.....	452
7.5	FUTURE RESEARCH DIRECTION.....	448
	LIST OF REFERENCES	449
	APPENDICES.....	472

LIST OF FIGURES

Figure 1.1	Integrated development planning process.....	5
Figure 2.1	The direct effect of input to output (Source: Own)	23
Figure 2.2	Various stakeholder groups impacting on the service delivery processe	24
Figure 2.3	The various factors involved in the transformation or throughput proces	25
Figure 4.1	The International Association for Public Participation.....	35
Figure 4.2	The process of public participation in South Africa (Source: Own).....	38
Figure 4.3	Generic institutional framework for IDP Implementation.....	44
Figure 4.4	Linking approaches to participation	50
Figure 4.5	Formula on participation	51
Figure 4.6	IDP horizontal and vertical alignment	57
Figure 4.7	Municipal service delivery process	85
Figure 4.8	A Framework for optimising public participation in the service delivery processes	85
Figure 5.1	Research Design and Methodology.....	93
Figure 5.2	Sample Techniques.....	93
Figure 5.3	Samples.....	101
Figure 5.4	Customer Care Centres (CCC) in the EMM.....	104
Figure 6.1	Frequency of the gender groups	118
Figure 6.2	Frequency of the age groups	119
Figure 6.3	A biplot correspondence analysis of A3 versus A4.....	120
Figure 6.4	Race groups in the citizen's sample	121
Figure 6.5	A biplot correspondence analysis of A3 versus A5.....	124
Figure 6.6	Frequency of the knowledge of the Batho Pele principles.....	127
Figure 6.7	A biplot correspondence analysis of A8 versus A4.....	127
Figure 6.8	Public participation mean scores.....	135
Figure 6.9	Histogram and boxplot of public participation in effective municipal service delivery (FB1.0).....	137
Figure 6.10	Accountability and transparency mean scores	139

Figure 6.11	Histogram and boxplot showing the data distribution in the factor accountability and transparency for effective municipal service delivery (FC1.0).....	141
Figure 6.12	People centeredness mean scores	143
Figure 6.13	A biplot correspondence analysis of A8Rec versus D18	145
Figure 6.14	Histogram and boxplot showing the data distribution of the people centeredness factor for effective service delivery (FD1.0).....	147
Figure 6.15	Communication mean scores	149
Figure 6.16	Histogram and boxplot showing the data distribution of the factor communication for effective municipal service delivery (FE1.0)	151
Figure 6.17	Knowledge and societal background mean scores	153
Figure 6.18	Histogram and boxplot showing the data distribution of the factor lack of knowledge and social background and effective municipal service delivery (FF1.0)...	155
Figure 6.19	Power struggles mean scores	157
Figure 6.20	Histogram and boxplot showing the data distribution of the influence of power struggles on effective municipal service delivery (FG2.0).....	159
Figure 6.21	Gender representation mean scores	161
Figure 6.22:	Histogram and boxplot showing the data distribution of gender representation on effective municipal service delivery (FH1.0)	163
Figure 6.23:	Mean scores of the factors present in service delivery for citizens.....	163
Figure 6.24:	General impression of service delivery mean scores	169
Figure 6.25:	Histogram and boxplot showing the data distribution in the perceptions of EMM citizens regarding the optimisation of public participation in effective municipal service delivery (F3.0)	175
Figure 6.26:	Gender groups in the business sub-sample	182
Figure 6.27:	Age Group in the Business Sample	183
Figure 6.28:	Race groups in the business sample	185
Figure 6.29:	Knowledge of the Batho Pele principles in the business sample.....	191
Figure 6.30:	A CA biplot of knowledge of Batho Pele principles versus race	192
Figure 6.31	Public participation mean score.....	195
Figure 6.32	Histogram and boxplot showing the distribution of data in the public business participation factor (FB1.0).....	196

Figure 6.33	Accountability & transparency mean scores.....	199
Figure 6.34	Histogram and boxplot showing the distribution of data in the accountability and transparency factor (FC1).....	201
Figure 6.35	People centeredness mean scores	203
Figure 6.36	Histogram and boxplot showing the distribution of data in the business centeredness factor (FD1).....	204
Figure 6.37	Communication mean scores	206
Figure 6.38	Histogram and boxplot showing the distribution of data in the communication factor (FD1).....	207
Figure 6.39	Knowledge and social background mean scores	212
Figure 6.40	Histogram and boxplot showing the distribution of data in the knowledge and social background factor	215
Figure 6.41	Power struggles mean scores	217
Figure 6.42	Histogram and boxplot showing the distribution of data in the power struggles factor	218
Figure 6.43	Gender representation means scores	221
Figure 6.44	Histogram and boxplot showing the distribution of data in the gender representation factor	223
Figure 6.45	General impression of service delivery mean scores.....	225
Figure 6.46	Histogram and boxplot showing the distribution of data in the services are on track item.....	226
Figure 6.47	Histogram and boxplot showing the distribution of data in the business suffering due to service delivery protests.....	227
Figure 6.48	Two factors for optimization of effective municipal service delivery	231
Figure 6.49	Histogram showing data distribution in the factor aspects facilitating business participation in effective municipal service delivery	236
Figure 6.50	Histogram showing data distribution in the factor aspects impeding business participation in effective service delivery	237
Figure 6.51	A two dimensional plot of facilitating and impeding factors	238
Figure 6.52	Line graph showing mean scores of the three educational qualification groups with respect to the impeding factor (F2.2)	248

Figure 6.53	Line graph showing mean scores of the three Batho Pele knowledge groups with respect to the business centeredness factor (FD1).....	252
Figure 6.54	Gender groups of managers	253
Figure 6.55	Age groups of managers	254
Figure 6.56	Race groups of managers	255
Figure 6.57	Knowledge of the Batho Pele principles	259
Figure 6.58	Public participation mean scores.....	261
Figure 6.59	Histogram and boxplot showing data distribution in FB1	263
Figure 6.60	Accountability and transparency mean scores	265
Figure 6.61	Histogram and boxplot showing data distribution in FC1.....	266
Figure 6.62	People centeredness mean scores	269
Figure 6.63	Items in the managers' perception of the people centeredness of the municipality	270
Figure 6.64	Communication mean scores.....	272
Figure 6.65	Histogram and boxplot showing the data distribution of the managers' perception communication issues regarding service delivery.....	273
Figure 6.66	Knowledge and social background mean scores	279
Figure 6.67	Histogram and boxplot showing the data distribution of the managers' perception of knowledge and social background regarding service delivery issues.....	280
Figure 6.68	Power struggle mean scores.....	282
Figure 6.69	Histogram and boxplot showing the data distribution of the managers' perception of power struggles and service delivery issues.....	283
Figure 6.70	Gender representation mean scores.....	286
Figure 6.71	Histogram and boxplot showing the data distribution of the managers' perception of gender representation and service delivery issues.....	287
Figure 6.72	General impression about state of service delivery	289
Figure 6.73	A model to optimise managers and businesses perception of effective service delivery	292
Figure 6.74	Histogram and boxplot of managers' perceptions of factors facilitating service delivery issues	296

Figure 6.75	Histogram and boxplot of managers' perceptions of factors impeding service delivery	296
Figure 6.76	Line graph of the mean scores of the four racial groups for the transparency and accountability factor (FC1).....	302
Figure 6.77	Line graph of mean scores of length residence groups with respect to FC1	306
Figure 6.78	Line graph of mean scores of knowledge of Batho Pele groups with respect to FB1.....	309
Figure 6.79	Line graph of mean scores of knowledge of Batho Pele groups with respect to power struggles (FG2.0).....	311
Figure 6.80	A biplot of race versus knowledge of Batho Pele Principles	312
Figure 6.81	A model to optimise public participation for effective service delivery (Managers and businesses).....	313
Figure 6.82	CFA model of manager's and businesses perceptions of public participation for effective municipal service delivery in EMM.....	317
Figure 6.82	CFA model of perception of the managers and businesses of public participation in effective municipal service delivery.....	319
Figure 6.84	A SEM showing the measurement and structural components involved in public participation for effective municipal service delivery (managers and businesses)	322
Figure 6.85	Gender groups in the WCM sample	327
Figure 6.86	Frequencies of the age groups in the WCM sample.....	328
Figure 6.87	Race groups in the WCM sample.....	329
Figure 6.88	Knowledge of the Batho Pele principles of the WCM sample.....	332
Figure 6.89	Public participation mean scores.....	335
Figure 6.90	Accountability and transparency mean scores	337
Figure 6.91	People centeredness mean scores	339
Figure 6.92	Communication mean score.....	341
Figure 6.93	Knowledge and social background mean scores	343
Figure 6.94	Power struggles mean scores	345
Figure 6.95	Gender representation mean scores	347

Figure 6.96	Histogram and box plot showing the data distribution of F3.1	351
Figure 6.97	Histogram and box plot showing the data distribution of the factors which impede public participation in effective service delivery	352
Figure 6.98	Orthogonal rotation of the two factors involved with public participation for effective service delivery	352
Figure 6.99	General Impression about state of service delivery mean scores.....	356
Figure 6.100	Frequencies of the groups in the merged sample	364
Figure 6.101	Gender Groups of the merged four samples.....	365
Figure 6.102	Frequencies of the age groups in the merged data.....	366
Figure 6.103	Knowledge of the Batho Pele principles in the merged data	367
Figure 6.104	Public participation mean scores.....	376
Figure 6.105	Accountability and transparency mean scores	379
Figure 6.106	People centeredness mean scores	383
Figure 6.107	Communication mean scores.....	386
Figure 6.108	Knowledge and social background mean scores	389
Figure 6.109	Power struggles mean scores.....	392
Figure 6.110	Gender representation mean scores.....	395
Figure 6.111	General impression about state of service delivery mean score	398
Figure 6.112	General impression about state of service delivery comparisons	398
Figure 6.113	Public participation comparison	399
Figure 6.114	Accountability and transparency comparison.....	400
Figure 6.115	People centeredness comparison.....	400
Figure 6.116	Communication comparison.....	401
Figure 6.117	Knowledge and social background	401
Figure 6.118	Power struggles comparison.....	402
Figure 6.119	Gender representation	402
Figure 6.120	Histogram and boxplot showing the data distribution in the facilitating factor (F2.1)	405
Figure 6.121	Histogram and boxplot showing the data distribution in the impeding factor (FG1.1)	406

Figure 6.122	A model for optimising public participation for effective service delivery	407
Figure 6.123	Line graph of the estimated marginal means of public participation (FB1) for the four groups sampled.....	412
Figure 6.124	Line graph of the estimated marginal means of power struggles (FG1.1) for the four community groups sampled.....	414
Figure 6.125	A SEM model of the pathways between the latent first-order factors involved in optimising public participation for effective service delivery.....	417
Figure 6.126	SEM of the factors involved in optimising public participation for effective service delivery	420
Figure 6.127	The modified transformation process as part of a systems model ...	424
Figure 7.1	A model to optimise effective service delivery	430
Figure 7.2	A model for optimising public participation for effective service delivery	433
Figure 7.3	The factors involved in effective service delivery within the environment in which it occurs.....	436
Figure 7.4	A Framework for optimising public participation in the service delivery processes	442

LIST OF TABLES

Table 5.1: Sample techniques	98
Table 5.2: Sample	101
Table 5.3: Customer Care Centres (CCCs) in the EMM.....	104
Table 6.1: Frequency of the gender groups in the sub-sample	118
Table 6.2: Frequency of the age groups in the sample	119
Table 6.3: Frequency of the race groups in the sample	121
Table 6.4: Frequency of the highest educational qualification groups in the sample...	122
Table 6.6: Frequencies of length of residing at the current address in the sample	124
Table 6.7: Frequencies of the type of dwelling groups in the sample	125
Table 6.8: Frequencies of knowledge of the Batho Pele principles groups in the sample	126
Table 6.9: Frequency table of yes and no groups regarding communication through radio	128
Table 6.10: Frequency table of yes and no groups regarding communication through television	128
Table 6.11: Frequency table of yes and no groups regarding communication through the EMM offices	129
Table 6.12: Frequency table of yes and no groups regarding communication through newspapers	130
Table 6.13: Frequency table of yes and no groups regarding communication through cell phones	131
Table 6.14: Frequency table of yes and no groups regarding communication through other media	131
Table 6.15: Official language used for communication matters concerning service delivery issues.....	132
Table 6.16: Public Participation mean scores	134
Table 6.17: Items present in the factor public participation in effective municipal service delivery	136
Table 6.18: Accountability and transparency mean scores	138

Table 6.19: Items present in the factor of accountability and transparency in effective municipal service delivery	140
Table 6.20: People centeredness mean scores	142
Table 6.21: Cross tabulation between A8 and D17	144
Table 6.22: Items in the factor people centeredness for effective municipal service delivery	146
Table 6.23: Communication mean scores	148
Table 6.24: Items in the factor communication for effective municipal service delivery (FE1)	150
Table 6.25: Knowledge and societal background mean scores	152
Table 6.26: Items in the factor lack of knowledge and social inequalities and effective municipal service delivery	154
Table 6.27: Power struggles mean scores	156
Table 6.28: Items in the factor influence of power struggles on effective municipal service delivery	158
Table 6.29: Gender representation mean scores	160
Table 6.30: Items in the factor gender representation in effective municipal service delivery (FH1.0).....	162
Table 6.31: General impression of service delivery mean scores	168
Table 6.32: Frequencies with which aspects relating to service delivery issues in EMM	170
Table 6.33: The dimensions present in the perceptions of EMM citizens regarding optimisation of public participation for effective service delivery (F3.0)	174
Table 6.34: Univariate test for the seven factors involved in optimisation of citizen participation in effective service delivery (F3.0).....	178
Table 6.35: Pair-wise comparisons of the three age groups	180
Table 6.36: Frequency of the gender groups in the business sample	182
Table 6.37: Frequency of the age groups in the business sample	183
Table 6.38: Frequency of recoded age groups in the business sample	184
Table 6.39: Frequencies of the race groups in the business sample	184

Table 6.40: Frequencies of the highest educational qualification groups in the business sample	185
Table 6.41: Frequency of recoded highest educational qualification groups in the business sample	186
Table 6.42: Frequency of the region in which business is situated	186
Table 6.43: Frequency table of number of years the business has been in this region.	188
Table 6.44: Frequency table of the type of business the respondent managed	188
Table 6.45: Frequency table of the location of business groups in the sample	189
Table 6.46: Frequencies of responses to knowledge of Batho Pele principles.....	190
Table 6.47: Frequencies of knowledge of Batho Pele principles collapsed to three groups (A9Rec)	191
Table 6.48: Public participation mean scores.....	194
Table 6.49: Items in the factor public participation with factor loadings and mean scores	195
Table 6.50: Frequency table of how many meetings were held during the last 12 months	197
Table 6.51: Accountability & transparency mean scores.....	198
Table 6.52: Items in the factor accountability and transparency with factor loadings and mean scores.....	200
Table 6.53: People centeredness mean scores.....	202
Table 6.54: Items in the factor business centeredness with factor loadings and mean scores	203
Table 6.55: Communication mean scores	205
Table 6.56: Items in the factor communication with factor loadings and mean scores.....	207
Table 6.57: Frequency table of yes and no groups regarding communication through radio	208
Table 6.58: Frequency table of yes and no groups regarding communication through television	208
Table 6.59: Frequency table of yes and no groups regarding communication through the EMM office	209

Table 6.60:	Frequency table of yes and no groups regarding communication through newspapers	210
Table 6.61:	Frequency table of yes and no groups regarding communication through cell phones	210
Table 6.62:	Frequencies of communication in official language	211
Table 6.63:	Knowledge and social background mean scores	213
Table 6.64:	Items in the factor knowledge and social background with factor loadings and mean scores.....	214
Table 6.65:	Power struggle mean scores	216
Table 6.66:	Items in the factor power struggles and service delivery with factor loadings and mean scores	217
Table 6.67:	Gender representation means scores	220
Table 6.68:	Items in the factor gender representation and service delivery with factor loadings and mean scores	222
Table 6.69:	General impression of service delivery mean scores	224
Table 6.71:	Grouping of factors regarding business participation in effective service delivery with their factor loadings	236
Table 6.72:	Statistical values of the five first-order factors involved in facilitating effective service delivery for region business is in groups.....	243
Table 6.73:	Statistical values of the five first-order factors involved in facilitating effective service delivery for years of business in region groups.....	244
Table 6.74:	Batho Pele Principles	249
Table 6.75:	Statistical values of the five first-order factors involved in facilitating effective service delivery for knowledge of Batho Pele principle groups	250
Table 6.76:	Frequencies of gender groups in the sample	252
Table 6.77:	Frequencies of age groups in the sample	253
Table 6.78:	Frequencies of the four race groups in the sample	254
Table 6.79:	Frequencies of the two highest educational qualification groups in the sample	255
Table 6.80:	Frequencies of the regions people stay in.....	256
Table 6.81:	Frequencies of the length of stay in a region.....	256

Table 6.82:	Frequencies of the types of dwelling	257
Table 6.83:	Knowledge of the Batho Pele principles groups	258
Table 6.84:	Public participation mean scores.....	260
Table 6.85:	Items in the managers' perception of public participation in service delivery	262
Table 6.86:	Accountability and transparency.....	264
Table 6.87:	Items in the managers' perception of the accountability and transparency of the municipality.....	266
Table 6.88:	People centeredness mean scores	268
Table 6.89:	Items in the managers' perception of the people centeredness of the municipality	269
Table 6.90:	Communication mean scores	271
Table 6.91:	Items in the managers' perception of the of the communication of the municipality	272
Table 6.92:	Frequency table of yes and no groups regarding communication through radio	274
Table 6.93:	Frequency table of yes and no groups regarding communication through television	274
Table 6.94:	Frequency table of yes and no groups regarding communication through the EMM office	275
Table 6.95:	Frequency table of yes and no groups regarding communication through newspapers	275
Table 6.96:	Frequency table of yes and no groups regarding communication through cell phones	276
Table 6.97:	Frequencies of communication in official language	276
Table 6.98:	Knowledge and social background mean scores	278
Table 6.99:	Items in the managers' perception of the of the lack of knowledge and social background influencing service delivery issues.....	279
Table 6.100:	Power struggle mean scores.....	281
Table 6.101:	Items in the managers' perception of power struggles on service delivery issues	283

Table 6.102:	Gender representation mean scores.....	285
Table 6.103:	Items in the managers' perception of gender representation on service delivery issues	286
Table 6.104:	General impression about state of service delivery.....	288
Table 6.105:	Factors involved in managers' perceptions of effective service delivery in the EMM	295
Table 6.106:	Univariate tests for the factors involved in the facilitating factor (F2.1)	299
Table 6.107:	Pair-wise comparison of the four race groups with FB1, FC1 and FD1.....	300
Table 6.108:	Pair-wise comparison of the four race group with impeding factors.....	302
Table 6.109:	Pair-wise comparison of the four race groups with the power struggles factor	303
Table 6.110:	Univariate tests for the factors involved in the facilitating factor (F2.1)	304
Table 6.111:	Pair-wise comparison of the three lengths of residence groups with the first-order factors involved with facilitating service delivery	305
Table 6.112:	Univariate tests for the factors involved in the facilitating factor (F2.1)	307
Table 6.113:	Pair-wise comparison of the three knowledge of Batho Pele principles groups with the first-order factors involved with facilitating service delivery	308
Table 6.114:	Univariate tests for the factors involved in the impeding factor (F2.2).....	310
Table 6.115:	Pearson Product-Moment Correlations between the first-order factors involved with effective municipal service delivery issues in the EMM	314
Table 6.116:	Model fit criteria and acceptable fit interpretation	315
Table 6.117:	Standardised Regression Weights: (Group number 1 - Default model)	320
Table 6.118:	Squared Multiple Correlations: (Group number 1 - Default model) ...	321
Table 6.119:	Frequencies of the two gender groups in the sample.....	326
Table 6.120:	Frequencies of the various age groups of the ward committee members	327
Table 6.121:	Frequencies of the race groups in the ward committee members contained in the sample	329
Table 6.122:	Frequencies of the highest level of completed formal level of education among ward committee members in the sample.....	330

Table 6.123:	Frequencies of the various wards in which the ward committee respondents resided.....	330
Table 6.124:	Frequencies of the years of residence in the region.....	331
Table 6.125:	Types of dwelling	331
Table 6.126:	How well do you know the Batho Pele principles (A9 Rec.)?	332
Table 6.127:	Public participation mean scores	334
Table 6.128:	Accountability and transparency mean scores.....	336
Table 6.129:	People centeredness mean scores.....	338
Table 6.130:	Communication mean scores.....	340
Table 6.131:	Knowledge and social background mean scores	341
Table 6.132:	Power struggles mean scores.....	344
Table 6.133:	Gender representation mean scores.....	346
Table 6.134:	Factor loadings and mean scores of the factors involved in factors that facilitate public participation in effective service delivery (F3.1)	350
Table 6.135:	Factor loadings and mean scores of the factors involved in factor that impedes public participation in effective service delivery (F3.2).....	351
Table 6.136:	General Impression about state of service delivery mean scores	355
Table 6.137:	Frequencies for the themes obtained from the comments provided by the ward committee members	361
Table 6.138:	Frequencies of the four community groups in the sample.....	363
Table 6.139:	Age by gender.....	367
Table 6.140:	Race by gender.....	367
Table 6.141:	Education by gender	368
Table 6.142:	Ward by gender	369
Table 6.143:	Time lived in the region by gender	370
Table 6.144:	Type of dwelling by gender	371
Table 6.145:	Knowledge of the Batho Pele principles by gender.....	371
Table 6.146:	Age of business by gender.....	372
Table 6.147:	Type of business by gender	372
Table 6.148:	Location of business by gender	373
Table 6.149:	Public participation mean scores	375

Table 6.150:	Accountability and transparency mean scores.....	378
Table 6.151:	People centeredness mean scores.....	381
Table 6.152:	Communication mean scores.....	385
Table 6.153:	Knowledge and social background mean scores	388
Table 6.154:	Power struggles mean scores.....	391
Table 6.155:	Gender representation mean scores.....	374
Table 6.156:	General Impression about state of service delivery mean score	397
Table 6.157:	Univariate tests for the six first-order factors involved in the facilitating factor (F2.1)	409
Table 6.158:	Pair-wise comparison of the four community groups with respect to the six first-order facilitating factors.....	410
Table 6.159:	Univariate tests for the four community groups with respect to the two first-order factors involved in the impeding factor (FG.2.2).....	412
Table 6.160:	Pair-wise comparison of the four community groups with respect to the two first-order impeding factors	413
Table 6.161:	Summary of postulated pathways between the latent first-order factors.	418

ACRONYMS AND DEFINITIONS OF TERMS

Acronyms and definition of terms

Term	Description
EMM	Ekurhuleni Metropolitan Municipality
EMSD	Effective Municipal Service Delivery
ESD	Effective Service Delivery
IDP	Integrated Development Plan
MFMA	Municipal Finance Management Act
PP	Public Participation
PPP	Public Participation and Petitions
SD	Service Delivery
SDBIP	Service Delivery Budget Implementation Plan
WC	Ward Committee
WCM	Ward Committee Member

CHAPTER 1

INTRODUCTION

The purpose of this chapter is to introduce the research study. This study is about developing a framework, which can be used to optimise public participation for effective municipal service delivery. The chapter is divided into seven sections as follows. Section 1.1 provides the orientation of the study, section 1.2 presents the background information, section 1.3 problem statement, section 1.4 research aim and objectives, section 1.5 scope of the study, section 1.6 outline of the study and section 1.7 conclusion.

1.1 ORIENTATION

1.1.1 *Introduction*

Local governments throughout the world have been facing many challenges in meeting their mandate of providing basic services that conform to the communities' expectations (Chuene, 2012, Bhardwaj, 2016 and Hall, 2008). This has made local government the "coal-face" of any government's developmental strategy. In the context of South Africa, the national, provincial and local governments work together based on a strong principle of intergovernmental relations in the execution of their mandates, powers and functions. National and provincial governments are primarily responsible for initiating and formulating policy; while local government operationalises the policy and transforms that into tangible service delivery (SD). However, the policy is designed at macro-legislative level (national and provincial government) and the implementation of such policy is left to the persons at the micro-structural level (LG level) who have little or no clue about the policy and what it entails. This threatens the entire implementation process (Ritzer, 2008). In addition, persons operating at this micro-structural level often lack experience and capacity, pointing to a lack of training (Ritzer, 2008). Furthermore, these persons need to be capable of dealing with issues such as overcoming the apathy of both its own members, as well as those of the public. Implementation is also often characterised by a lack of effective feedback mechanisms and managing effective monitoring and evaluation systems (Scott, 2009). This results in the so-called implementation gap between the

design and implementation processes. Thus although South Africa is 22 years into post-independence democracy, the service delivery agenda is still beset by massive backlogs, poor skills base, and persistent service delivery protests (often characterised by violent destruction of public property) (Chuene, 2012, Bhardwaj, 2016, Scott, 2009).

It is argued that the days of blaming a past that was created by a selective and exclusive development targeted only to the minority under the apartheid rule are gone. The national government has developed a number of strategies to facilitate and accelerate inclusive development in the country to redress the disparities created during decades of racial segregation. For example, policy instruments such as the Reconstruction and Development Program (RDP); the public participation forum known as the Integrated Development Plans (IDPs); Provincial Growth and Development Strategy (PGDS); Growth, Employment and Redistribution (GEAR); Accelerated and Shared Growth Initiative for South Africa (AsgiSA); and the New Growth Path Strategy (NDP) have been implemented. In addition, the Department of Provincial and Local Government in South Africa (DPLG, 2007) has drawn up a National Policy Framework for public participation. The framework provides a number of assumptions, which are fundamental for active public participation in local government affairs, namely:

- Public participation is designed to promote the values of good governance and human rights.
- Public participation provides a fundamental right for all people to participate in the governance system.
- Public participation is designed to narrow the social distance between the electorate and elected institutions such as the local government.
- Public participation requires recognising the intrinsic value of all citizens and investing in their ability to contribute to governance processes.
- People can participate as individuals, interest groups, or more generally as communities.
- In South Africa, in the context of public participation, “community” is defined as a ward with elected ward committees.

The above assumptions involve entities such as the ward committees who play a central role in linking up the local government with the people. It also involves other forms of communication to reinforce linkages with communities like the *izimbizo*, roadshows, the *makgotla* and so forth. In this study, public participation is defined as the process by which the public's needs, values and concerns are amalgamated into government and corporate decision-making. It is a two-way communication and interaction and the overall goal is for decisions that are reinforced and supported by the public (Creighton, 2005:7).

1.1.2 Context of public participation in South Africa

The Republic of South Africa (RSA) is a constitutional democracy with a three-tier system of government and an independent judiciary, operating in a parliamentary system. The national government prescribes regulations for provincial and local governments to implement. Local government in South Africa consists of municipalities, which are governed by municipal councils, elected every five years. Local government is mandated by provincial government to carry out the prescribed legislations. After receiving instructions from provincial government, local government has to implement the respective regulations and laws pertaining to local governance within the allocated time frames for effective governance of its citizens, and public participation is one of the mandatory requirements that must be implemented.

Voter engagement, budgeting process, IDP, public participation, and petitions enhance the overall participation process. A local mayor may directly communicate with the public or the public may directly contact the mayor r problems concerning them. Another important stakeholder is the “ward committee”.

Ward committees are meant to encourage participation by the community; their job is to make the municipal council aware of the needs and concerns of residents and keep people informed of the activities of the municipal council. They are made up of a ward councillor and no more than 10 people who are elected from the ward and who serve voluntarily for a five-year term. The municipal council makes rules regarding the election

of ward committee members (WCs), including how often meetings take place, and the dissolution of ward committees. The committees spread information concerning what the community wants from the municipal council and what the council is doing. It is alleged that currently in SA, some wards have no committees, some are not active, and some function as part of their councillor's political party.

According to James, Nadarajah, Haive and Stead (2012):

One broad definition of "community" is a group or network of persons who are connected (objectively) to each other by relatively durable social relations that extend beyond immediate genealogical ties, and who mutually define that relationship (subjectively) as important to their social identity and social practice.

1.1.3 South African public participation forum (Integrated Development Planning)

Municipalities have recently adopted integrated development planning (IDP) as a vital tool for planning and development. In order to ensure that available resources are optimally utilised towards the promotion of sustainable economic and social development, with the focus on throughble service delivery, municipalities must implement the integrated development planning process. The value of IDP for municipalities is embedded in the formulation of focused plans that are based on developmental priorities. This approach assists with the curbing of wasteful expenditure and perpetual past spending patterns (Forum for Effective Planning and Development, 1995).

The legislative mandate is such that the success of the integrated development planning process hinges on the participation of the public (and other stakeholders) as enshrined in chapter 2 of the Constitution on the Bill of Rights (South Africa, 1996). This mandate is visually represented in Figure 1.1.

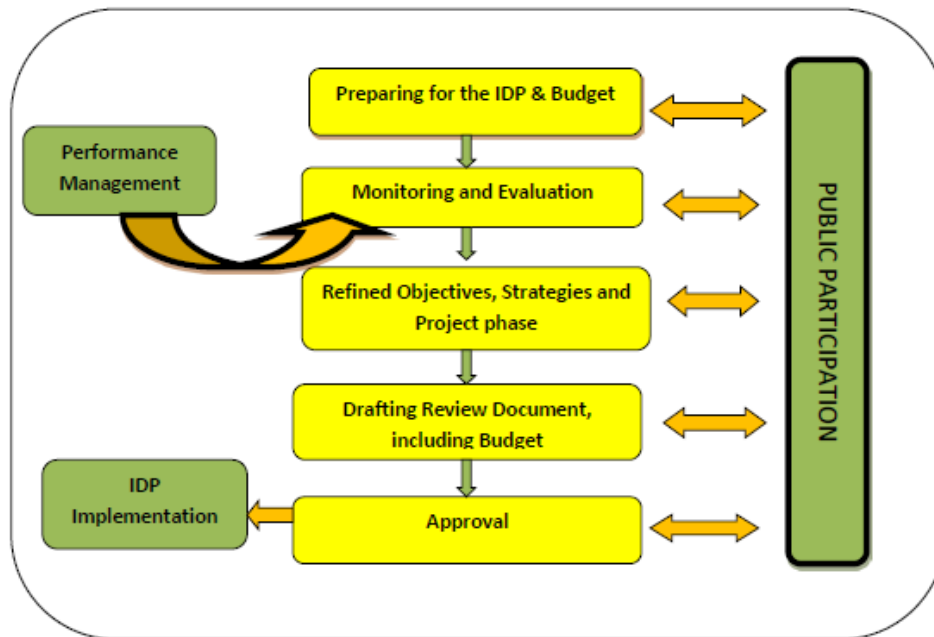


Figure 1.1: Integrated development planning process
(Source: DPLG, 2007)

The figure clearly shows that consultation is supposed to occur at every step of the way throughout the participation process, as the process is supposed to address internal and external circumstances that impact on priority issues, objectives, strategies, projects and programmes of integrated planning. This might therefore imply that service delivery protests mimic some sort of non-adherence or a lack in alignment to the intended public participation process (Manala: 2010).

1.1.4 The IDP Implementation Framework

In order to manage the integrated development planning process effectively, municipalities institutionalise implementation strategies and structures with respect to internal organisational arrangements which are meant to give effect to an inclusive participatory approach. In terms of section 74(a) of the Municipal Structures Act (No. 117 of 1998), municipalities can establish ward communities whose primary function is to act as a communication channel between the community and the municipality. Municipalities have to establish IDP Representative Forums, including representatives from business, labour, community and other organisations. Some municipalities also draw in

representatives from the Ward Committees in the IDP Representative Forums besides engaging with Ward Committees separately. Traditional leaders or their representatives also need to be included.

In addition to community meetings, where everybody is allowed to participate, there have to be smaller meetings and workshops of key representatives to have more in-depth discussions on more strategic and technical issues. Government has realised that the draft IDP framework is not that straightforward for communities to understand. There is no guide as to “*the syllabus*” of discussion to be followed and this can have negative consequences or fruitless contributions. Consequently, the extent of public participation in IDPs and the commitment of municipalities to the process varies across municipal fora and communities. It is not always easy to identify the key stakeholders who should participate in IDP meetings. It is also unclear how representative some of the participants in the IDP structures are and whether the representatives report back to their constituencies and obtain mandates from them. This might be one of the reasons for the upsurge in the number of protests about poor service delivery.

1.1.5 Service delivery

Service delivery is the provision of a product or service by a government to the community to which it was promised, or expected by that community (DPLG, 2007). It is a construct, which is far from being straightforward. Documents contained in the IDP often deal with strategic and technical issues that may be difficult to comprehend and are usually not user-friendly. According to Du Toit (2002), before a service can be delivered, various activities or processes have to be fulfilled. Responsible local government would have to plan and budget for the services and have an action plan in addition to supplying a product/service where and when it is required. Du Toit (2002) further views services as economic activities whose output is not a physical product and which are consumed at a particular time when they are produced. For this reason, services involve deeds, processes and performance.

Du Toit (2002) defines service delivery as a means of expanding the thinking about customer service. If an organisation is going to consistently meet customers' expectations, it must recognise that improving service delivery involves making a commitment to learning the needs of those intended to benefit from the services and thereafter developing action plans that implement “customer centric” or friendly processes. The objective of service delivery should therefore include, amongst other things, equity and efficiency (Fitzsimmons & Fitzsimmons, 2001), given that efficient, effective, economical and equitable public service is the trait of a sustainable public service (Van Niekerk, Van der Walt & Jonker, 2002). This approach links to one of the objectives of this study, namely to investigate possible ‘causes and effects’ of community participation on service delivery and development.

To strengthen its plans to create a better life for all citizens, government has introduced *Batho Pele* Principles to serve as the acceptable policy and legislative framework regarding service delivery in the public service. These principles are aligned with the constitutional ideals of:

- promoting and maintaining high standards of professional ethics;
- providing service impartially, fairly, equitably and without bias;
- utilising resources efficiently and effectively;
- responding to people's needs;
- including citizens in policy-making; and
- rendering an accountable, transparent, and development-oriented public administration.

The purpose of this study was to formulate a public participation framework which would enable effective service delivery to the public.

1.2 BACKGROUND INFORMATION

The provision of an efficient public service in any country is a crucial issue. However, over the past few years South Africa has experienced an upsurge in the number of protests

about poor service delivery (Bhardwaj, 2106; Manala, 2010). Given that participants' acceptance of participatory research processes is key to service delivery implementation, it is justified to assume that this positive view and acceptance of participation in research processes is in the public's best interest for the whole participatory research community. A number of reasons have been given for the rise in these protests. One major reason for such protests appears to be the exclusion or inadequate participation of the society to be served from the integrated development planning process. This resulting in dissatisfaction of services; such as running water and sanitation, electricity, roads, housing, and schools (Manala, 2010). There are also other severe service delivery challenges which vary from unrealistic expectations by citizens to an inability on the part of municipalities to render the services promised.

Participation, as argued in literature (Ebdon, 2002; Wates, 2014; Lafont, 2015; Creighton, 2005), often works best for all concerned when each of the key interest groups is satisfied with the level of participation at which they are involved and see value in so doing. Thus, some who do not have much at stake may be happy to be informed or consulted, whilst others may want to be more intimately involved in decisions and possibly involved in carrying them out. It would also appear that there are great differences in the level of municipal services between rich and poor areas. Inequality has, among other things, also given rise to a sprawling of informal settlements and spread-out residential areas that make cheap and effective service delivery difficult (Akinboade, Mokwena and Kinfack, 2013; Seekings and Natrass, 2015; Alexander and Pfaffe, 2014). One could well ask what has become of the super plan (IDP) meant to give an overall framework for development and coordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area, even in the face of these challenges and protests. Has the integrated development planning process become altogether obsolete and if not, to what extent is it adding value or mitigating against the ills bedeviling service delivery (Reddy and Govender, 2013; Madzivhandla and Maloka, 2014; Kanyane, 2014; Sartorius and Sartorius, 2016; Nene, 2016)?

Although the study has touched upon some of the problems, which this research hopes to elucidate it is necessary to provide the problem statement in a more concise an

integrated form. Government and researchers have accepted that it is difficult to be precise about the impact of participation on the measurement of performance. In 2004, the Council of Scientific and Industrial Research (CSIR, 2004) revealed that 37 Percent of the municipalities demonstrated the ability to both develop and implement participation according to the IDP. Findings showed that 35 percent had the most basic institutional requirements and capacity, yet they relied on expert support and assistance when it came to developing and implementing IDPs effectively. They also did not indicate that they had a complete sense of ownership of the IDP participatory process. The remaining 28 percent indicated that they lacked the necessary basic institutional capacity for planning, and faced huge challenges in developing an effective IDP participation forum.

“Participatory epistemology” is a theory of knowledge, which holds that meaning is enacted through the participation of the human mind (Ferrer, 2002). Therefore, the suggestion that the true meaning of something like service delivery comes only through participation and thus public participation is crucial to effective IDPs, but as observed, getting effective participation is difficult. This also makes it difficult to identify the sources of low efficiency or poor municipal performance. Even more, it becomes difficult to clearly distinguish between those causes of poor performance that can be influenced by municipalities and those considered non-discretionary factors of poor performance. Non-discretionary factors fall outside the ambit of municipalities. However, the *Batho Pele* principles are aligned to the Constitution of South Africa (South Africa, 1996) and it is thus vital, among other things, that public servants are seen to be polite, open and transparent, and as delivering good service to the public.

As local government shoulders the responsibility of delivering municipal services, it is of concern that over the past few years South Africa has experienced an upsurge in the number of municipal service delivery-related protests. Many reasons are given for the rise in these protests. One major postulation is that public participation with respect to service type, service configurations and so on, are either minimal or alternatively are ineffective in the service delivery value chain.

Communication from public participation officials to the communities is either inconsistent or different from the information they receive from their ward committee members and councillors. At times officials communicate directly to the public at large without consulting the ward committees. On the other hand, committee members misunderstand the discussion, planning, implementation, and so on, due to a lack of expertise on the subject / project and they disseminate the wrong information to their community. Therefore, when the service delivery actually takes place, it is not what they envisaged. It is therefore on these bases that the community is outraged due to, among other things, a communication breakdown in public participation.

Furthermore, South African history indicates that during the apartheid era (basically before 1994), all White areas experienced effective service delivery while the Black areas (including Coloured and Indian) generally experienced extremely poor service delivery from local municipalities. After democratic elections in 1994, the South African Government had the extremely difficult task of providing effective service delivery to all areas, including the previous disadvantaged communities (Manala: 2010). In addition, the municipal structure has changed and many new officials have been appointed in senior offices. Unfortunately, it is alleged that some of these appointments have been the result of nepotism and many officials ended up in posts for which they lacked the necessary skills. Furthermore, the political processes have also led to power struggles and the tender processes have been corrupt and not according to regulations. All of these factors (and many more) have contributed to perceptions of poor municipal service delivery.

In order for the IDPs (public participation forum) to effectively influence service delivery, it is necessary that municipalities institutionalise the participation process, thereby giving affected parties access to contribute to the decision-making process as envisaged.

1.3 PROBLEM STATEMENT

Based on the above-mentioned, this study sought to probe the perceptions of community members to obtain their opinion as to whether the various factors identified in the literature

to facilitate public participation and to improve municipal service delivery are occurring in South Africa.

Now it would however appear as if *the current public participation framework is ineffective for effective municipal service delivery*. This may be due to the present framework not being based on sound empirical research in the South African context, as there is no framework for public participation based on empirical scientific research. To close this gap, there is a need to identify the factors that contribute to the success or malfunction of a public participation framework, and consequently develop a scientific framework, which could be more effective. Although some of the frameworks discussed above in 1.2 identify important factors, there is presently no model which shows how these factors influence one another or how they are related, if at all.

In addition, the gaps created through the expectations of South African citizens by government and the weaknesses in the capacity of the local government to deliver through its supply chain processes call for a revisit of the National Policy Framework for public participation: (Trinkūnaitė, 2010: 2011; Viešasis & Smalskys, 2010; Siebert, 2008; Bozeman, 2010; Warren & Pearce, 2008; Glaser, et al. 2008; Nyalunga, 2011; Purdon, 2008; OECD/DAC, 2011; Moreno-Torres, 2011). Even though some studies (Nanz and Dalferth, 2009; Purdon, 2008; Women in Local Government, 2010; Powell & Kleinmann, 2008; OECD/DAC, 2010b; World Bank Group, 2013; Urbinati & Warren, 2008; Schonwalder, 1997; Gaventa & Valderrama, 1999; Nyalunga, 2011) have suggested solutions to the gaps, these solutions are different and are generic. According to Albrecht et al. (2008), cultural contexts of municipalities and countries should be taken into account, hence the need for a contextualised public participation framework. There is no study that has yet been done in South Africa to revisit the framework for public participation, and so, this study was conducted to fill this gap.

1.3.1 Research question

In order for local municipalities to deliver an effective service to its citizens, it is vital that the citizens participate in the various processes involved in service delivery. The major research question to be answered therefore was:

What will be an alternative framework to maximise public participation towards improving service delivery?

In order to answer the main research question, the following sub-questions needed to be answered:

- Which factors influence effective public participation in municipal service delivery?
- What are the perceptions of the public regarding their participation in municipal service delivery?
- Which factors are identified in literature as contributors to community participation in municipal service delivery processes in EMM?
- What are the perceptions of the public regarding the effects of these factors?

1.4 RESEARCH AIM AND OBJECTIVES

1.4.1 Aim of the study

To develop a framework for effective public participation in service delivery process within municipalities in South Africa.

1.4.2 Objectives

In order to realise the research aim the following objectives had to be achieved:

- To conduct a literature review on municipal service delivery in South Africa.
- To conduct a literature review on the factors influencing public participation in municipal service delivery
- To establish factors influencing public participation in municipal service delivery
- To examine public perceptions on the factors influencing their participation in municipal service delivery.

- To develop a framework for effective public participation in municipal service delivery

1.5 RATIONALE

South African government has attempted to put the necessary development planning processes and policies such as the *Batho Pele* principles in place and has recently adopted the IDP process as a vital tool for planning and development to make sure that the public of South Africa enjoy an efficient and effective service delivery. In addition, in order to ensure that available resources are optimally utilised towards the promotion of sustainable economic and social development (focusing on municipal service delivery), municipalities must implement the integrated development planning process. Yet, for a long time now, service delivery protests have been rampant in the country. The question to be asked is “why?” The relevant and current literature shows that the national public participation framework, and municipal service delivery processes and procedures need to be revisited if the gaps or issues causing the public to be dissatisfied with the municipal service delivery have to be dealt with. Studies have come up with solutions to the issues (e.g., Schonwalder, 1997; Gaventa & Valderrama, 1999; Nyalunga, 2011) but they are generic.

This study was therefore conducted to develop a contextualised framework of public participation that will be applied to effect a more effective and efficient municipal service delivery.

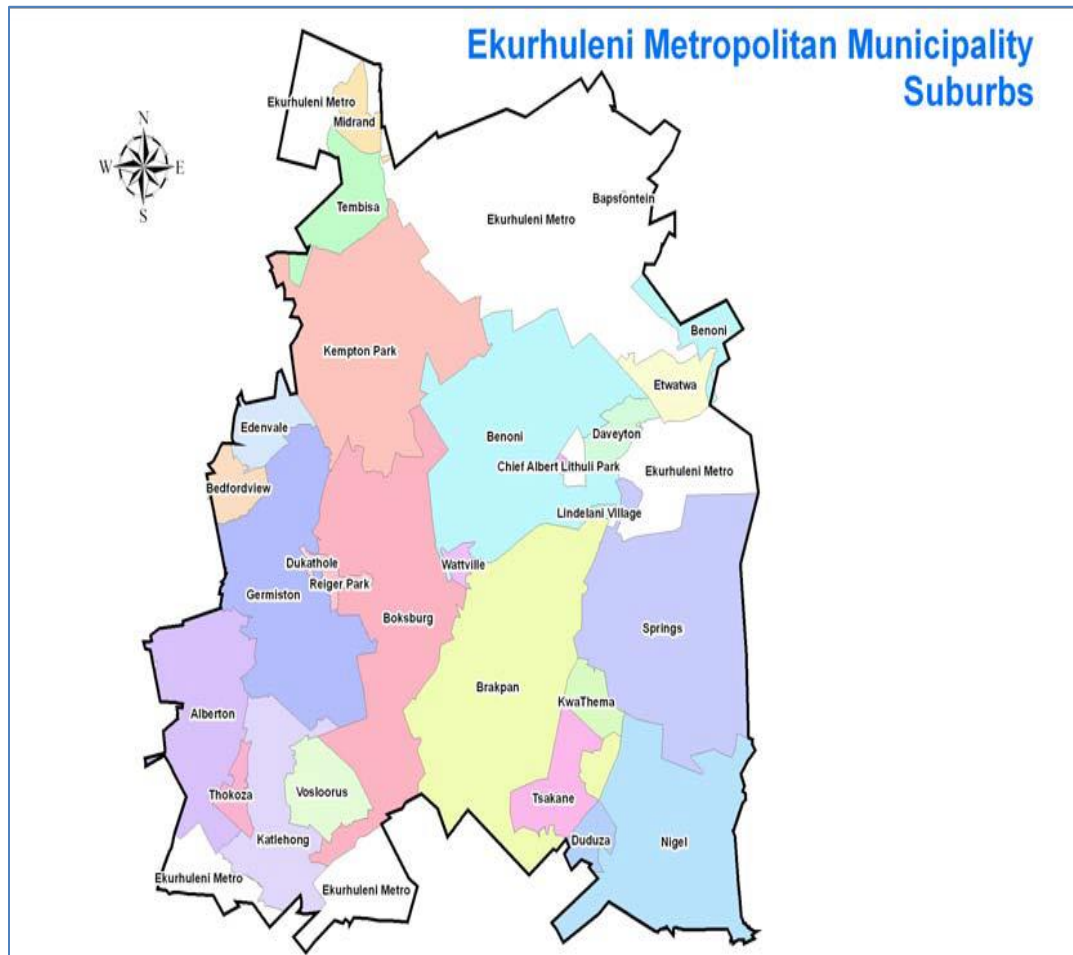
1.6 SCOPE OF THE STUDY

1.6.1 Scope

This study was conducted in the Ekurhuleni Metropolitan Municipality (EMM). The (EMM) was formed in 2000 and is the fourth largest municipality in South Africa out of eight metropolitan municipalities. Ekurhuleni is situated in the Gauteng province to the east of Johannesburg and south of Tshwane, consisting of 9 municipalities, namely, Alberton,

Benoni, Boksburg, Brakpan, Germiston, Kempton Park (including Tembisa), Edenvale, Nigel and Springs.

Permission was already granted for this study to be conducted in EMM and the researcher chose EMM because of accessibility of information and budget constraints.



Map of EMM

(Source: www.microlighters.co.za (17/07/2017))

1.7 SIGNIFICANCE OF THE STUDY

This study suggests a framework for optimising public participation for effective municipal service delivery in South Africa. The framework will provide guidelines and will inform policies in the areas of public participation and public service delivery.

The study will also make a contribution to the body of knowledge in this field of public administration. It will therefore be beneficial to the students, academics and researchers in the field of public administration.

1.8 ASSUMPTIONS

This study is based on the view that participants provided accurate or valid and reliable information concerning their perceptions about public participation and municipal service delivery.

The study also assumes that the data collected from the participants is adequate to validate and make the results of the study reliable.

1.9 OUTLINE OF THE STUDY

The remaining part of the thesis includes chapters as follows:

- Chapter 2 presents the Theoretical Framework
- Chapter 3 presents literature review on municipal service delivery in South Africa
- Chapter 4 presents literature review on public participation in service delivery
- Chapter 5 presents the research methodology that was used in the study.
- Chapter 6 presents the data analysis and results of the study.
- Chapter 7 presents the conclusions and recommendations.

1.10 CONCLUSION

The purpose of this chapter was to introduce the study. For some time now, South Africa has been experiencing service delivery protests. The reasons for this include inadequate participation of the public in the IDP process resulting in dissatisfaction of the services. The literature indicates that public participation often works best when all key interest groups are satisfied with the level of participation at which they are involved and see value in so doing.

It has been argued that the current public participation framework is ineffective for effective municipal service delivery, possibly due to the present framework not being based on a sound empirical research in the South African context. So, this study was set to identify the factors that contribute to the success of a public participation framework, and consequently develop a scientific framework which could be more effective. The aim of this study therefore was to develop a framework for optimising public participation in municipal service delivery using the EMM. Apart from presenting the problem statement, the chapter also provided the research objectives, the importance, scope and delimitations, as well as the study's contribution to the current body of knowledge.

Chapter 2 presents the theoretical framework of the study.

CHAPTER 2

THEORETICAL FRAMEWORK

2.1 INTRODUCTION

This chapter provides the theoretical framework that was applied in this study. The theories discussed in this chapter were to enhance, guide and inform the study. These theories are relevant to service delivery and public participation as they will foster a better understanding of how to ensure collaborative efforts are important. The chapter is divided into seven sections as follows. Section 2.2 discusses the stakeholder's engagement theory, section 2.3 public participation budgetary theory, section 2.4 project integration theory, section 2.5 inter-organisational ICT-supported reforms of service delivery theory, section 2.6 systems theory and section 2.7 concludes the chapter.

2.2 STAKEHOLDER'S ENGAGEMENT THEORY

Norris (2001) states that a service delivery theory is a configuration of technology designed to render services and organisational networks which lead to the delivery of the services that fulfil the needs and queries of the customers. All technological process is as important to the customer as it is to the service delivery provider. In service delivery, three things are important, namely the people, products and processes. The customers are the people who have to be satisfied with products like a house, electricity, infrastructure and land they are going to get from the service provider. The aspects of the technological system should be best prepared to the maximum effectiveness and has to enhance the customer satisfaction opportunities. A customer's satisfaction lies in a company's soft processes (that is, ensuring that the building is cleaned properly and regularly, as well as monitoring the performance of contractors). For example, electricians) or hard processes (that is, ensuring that a building's fire safety systems or air conditioning is operating efficiently, reliably, safely and legally), service systems which affect the ability of the product. If you want to increase your business level, you have to increase the productivity

and the satisfaction of the customers and to maintain the customer loyalty to explore the systems.

With regard to the conceptualisations of public service delivery, Bovaird and Downe (2008) noted that the municipal service delivery framework requires accountability and effective communication between the local government, intermediary body (the independent board), and the citizens (as consumers of the services). However, it can further be reasoned that power struggles can derail both municipal and public (citizens) efforts in achieving effective service delivery.

Much of the discussions concerning public participation are based on obtaining improved collaborative efforts, as collectively we can be better and more insightful than we can be individually (Sengé, 1990:239).

Freeman put the stakeholder's engagement theory forward in 1984 as a proposal for the strategic management of organisations in the late 20th century. Over time this theory has gained in importance, with key works by Clarkson (1994, 1995), Donaldson and Preston (1995), Mitchell, Agle and Wood (1997), Rowley (1997) and Frooman (1999) enabling both greater theoretical depth and development. From an initially strategic perspective, the theory evolved and was adopted as a means of management by many market-based organisations.

As Kerlinger (2002) argues that stakeholder engagement is “a process in which the organization or an institution involves the citizens or those who are affected by the decisions which it makes”. Six principles are there for effective stakeholder engagement, which the organisations use. They come from various sectors – both private and public – and they stipulate what have they have in mind while planning or managing the large-scale programme. These six principles show us the early stakeholder identification and their involvement methods, which contribute to a program's success. The main idea is to develop assertive understanding of the stakeholders of your organisation, what the stakeholders care about, and in what way they relate to the goal you are urging to reach.

The organisation should get to know about their stakeholders, about their complexity and scope. The enterprise-wide programmes in the organisation need a comprehensive scan in order to identify the stakeholders with their needs and interests. Moreover, the next step is engaging them as early as possible. Nobody likes a sudden change in their entity (Hemson, 2007).

The enterprise-wide management that supply programmes that are planned and developed among themselves and the final plan is delivered to the stakeholders. The second principle is to get stakeholders involved in the programme and to encourage them to participate continuously throughout the lifecycle of the programme. Millan (2001) states that the organisation has to use the right mechanisms in order to keep the stakeholders happy. The third principle is to listen with “both ears open”. If you are in a discussion with your stakeholders, they say what they are really thinking and they may be full of mistrust and sceptic towards the programme. They will not participate if you do not give them proper guidance and ways to improve the participatory process. You have to be open-minded so the stakeholders will continue participating. In addition, the fourth principle is to communicate often with stakeholders and for the organisation to have a good relationship with these stakeholders.

2.3 PUBLIC PARTICIPATION BUDGETARY THEORY

One of the founders of this theory, Cleveland Frederick, advocated for effective municipal budgets during the 1900s. According to Stones (2001), a good public participation budgetary practice enables governments to be more responsive and accountable, and it can develop the people’s perception of the performance of the government and the services they receive. Through the planning and budgeting entity, the government undertakes to provide services for the public. Public participation is nothing but the process of voting, being involved in political meetings, running for office, attending public hearings, and reading newspapers and watching the news on the television to get up to date information. The governments have used innovative forms of the people’s involvement surveys, neighbourhood councils and so on. Davids, Maphunye and Theron

(2005) clarify that the government has to know about the purposes for the involvement of the people, approaches in eliciting people participation, and the points in planning the budgeting performance cycle. They can approach them effectively, to get information for the decision making process, and to communicate to the people regarding the news collected by them and how it was used.

Efforts should be made before a decision has been taken, to test the various ideas and approaches of the public. In addition to that, the government has to get the public involved in all the meetings to keep them up to date.

2.4 PROJECT INTEGRATION THEORY

Young (2004) explains that project integration is a collection of the tasks needed to ensure that the elements of the projects are coordinated properly. It involves the competing objectives that will exceed stakeholder requirements and expectations. Project management is the process of directing and coordinating the material and human resources of a project by using innovative and modern management techniques to achieve the set goals and the objectives of the scope, quality, participant satisfaction, and so on. The project's task has to be clearly defined and the efforts of the manager of the project can be directed and guided towards the effective and efficient use of the resources by the public. For perfect project integration, these things must achieve success in their task or project: the organisational structure, leadership or motivation, and communication. These are the things to be dealt with in project integration in order to succeed in the process of targeting the goals of their organisation.

2.5 INTER-ORGANISATIONAL ICT-SUPPORTED REFORMS OF SERVICE DELIVERY THEORY

The focus on intra-organisational information and communication technology (ICT) supported reforms traditionally; a citizen is confronted with many offices, which perform separately different tasks in relation to a specific service (Bekkers, 2005). This

fragmentation of public service delivery leads to an increased administrative burden for companies and citizens (Bekkers, 2001) and a decrease of public agencies' efficiency (Yang & Maxwell, 2011). Governments are therefore setting up reform trajectories and such reforms have both an intra- and inter-organisational dimensions.

From an inter-organisational perspective, an important issue in the delivery of public services is the need for integration and coordination of organisational providers into [integrating] service delivery networks (Provan & Milward, 2001). In addition, another trend contributes to and desires these networks: the contracting out of services to semi-autonomous agencies and private parties (Milward & Provan, 2003; Scholl, 2006). Information can be considered as the main resource triggering the cooperation between different government agencies at different levels towards public service delivery networks. Service provision in networks is likely to fail if the information systems of the public agencies are not properly integrated (Janssen & Verbraeck, 2005). A typical characteristic of this type of networking is the use of (joined-up created) ICTs: inter-organisational information systems become necessary in order to increase information sharing between different public and private agencies or to enable cross-organisational business processes.

The focus is on complex change trajectories within single public organisations in which the implementation of new ICTs and other organisational innovations plays a key role in order to integrate individual services towards public agencies' customers. From an intra-organisational perspective, such reforms are characterised by a strive for back office integration that refers to connecting the quasi-autonomous information chains to consult single organisation entities in order to transform, optimise and integrate front office interactions between citizens and companies (Bekkers, 2005; Rhodes, 1997). Huijboom (2010) labels these reforms as a fundamental change process towards client oriented public organisations in which ICT-changes form only one element. The fundamental characteristic of this change is reflected by the fact that Hoogwout (2010) conceptualises client-orientated government as a new paradigm composed of a set of values, practices, and beliefs shared by the representatives of the paradigm.

The theories discussed in point 2.2.4 above do act as a lens through which one can focus efforts to improve collaboration or integration of the various aspects involved in service delivery, but they do not indicate the influence which the various processes have on one another. A systems approach can assist to optimise how the various parts influence the whole, namely that service delivery consists of a number of components that work together for the overall objective of the whole.

2.6 SYSTEMS THEORY

Systems theory is a conceptual framework that allows one to view an organisation such as the EMM as a social system composed of sub-systems, which interact with one another in a holistic way. A simplistic model is to view the system in terms of inputs, throughputs and outcomes. Consequently, the inputs could result from answering the question: where are we now? It would require knowledge of the basic resources and needs of the community, which the local authority is providing, namely services such as water, electricity, sanitation, infrastructure, land, and housing. In addition, it requires the input of various community groups working through elected officials and so, it is political in nature. The throughputs involve the various processes involved in answering the question: how do we get to our vision of effective service delivery? Therefore, the influence of the various constructs involved in service delivery need to be transformed into a whole during this process. Finally, the outputs involve the answer to the future question of effective service delivery. Therefore, the input is the phase where outputs such as performance in service delivery needs to be determined. From these outputs, one can again obtain feedback to the inputs in order to improve the functioning of the system as a whole.

This researcher has identified numerous gaps in the framework used to guide effective municipal service delivery. The perception is that the local authorities, in an effort to deliver on their mandate of effective service delivery, tend to ignore the most important component of the system, namely the throughput or transformation process. This

'shortcut' eliminates public participation as it assumes that the plan that local authorities bring to the table is a done deal and requires only a "rubber stamp". In terms of an analogy, the dinner table has already been set and only the knives and forks require correct placing. This effect is shown diagrammatically in Figure 2.1.

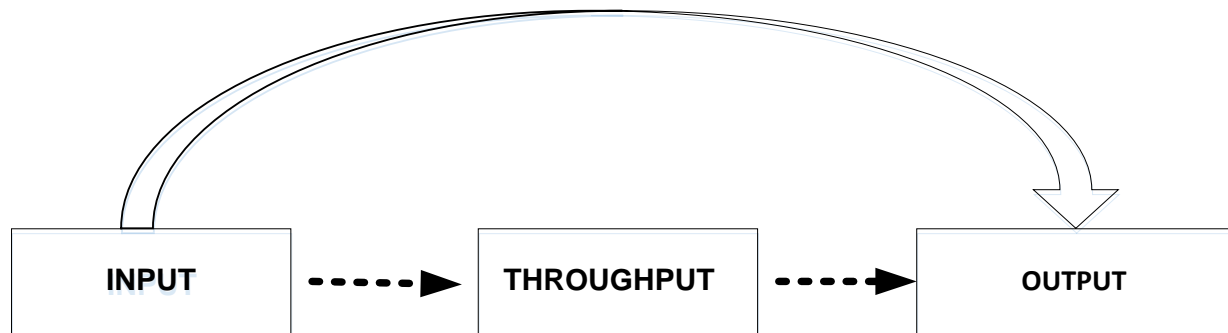


Figure 2.1: The direct effect of input to output
(Source: Own)

In order to obtain stakeholder participation in a collaborative way, the researcher suggests, that the throughput process should contain at least the following factors: public participation, accountability and transparency, putting people first by using a people centeredness approach, open communication with all stakeholders, relevant knowledge of the social background in which the local authority operates, knowledge of the presence of power struggles, and equal gender representation in the important decision making processes. This social system does not operate in a vacuum, but takes place in an environment where various stakeholder groups are involved, namely central government, citizens, businesses, policing authorities, health authorities, non-governmental organisations (NGOs), pressure groups, employees, councillors, and the media. In addition to these groups, there are also social norms and various role expectations associated with formal organisations, such as local authorities, which was been established for a specific purpose such as service delivery. This dynamic interaction is shown in Figure 2.2.

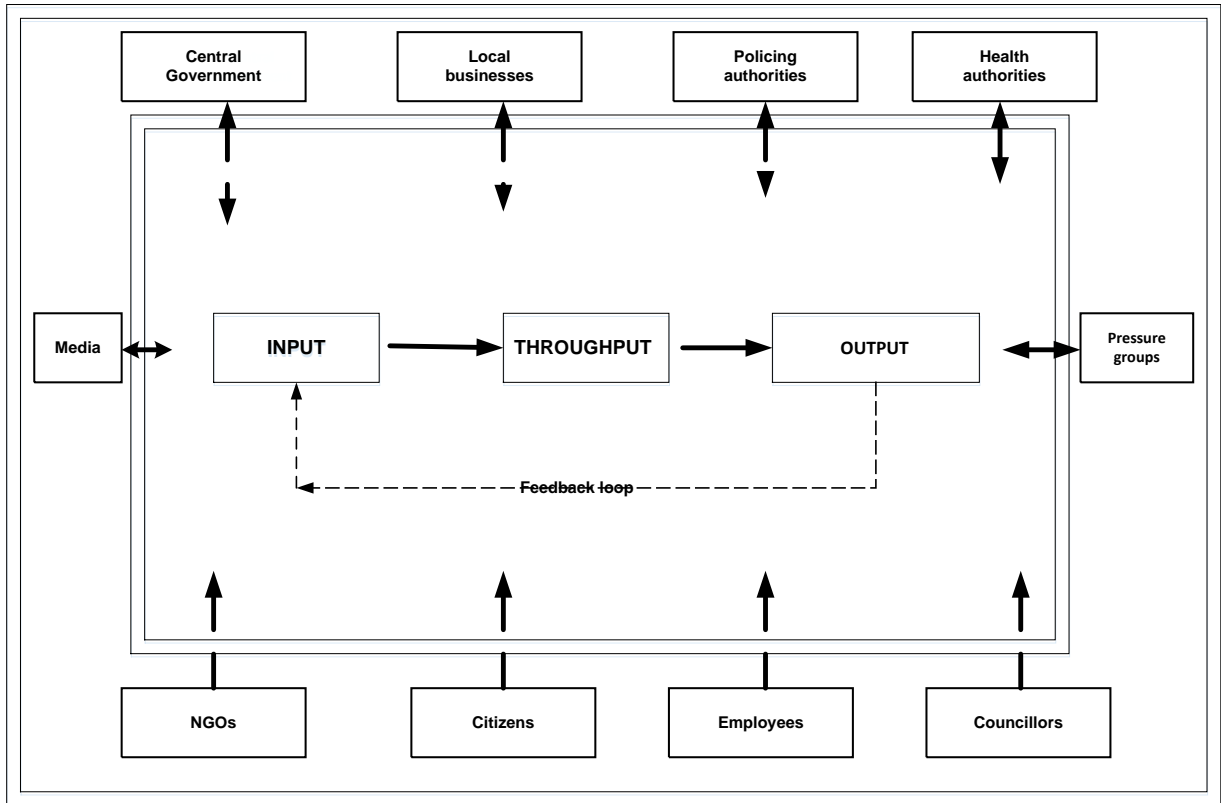


Figure 2.2: Various stakeholder groups impacting on the service delivery processes (Source: Loock, Grobler & Mestry, 2006:7)

The researcher designed a questionnaire in order to obtain the perceptions of the community in which the EMM operates as a basis for postulating a model to optimise public participation as a means to effective service delivery. Hence, this research can be seen as a way of measuring the output of the present system in which service delivery operates in order to provide feedback that can be used as further input to the system. Although the various factors involved in the throughput process is shown separately they should be considered as a sub-system that operates as a completely socio-cultural system. The throughput attempts to obtain public participation, transparency and accountability, a people centeredness approach, effective communication between various stakeholder groups, the influence of power struggles in local communities, and gender representation. All these various factors involved in the throughput occur within an environment where social and economic forces impact on the system and so, they should not be viewed as separate entities. This researcher thus views the input-

transformation-output model as a model, which is in a dynamic relationship with its environment, and when it receives inputs, it transforms them, exporting them as outputs of some kind. The various factors, which play a part in the transformation process, are given in Figure 2.3.

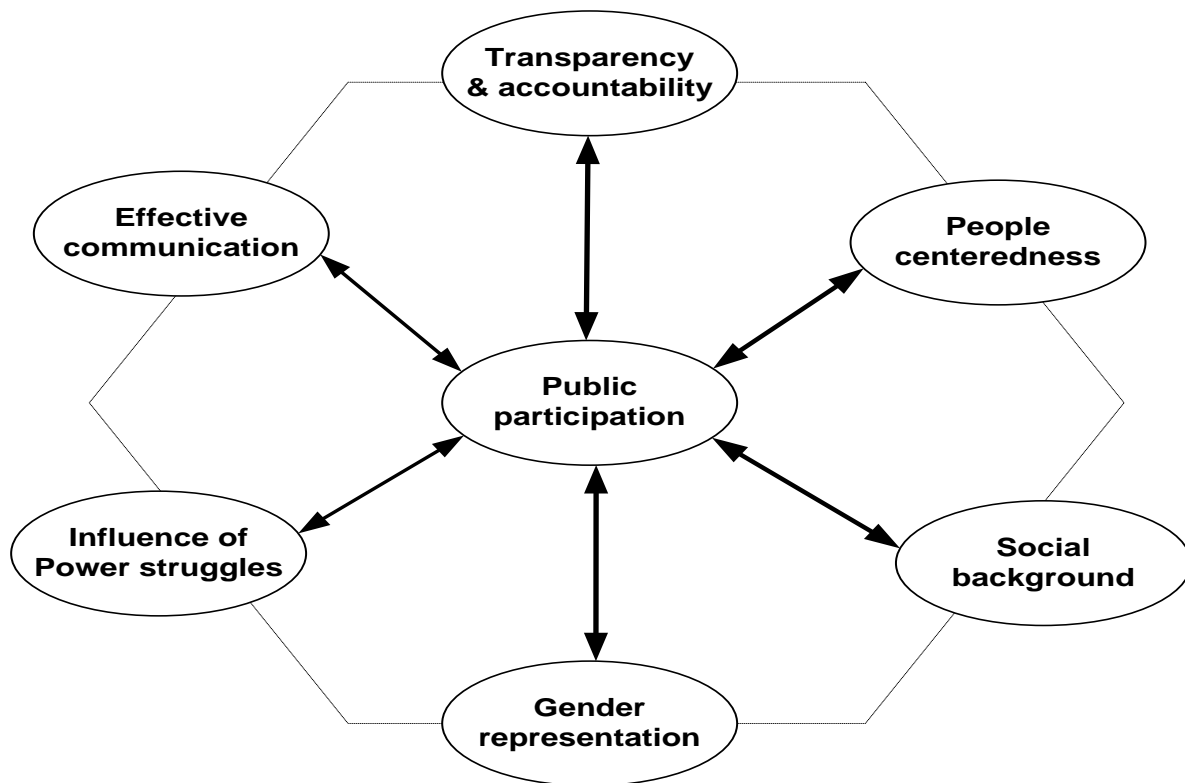


Figure 2.3: The various factors involved in the transformation or throughput process (Source: Own)

Figure 2.3 shows that public participation is influenced in a reciprocal way by effective communication, transparency and accountability, people centeredness, power struggles, gender representation and social background issues. These various factors thus probably correlate with one another, but causal influences may not be non-recursive (Arbuckle, 2007:78). It is thus possible that public participation impacts directly on all factors shown and indirectly through others such as transparency and accountability and effective communication. This researcher will investigate the various causal impacts using Structural Equation Modeling (SEM) in Chapter 4.

2.7 CONCLUSION

This chapter discussed five theories that underpinned the study. These were: the stakeholder's engagement theory, public participation budgetary theory, project integration theory, inter-organisational ICT-supported reforms of service delivery theory, and systems theory. An important issue in the public service delivery is the need for integration and coordination of the stakeholders of service delivery networks. There is also a trend of contracting out of services to semi-autonomous agencies and private parties. Information is necessary for the cooperation between different government and private agencies and the use of ICTs is necessary to increase information sharing between them to enable cross-organisational business processes.

These theories enable one to focus efforts to improve collaboration and integration of the various aspects involved in service delivery. A systems approach can assist to optimise public participation for effective service delivery by making sure that the different components work together for the overall objective of the whole. Public participation, transparency and accountability, people centeredness, communication, power struggles and gender representation in the input-transformation-output model occur within an environment where social and economic forces impact on the system and so, they should not be viewed as separate entities.

Chapter 3 gives a critical review of the literature, which is associated with municipal service delivery in South Africa.

CHAPTER 3

MUNICIPAL SERVICE DELIVERY IN SOUTH AFRICA

3.1 INTRODUCTION

Although this study is about a public participation framework, service delivery issues within municipalities essentially trigger it. Excluding this matter from literature review would render it incomplete. Therefore, literature review was divided into three chapters. This chapter provides a critical review of literature pertaining to municipal service delivery, whereas chapter 4 focuses on public participation issues. The chapter is divided into three sections as follows. After the introduction, section 3.2 presents the literature review, and section 3.3 concludes.

3.2 LITERATURE REVIEW

In this section, the current literature pertaining to public service delivery is critically reviewed.

3.2.1 *Municipal service delivery*

Municipal services are services that are funded with public money. This money is mainly obtained from the public who pay rates and taxes on the land they own and for municipal service deliveries, such as water supply, electrical supply, refuse removal, and sanitation services. In South Africa, these services are provided on a sliding scale with poor people paying less than wealthy ones. The State also allocates funds for certain basic requirements, but all of these come from public money. Service delivery entails distribution of basic resources citizens depend on, like water, electricity, sanitation infrastructure, land, and housing. Departments submit their budgets, planned service delivery programmes to the treasury, and funds are allocated to local governments for accountability and transparency (Office for Civil Society, 2014). The delivery of public services can take place through the state or on behalf of the state by a voluntary and community organisation (VCO) or a private sector company (Office for Civil Society,

2014). A public service delivery entails contracting (includes contract management and delivery of services after the contract has been awarded), commissioning (drawing up a list of services on demand and allocating them to providers), procuring (doing the shopping of goods and services from providers) and tendering (choosing the best or cheapest company to supply goods or services). All these processes enhance the execution of duties by the officials and allows fairness in provision of public services (Office for Civil Society, 2014; Bovaird & Downe, 2008). Bovaird and Downe (2008) conducted a survey of municipal officials across Africa (south, east, and central Africa) and reported that the public involvement in the process of public services leads to perceived better services. However, they did not research the possible causal links between any of the constructs on which effective service delivery is based.

The Batho Pele principles

The aim of creating a better life for all and to motivate the right attitude and good governance resulted in the national government introducing the *Batho Pele* Principles (People First), a “tool” nested in strategies to enhance community participation and service delivery (Department of Public Service and Administration, n.d.). By adopting and implementing the *Batho Pele* principles of consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money, local government has taken a step in establishing a professional customer orientated service. These constructs contained in the *Batho Pele* document should also feature in any framework or model which attempts to capture the complexities involved in service delivery issues.

Ababio (2004) compliments these principles as a new and holistic framework to make the aim more realisable, practical and beneficial to the internal and external customers of the public service. This is aligned to the Municipal Systems Act (No. 117 of 1998), section 16, which proclaims that a municipality must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. This creates a platform for the public to participate in local government

participatory forums called the integrated development programme and other strategic decisions relating to the provision of municipal services.

The initiatives of the *Batho Pele* Principles have been enthusiastically welcomed and received. It has become a brand name for improved service delivery to the local community. Ababio (2004) argues that the principles could not yield the desired results, because it has been “slow” in its implementation.

3.2.2 Overall solutions

In view of the perceived gaps identified in the literature, a number of overall solutions were extracted irrespective of whether a country is a developed, a transitioning economy, or a developing nation. On this note, building the confidence of mutual-citizens and local government staff has a great importance to the positive outcomes of participation (Duffy et al., 2008). Firstly, the municipalities should examine the shortcomings and problems of citizen participation in public service quality improvement processes and develop it in accordance with citizen participation in the process of public service strategies that would provide the monitoring of the dynamics of civic participation. Secondly, in order to influence more public participation, the municipal government should promote cooperation between the community and community delegates so as to strengthen trust. Thirdly, information should be provided in such a way that it could reach all the residents and arouse greater enthusiasm among them to participate in local government. Fourthly, the public should be enabled to ascertain that they are indeed able to influence the quality of municipal services (Duffy et al., 2008).

There is need to organise more training for the local government officials, politicians and residents to clarify and use the opinions and preferences of the public (Savivaldybių, 2010). Moreover, the NGOs and gender-based organisations should be encouraged not only as an element of civil society for collective participation (Cornwall & Schattan, 2008), but also as fully-fledged participants in the local public services market (Warner & Hefetz, 2010). The municipality has to provide financial and technical assistance in the

development of such organisations to influence public participation (Hall, Lobina & Terhorst, 2013).

3.2.3 Workforce turnovers (impacts on service delivery)

Workforce turnover impacts on service delivery and surveys conducted by the OECD/DAC (2009a; 2009b) on fragile nations like Armenia, Egypt, Congo, South Africa, Sierra Leone, Somalia, Syria, Palestine and Pakistan showed that the countries' local governments face high employee turnover. This was due to pressure from national conflicts, which in the context of this research are power struggles. In this light, the surveys viewed employee turnover as a gap that necessitates a revisit of the service delivery framework in such fragile nations.

On the other hand, the surveys reported high councillor turnover due to work-overload as the councillors attempt to meet the requirements of their positions. This signified a virtual collapse of municipal administration, with key appointments not being filled, making it impossible to continue with the daily functions of the municipality. Work overload in the municipalities of these countries signified a human resources gap, which adversely affects public participation and municipal service delivery. As a result, the surveys recommended that the countries should review the employment terms and policies at the municipal levels. Thus this necessitates a revisit of the municipal administration framework. The turnover of key municipal employees was further linked to strained relationships between the executives in the municipality and ordinary councillors. Partly, this signified power struggles and partly poor channels of communication from the municipal administration. Insightfully, it was deduced that strained relationship amongst the municipal employees arose from lack of a meaningful mechanism for councillors to influence decision-making, amongst others. This in turn, was used by the councillors to incite the public against the municipal executives, a fact that led to further power disputes. Analytically it can be deduced that the municipalities lacked transparency and accountability. So, this subset of problems further affected the performance of councillors in many municipalities. On this note, studies called for the restructuring of the municipal policy frameworks so that the public can also give their views regarding the performance

of executives in the decision-making processes. Succinctly, the situation showed that the public participation framework on service delivery was ineffective, and hence needed to be revisited to achieve effective delivery of municipal service delivery.

3.2.3.1 Resource Gap: Cost

Studies associate lack of resources with ineffective service delivery (OECD/DAC, 2008). Despite increasing public participation in developing countries, studies noted that insufficient resources were provided to support the aspirations of government for greater public participation. Key among the notable gaps were inefficient infrastructural resources, such as a lack of constituency offices from which to operate, as well as a lack of administrative support (OECD/DAC, 2008). Consequently, this can lead to ineffective planning and delivery of services to the public. Therefore, the studies recommended that participatory practices must be carefully evaluated based on their costs and benefits, and public participatory arrangements should be chosen to suit to the particular area and level of public governance (OECD/DAC, 2008). This also signified the need to revisit public participation framework and service delivery so as to take into account unique challenges and needs of each municipality, rather than using a general costing approach.

The World Bank (2010) reported that public participation places a burden on the time and finances of participants. These costs are often overlooked; a serious omission because they directly influence who can take part (World Bank, 2010). Overuse of participatory processes may also discourage citizens from participation, as the costs of repeated involvement may be perceived as too high (World Bank, 2010). There are real costs to both administrations and to citizens. They can be carefully controlled, but they cannot be completely removed. The challenge, therefore, was to revisit the public participation framework to demonstrate that participation carries benefits that are worth the cost (World Bank, 2010). This is because the citizens may be discouraged if the impact of their contribution cannot be assured (World Bank, 2010). The need for the revisiting the participation framework is to ensure that the participants and the public at large are able to see that the participation process delivers what it promises (OECD/DAC, 2011).

Revisiting of the framework can further assist proponents of public participation to monitor the costs and benefits of using public participation in each case (OECD/DAC, 2011).

3.2.3.2 Trust Gap

Lack of trust according to Nanz and Dalferth (2009) was linked as a contributing factor in strategic incoherence in municipal governance and service delivery the world over. However, the gap was more pronounced in corrupt countries as well as countries facing power struggles in the Asia-Pacific and Africa. The public from South Africa, Egypt, Kenya, Congo, and Somalia did not trust the local government and thus they were not ready to engage with them (Nanz & Dalferth, 2009). As a result, there was an upsurge in lack of coherence between what the local government says and what it fulfils. The public officials also did not trust the central government to come up with sensible solutions to the local public's problems (Nanz & Dalferth, 2009). Consequently, this explained isolated operations of local authorities in each country surveyed. Insightfully, this signified a lack of effective communication and cohesion in achieving comprehensive service delivery. This could lead to ineffective service delivery, and hence the need to revisit the public service framework so that it addresses cohesiveness and trust among municipal departments and officials towards achieving effective service delivery (Nanz & Dalferth, 2009).

3.3 CONCLUSION

The purpose of this chapter was to review the literature pertaining to public service delivery. Public service delivery entails contracting, commissioning, procuring and tendering, the processes which enhance the execution of duties by the officials and allows fairness in provision of public services; their possible causal links are yet to be investigated. The Batho Pele principles should be aligned to the Municipal Systems Act (No. 117 of 1998) to create a platform for the public to participate in the IDP and other strategic decisions relating to the provision of municipal services. The implementation has been "slow".

Building the confidence of mutual-citizens and local government staff through citizen participation in public service quality improvement processes, training of local government officials, politicians and residents to clarify issues, encouragement of NGOs and gender-based organisations, and participation in the local public services market are important. Workforce turnovers, work overload, lack of resources (such as infrastructural resources) and lack of trust impact service delivery negatively. All these call for a revisit of the municipal policy frameworks and public participation framework for municipal service delivery.

The next chapter critically reviews the literature pertaining to public participation.

CHAPTER 4

PUBLIC PARTICIPATION IN SERVICE DELIVERY

4.1 INTRODUCTION

This chapter provides a critical review of literature pertaining to public participation and service delivery. This study is concerned with optimising public participation for municipal service delivery. Therefore, knowing what has already been done on this topic, who, where and how has it been done, and what is yet to be done cannot be overemphasized. This chapter is meant to address these issues. The chapter is divided into 3 sections as follows. After the introduction, section 4.2 presents the literature review and section 4.3 concludes.

4.2 LITERATURE REVIEW

In this section, the current literature review pertaining to public service and public participation is critically reviewed.

4.2.1 Local government and a public participation framework

4.2.1.1 Public participation

Public participation means a process by which potential interested and affected parties are given an opportunity to comment on, or raise issues relevant to, an application. Ababio (2004:273) postulated that on one hand it could describe the relationship between local government and the community, while on the other it could describe the extent to which the community influences decisions that affect their well-being. It presents the dilemmas encountered by community participation in local government. Amongst others, the role of the community, the importance of community participation, and the challenges presented by community participation are examined. For community participation to be effective there are a range of options and opportunities to actively involve the community in municipal matters. The principles of *Batho Pele* are accordingly meant to enhance

community participation in developmental local government for improved service delivery (Ababio, 2004).

4.2.1.1.1 MEANINGFUL PUBLIC PARTICIPATION

In order for public participation to be classified as meaningful it should include:

- i. Involvement of all stakeholders, including the marginalised groups such as women and the youth.
- ii. Involvement of all the stakeholders from the initiation to the implementation of policy.
- iii. Involvement of the community in a wide range of administrative policy-making activities.
- iv. The determination of levels of service, budget priorities and other issues that affect the welfare of the community.
- v. Allowing the community, if it wishes, to state in a general way, what it considers to be important issues or policies. Thus strategies need be evolved to translate such wishes into reality.

4.2.1.1.2 THE PROCESS OF PUBLIC PARTICIPATION

The process involves the following five stages which are represented in Figure 4.1

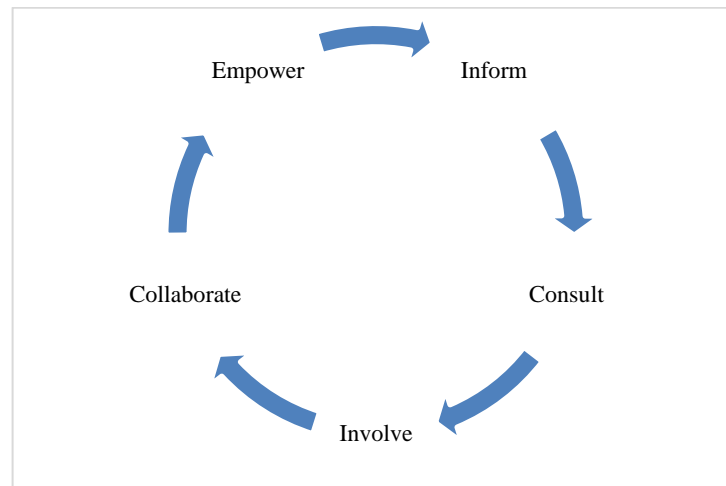


Figure 4.1: The International Association for Public Participation (Source: DWAF, 2001:05)

The shows processes which differentiate among five levels of participation:

- **Inform** – that is to provide the community with balanced and objective information to enable people to understand the problem, alternatives and possible solutions.
- **Consult** – that involves obtaining feedback on analysis, alternatives and decisions. It also involves acknowledging concerns and providing feedback on how public input has influenced the decision.
- **Involve** – the ultimate aim is to work directly with the community throughout the process to ensure that community issues and concerns are understood and considered at an early stage.
- **Collaborate** – the objective being to involve the community as equal partners on each aspect of decision-making, including the development of alternatives and the identification of the preferred solutions.
- **Empower** – the aim being to place the final decision in the hands of the community. This will ensure that the decisions taken by the municipal council are easily accepted by the community.

From the processes shown in Figure 4.4 public participation would probably involve all of them with an emphasis on authentic collaboration. The use of the word authentic in describing collaboration indicates that there can be various types of collaboration as there is of participation.

4.2.1.1.3 TYPES OF PUBLIC PARTICIPATION

The World Bank (DWAF, 2001:05) identifies three types of community participation:

- i. **Passive participation**, which involves only the dissemination of information to stakeholders, such as disseminating information during an awareness campaign.
- ii. **Consultative participation** occurs when stakeholders are consulted before a municipality makes a decision. However, the community does not share the decision-making responsibility.
- iii. **Interactive participation** occurs when stakeholders are involved in collaborative analysis and decision-making. This type of participation is important when a municipality intends to share a mutually beneficial rapport with both the community

and local political structures in building up a shared developmental vision while setting goals.

In general, public participation has to be subjected to some form of order, as it is unlikely that decision-making can occur without some form of order such as rules of procedure during meetings. The public is composed of many different groups of people and some form of constitutional rules, regulations and binding laws which guide participation have to be developed so that chaos would be avoided during public gatherings. Aspects which need to be considered include things like non-representativeness, the historical factor, lack of education and civic apathy, lack of public accountability, community disillusionment with local government ineffectiveness, lack of ethical conduct, and perceived corruption. Such aspects stand to hinder progress in local government when it comes to public participation and service delivery. Good public participation practices can enable governments to be more accountable and responsive, and can also improve the public's perception of governmental performance and the value the public receives from the government. The National Advisory Council on State and Local Budgeting Recommended Budget Practices includes recommendations for stakeholder input throughout the planning and budgeting process (DWAF, 2001). This process is shown in Figure 4.2.

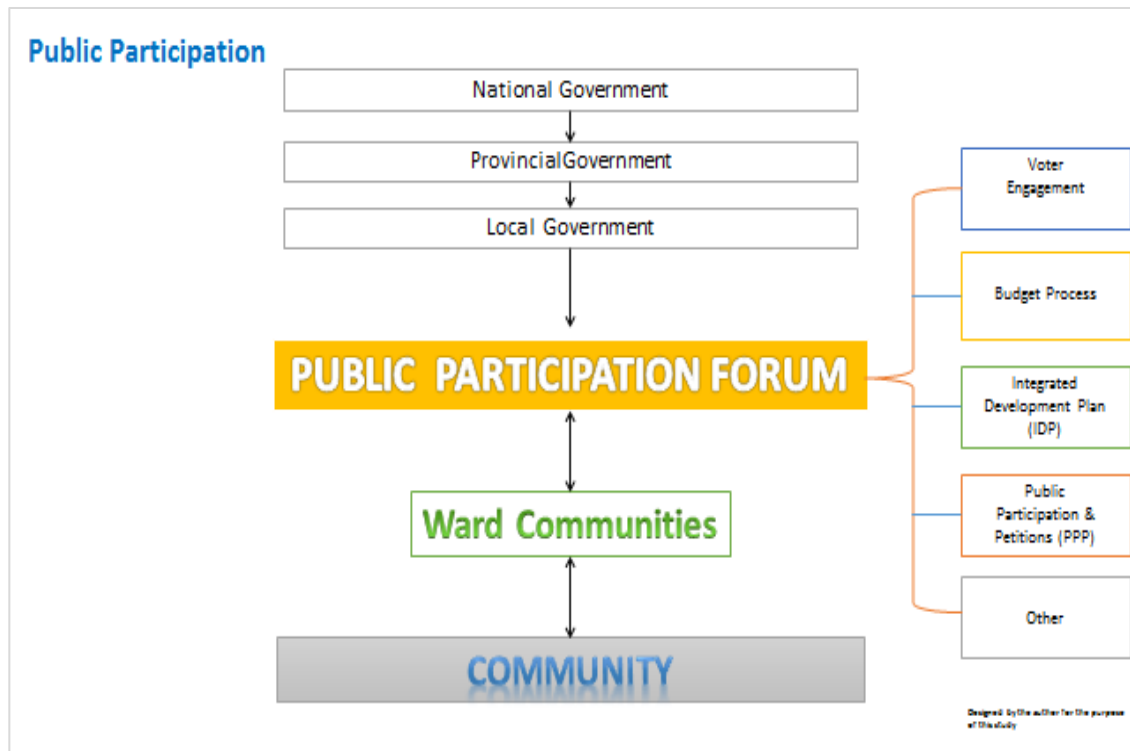


Figure 4.2: The process of public participation in South Africa (Source: Own)

4.2.1.2 The three-tiers of national, provincial and local government

4.2.1.2.1 NATIONAL GOVERNMENT

There seems to be confusion about what constitutes national government and state government. In South Africa the national government is supreme above all of other branches of governance. In this study it has very little significance. The Republic of South Africa is a constitutional democracy with a three-tier system of government and an independent judiciary, operating in a parliamentary system. Legislative authority is held by the Parliament of South Africa. Executive authority is vested in the President of South Africa who is head of state and head of government, and his Cabinet. The President is elected from the Parliament to serve a fixed term. South Africa's government differs greatly from those of other Commonwealth nations. The national, provincial and local levels of government all have legislative and executive authorities in their own spheres, and are defined in the South African Constitution (South Africa, 1996) as "distinctive, interdependent and interrelated".

There are several provisions in the Constitution of the Republic of South Africa (South Africa, 1996) for public participation, which legislate how public participation must be conducted. These include, among others, organised formations of civil society, processes, consultations, conferences and public hearings. It is the national government that prescribes these regulations for provincial and local governments to implement.

4.2.1.2.2 PROVINCIAL GOVERNMENT

The nine provinces of South Africa are governed by provincial governments which form the second tier of government, between the national government and the municipalities. The provincial governments are established, and their structure defined, by Chapter Six of the Constitution of South Africa (South Africa, 1996). The provincial governments of the nine provinces of South Africa have their own executive and legislative branches, but no separate judicial systems. In each province the legislative branch consists of a provincial legislature, varying in size from 30 to 80 members, which is elected through party-list proportional representation. The legislature elects one of its members as Premier to lead the executive branch, and the Premier appoints between five and 10 members of the legislature as an executive council (a cabinet) to lead the various departments of the provincial government.

Local government, which is the third tier of government, falls directly under the provincial government and is mandated by provincial government to carry out the prescribed legislations. In the context of this study it is to maximise public participation which is to involve all stakeholders in local governance for effective service delivery.

4.2.1.2.3 LOCAL GOVERNMENT

Local government in South Africa consists of municipalities of various types. The largest metropolitan areas are governed by metropolitan municipalities, while the rest of the country, with the exception of the Prince Edward Islands (although for certain legal purposes they are deemed to fall within the City of Cape Town), is divided into district municipalities, each of which consists of several local municipalities. After the municipal

election of 18 May 2011 there were eight metropolitan municipalities, 44 district municipalities, and 226 local municipalities (Media Club South Africa, 2011).

Municipalities are governed by municipal councils which are elected every five years. The councils of metropolitan and local municipalities are elected by a system of mixed-member proportional representation, while the councils of district municipalities are partly elected by proportional representation and partly appointed by the councils of the constituent local municipalities (Community Organisers Toolbox, 2012).

After receiving instruction from provincial government, local government has to implement the respective regulations and laws pertaining to local governance within the allocated times frames for effective governance of its citizens, and public participation is one of the mandatory requirements that must be implemented.

There are various engagements or sub-committees within the local government public participation process that enhances that overall participation process: voter engagement, budgeting process, IDP, public participation and petitions (PPP), and other stakeholders (a local mayor may directly communicate with the public or the public may directly contact the mayor on problems concerning them).

i. Voter engagement

Citizen duty features when it comes to the choice between voting or not. Many, especially from racial minority groups, say they will vote to show their commitment to democracy and elections, even if their party will not win. Voter engagement is one of the public participation events, where the public influences the nature and status quo of the country's politics. The local government usually listens to the public towards election time so that they will not lose the vote. Voter engagement is a 'carrot and stick' situation. In some cases, the public want to be heard so that they can defend the government, while in other cases they want to be heard because they oppose the government's decisions.

Voter engagement in public participation is significant in that it:

- a) facilitates the participation and representation of communities in a fair, equitable and transparent manner through the environmental, social inclusion and voluntary sectors on decision making bodies;
- b) strengthens the capacity of communities and of the environmental, social inclusion and voluntary groups to contribute positively to the community in which they reside/participate; and
- c) provides information relevant to the environmental, social inclusion and voluntary sector and acts as a hub around which information is distributed and received (Hogan, 2014).

Good voter engagement can facilitate quick and democratic movements of events among the public participants.

ii. Budget process

Over recent years, participatory budgeting initiatives have gained increasing popularity as a reaction to unresponsive representative processes and widespread failure to meeting fundamental community needs despite economic growth. These initiatives typically involve a competitive process in which local residents decide the allocation of a limited amount of discretionary funds for infrastructure projects. Using rights-based participatory mechanisms in state budgeting enables both a scaling up of existing participatory models, as well as a paradigm shift in budget and revenue policies. More generally, moving from competitive allocation, based on assumptions of scarcity, to collaborative proposals for funding shared goals.

Needs-based budget advocacy

Participants are involved in community and state-wide discussions about how the budget can meet its purpose of addressing people's needs. At community level, participants engage in needs assessments, and review current and proposed budget and revenue policies. They adopt general budget resolutions outlining priorities and areas of unmet need. The administration takes these resolutions into

account in the budget formulation process, but their implementation is not required. Participants understand their participation as an advocacy tool, and as a step toward holding government accountable. An example of experts working systematically with the people to facilitate a participatory process can be found in Durban, South Africa. In 2001, the eThekweni Municipality initiated a process of “Integrated Development Planning,” centred on community participation and citizen’s needs assessments. The Municipality approved a budget that integrated extensive community involvement, calling it a “People’s Budget” (Department of Provincial and Local Government, 2004).

iii. The Integrated Development Plan (IDP)

In 1995 the Forum for Effective Planning and Development (FEPD) defined integrated development planning as:

A participatory approach to integrate economic, sectoral, spatial, social, institutional, environmental and fiscal strategies in order to support the optimal allocation of scarce resources between sectors and geographical areas and across the population in a manner that provides sustainable growth, equity and the empowerment of the poor and the marginalised.

The IDP gives an overall outline for development for the jurisdiction and a municipality is expected to draw in other stakeholders who can impact on and/or benefit from development in the jurisdiction serviced. The municipality and other role players then compile a blueprint outlining how services will be rolled out to the community in line with chapter 5 of the Municipal Systems Act (No. 32 of 2000) which makes it mandatory for municipalities to develop an integrated development planning. This IDP gives effect to the objects of local government as set out in section 152 of the Constitution, namely it gives effect to its developmental duties as required by section 153 of the Constitution and together with other organs of state contribute to the progressive realisation of the fundamental rights contained in section 24, 25, 26, 27 and 29 of the Constitution. Therefore, during the integrated development planning process, a municipality prepares a five-year strategic development plan, being a super plan for an area that gives an overall framework

for development. This must coordinate the work of local and other spheres of government coherently to improve the quality of life for all the people living in an area as a principal planning instrument for service delivery. Provisions from Municipal Systems Act (No. 32 of 2000) require that such IDP must be reviewed annually.

The envisaged benefits the integrated development planning processes include:

- Effective use and coordination of scarce resources and capacity available.
- The speeding up of service delivery.
- Ensuring sustainable development and growth.
- Facilitation of credible accessibility to local government by citizens (thereby enabling active citizen participation in local government).
- Assisting in building up capacity among councillors and officials.
- Promoting coordination between the three tiers of local, provincial and national government.

The legislative mandate is such that the success of the integrated development planning process hinges on the participation of the public (and other stakeholders) as enshrined in chapter 2 of the Constitution on the Bill of Rights, namely:

- Section 151(1) (e) – obliges municipalities to encourage the involvement of communities and community organisations in local government.
- Section 152 – the objects of local government (are) to encourage the involvement of communities and community organisations in the matters of local government.
- Section 195 (e) – in terms of the basic values and principles governing public administration, people's needs must be responded to and the public must be encouraged to participate in policy-making.

The IDP implementation framework

There is a strong sentiment that the ‘full force of gravity’ driving the IDP public participation processes leans entirely on regulatory compliance and consequently, getting valuable contributions from community participation is subdued if at all present. The effect of such participation remains unknown or is generally half-hearted consultation with a reasonable number of people. Rarely is the perception of genuine engagement with communities, taking a fair measure of responsibility for IDPs and who participate actively in aspects of its implementation, felt. Nevertheless, councils and administrators are to encourage community and stakeholder participation through a variety of forms. Figure 4.3 shows a generic IDP implementation structure.

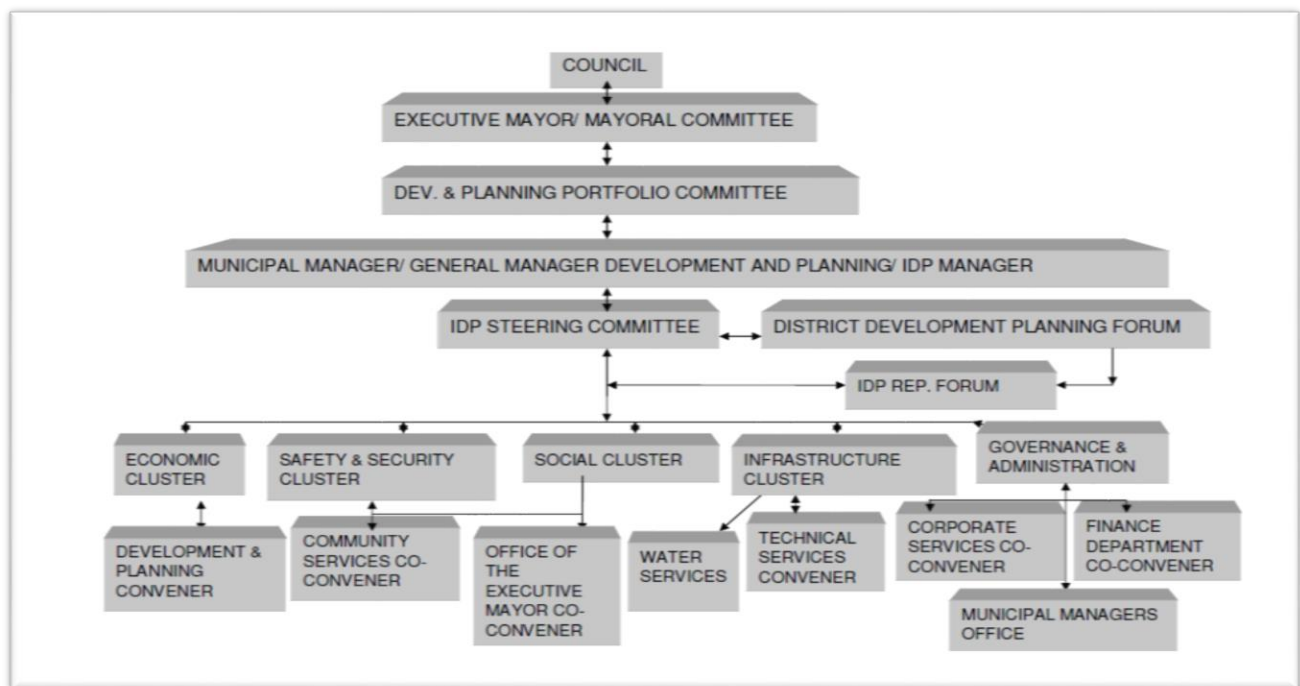


Figure 4.3: Generic institutional framework for IDP Implementation (Source: DPLG, 2007)

The main components include:

- An IDP Steering Committee often chaired by the municipal manager and composed of general and senior managers, specialists, technicians, and other skilled professionals and experts.
- A District Development Planning Forum chaired by the development and planning general manager that acts as a forum for stakeholders, such as sector departments and stated owned enterprises.
- An IDP Representative Forum chaired by the executive mayor.
- IDP Clusters chaired by general managers and composed of experts, officials, and professional from all spheres of government.

According to Hall (2008), local government jurisdictions derive their existence and authority from a central government or sovereign state and are only able to exercise such discretion given by the parent government or state by law. Some central governments or states are very restrictive in granting powers to local authorities while in other countries, it is not so. Hall (2008) makes a comparison of the state-granted discretion in local government by using both Dillon's rule and Home rule. Local government jurisdictions, and by implication IDPs, derive their existence and authority from a central government or sovereign state and are only able to exercise such discretion given by the parent government or state by law.

Dillon's rule (Hall, 2008) is a traditional restrictive rule which provides local government with three kinds of power, namely those:

- expressly granted in words;
- necessarily or fairly implied in the powers granted; and
- whose powers are essentially to the government's declared purpose while Home's model or rule grants local government powers of self-governance that are not restrictive by central authorities. Home's model of local authorities is governed by a charter that acts much like a constitution, establishing boundaries within which local government can exercise policy discretion.

In the extension of decentralisation, as noted by Dauskardt (2004), most developing countries give local government more power to manage more functions, services, and larger budgets. This gives local government the power to prioritise and strategise its needs and to effectively manage its local constituency by efficient financial management, revenue enhancement, and the delivery of effective services to its community. Fiscal decentralisation allows local government more flexibility to carry out macroeconomic and equalisation objections on one hand, and improve service delivery on the other as mention by Dauskardt (2004).

The National Treasury of South Africa (a regulatory body that deal with the country's finance), in Municipal Finance Management Act (MFMA) circular 13, outlined the concept of a Service Delivery Budget Implementation Plan (SDBIP) which is seen as a contract between the administration, council and community expressing the goals and objectives set by the council as quantifiable outcomes that can be implemented by the administration. The SDBIP constitutes the formal link between organisational performance and the budget as an integral part of the financial planning process. Although its approval is required after the budget, its preparation has occurred in tandem with the IDP and the budget process. The SDBIP also provides a means to measure cost-effective service delivery by linking the inputs, the budget, and the service outputs and outcomes. Therefore, as the connection between the budget and management performance agreements, the SDBIP is in theory the vehicle most suited to measure service delivery targets and evaluate performance indicators.

Having discussed some intricacies of the IDP the various challenges it faces when it comes to service delivery issues will briefly be explained next.

iv. Public Participation and Petitions (PPP)

The Public Participation and Petitions (PPP) Unit is one of the tools that maintains dialogue between Members of the Provincial Legislature (MPLs) and the citizens of the country. The PPP Unit receives the public's suggestions, requests, and/or

complaints and give to the MPLs. However, interviews with staff members from the PPP units in the Mpumalanga and Gauteng legislatures suggest that these cooperative efforts are usually limited in scope and that constituency offices tend to participate more as political party agencies than as extensions of legislatures, as they are meant to be. There also appears to be no formal rules of engagement between the legislatures' PPP units and the constituency offices. This means that the legislatures are, to a large extent, dependent on the goodwill of individual constituency offices and their staff for the help volunteered (Ghaligh: 2007 and Paradz, Mokwena, & Richards: 2010).

v. Other Stakeholders

These are other stakeholders like businesses who have something to do with the public participation of the EMM. Businesses are an important part of any community as they are often concerned with economic growth and creating job opportunities and so, they also need to have their voices heard.

One of the most vital cogs in the participation process are the various ward committees, as they form a crucial link between the general public and the local municipality.

4.2.1.3 Ward committees

Ward committees are meant to encourage participation to the community; their job is to make the municipal council aware of the needs and concerns of residents and keep people informed of the activities of the municipal council.

Ward committees are made up of a ward councillor and no more than 10 people who are elected from the ward and who serve voluntarily for a five-year term. The municipal council must make rules regarding the election of WCMs, including how often meetings take place, and the dissolution of ward committees.

The ward councillor is responsible for organising meetings and setting the ward committee agendas (Municipal Structures Act, No. 32 of 1998). If the ward councillor does not attend the meeting, the ward committee may set the agenda itself. The ward committee is an advisory body, meaning that it can make recommendations to municipal council, but it does not have the power to make decisions on its own. Some municipalities pay WCMs a stipend.

The ward committee should be an effective way of spreading information concerning what the community wants from the municipal council and what the council is doing. Some wards have no committees, some committees are not active, and some function as part of their councillor's political party (Local Government Action, n.d.).

4.2.1.4 The community

The word "community" is derived from the Old French *comunete* which is derived from the Latin *communitas* (from Latin *communis*, meaning things held in common), and is a broad term for fellowship or organised society (*Oxford Dictionary*, 2015) One broad definition which incorporates all the different forms of community is as follows (James et al., 2012):

A group or network of persons who are connected (objectively) to each other by relatively durable social relations that extend beyond immediate genealogical ties, and who mutually define that relationship (subjectively) as important to their social identity and social practice.

Having discussed some of the issues concerned with public participation, the researcher will now discuss the IDP in greater detail.

4.2.2 Public participation

Public Participation is a "Process through which stakeholders' influence and share control over development initiatives and the decisions and resources which affect them" (Gaventa & Valderrama, 1999). The stakeholders include the central government (because the main party in the local government consists mostly of the political party with

the majority of votes), citizens, local businesses, police authorities, health authorities, and pressure groups like opposition parties, employees, councillors and the local media.

As the definition above indicates, citizen participation has a direct influence on local government's ability to deliver basic services to the satisfaction of its citizens. According to Devas and Grant, (2003), citizen participation is about the manner in which citizens exercise influence and control over the decisions that affect them. There is a widespread dissatisfaction with the lack of responsiveness by the governments of the day to citizens, particularly the poor, and the citizens' lack of 'voice' in service delivery. Devas and Grant (2003), quoting Goetz and Gaventa (2001), state that the concept of citizen 'voice' implies that citizens' engagement with government moves beyond consultation to a more direct influence over spending and policy decisions, and democratic decentralisation in many countries has opened up new opportunities for citizen participation in local governance. This implies that participation gives citizens more voice to express their needs and concerns about how resources are used, as well as about policy decisions, service delivery, and other priorities that affect them. There are, however, different concepts of public participation and they will be briefly expounded upon.

4.2.2.1 Concepts of public participation

These concepts enable the reader to understand the causes of public participation and how each form of participation can influence Ekurhuleni management's decision-making processes. Gaventa and Valderrama (1999) talk about linking the four spheres or concepts of participation, as seen in Figure 4.4, to strength citizenship participation in governance. The aim is that citizens will be able to influence decisions taken mainly by government officials and representatives. According to Gaventa and Valderrama (1999), political participation traditionally includes voter education, enhancing awareness of rights and responsibilities of citizens, lobbying, and advocacy, often aimed at holding elected representatives more accountable. In the social spheres a number of broader participatory methods have been developed, such as planning, appraisal, monitoring, training, and awareness building. These developments enable the municipality to have an effective and efficient workforce which delivers services promptly and correctly. The

emphasis is on the importance of participation, not only to hold people accountable, but to strengthen a self-development process for inclusion in the policy and decision making process, thus creating citizen satisfaction. According to Gaventa and Valderrama (1999), the gap between the social and political spheres can be closed if they are linked. This has functioned well in Philippines, India, Honduras, Bolithrough, Namibia, Uganda and Tanzania (Gaventa & Valderama, 1999).

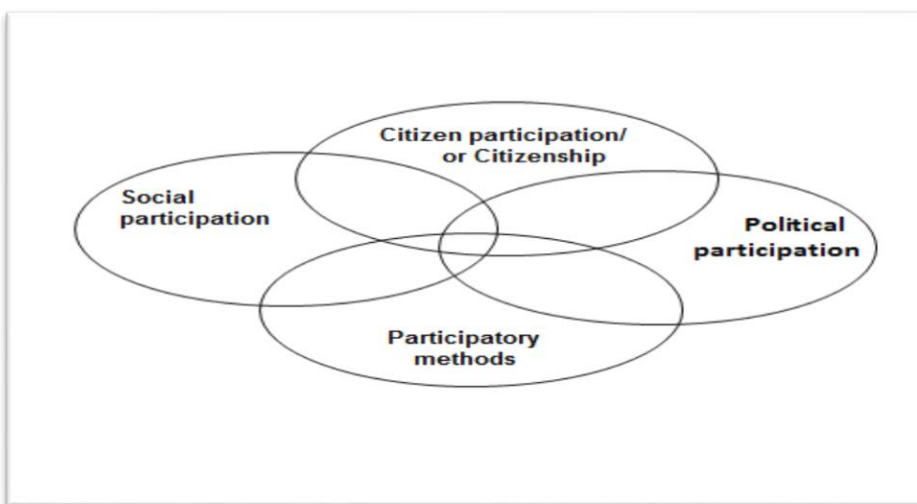


Figure 4.4: Linking approaches to participation (Source: Gaventa & Valderram, 1999)

The overlapping circles in Figure 4.4 represent the linkages between social participation, citizenship, political participation, and participatory methods. If these are linked properly then there is effective participation in local authorities such as the EMM. Although there are barriers to participation which include power relations, participatory skills, and insufficient financial resources, the barriers can be overcome by way of workshops to facilitate relationship between citizens and Ekurhuleni Municipal officials. According to Gaventa and Valderrama (1999), workshops centred on participatory planning, budgeting, citizen education and awareness building, training and sensitising local officials, and promoting the accountability of elected officials to citizens, has worked in a number of countries, most notably India, Bangladesh, Philippines, Nepal, Karnataka Bangladesh, Bolithrough, Uganda and Tanzania.

Blair (2000) discusses a formula (Figure 4.5) that will enrich participation for both citizens and state institutions that will influence participation (with a ▲ symbolizing “an increase in”):



Figure 4.5: Formula on participation
(Source: Blair, 2000)

The horizontal arrows represent pressure and force for good governance from the municipal stakeholders, who include central government, employees, citizens, local media, and political parties.

i. Participation

Participation here is for democratic local governments (DLGs) whose initiative should ensure a certain degree of participation so that citizens can vote for their own local council members, thus involving them in the political process.

ii. Representation

If the central government is devolving power to newly created constituencies this means that there will be a need for more representation in councils. Blair (2000) explains that the studies conducted in six countries (Bolithrough, Honduras, India, Mali, the Philippines and the Ukraine) show that representation of citizens (including women and minorities) on local councils has paved the way for constructive participation and accountability.

iii. Empowerment

The third element in the formula argues that increased society representation will lead to empowerment, but this is only partially true because the local government has not delivered on its promises. Empowerment means that societies can make their choice of services and take charge in the development of their constituencies. This has worked in Bolithrough and the Philippines. However, regarding the empowerment of women the news is not so good in countries such as Bolithrough, Honduras and Karnataka City in Bangalore, where women are fairly represented but with little participation or voice (Blair, 2000).

iv. Benefits

According to Blair (2000), citizen participation and representation means that benefits are fairly distributed. However, in Karnataka, local elites control the councils and direct most benefits towards themselves. In the Ukraine businesses captured most of the state enterprises through bribes, influence, intimidation and payoffs. In areas of Bolithrough and the Philippines it is too early to tell if benefits will be broad-based, because they will primarily go to new communities.

v. Poverty deduction

Blair (2000) indicates that in all six countries mentioned above poverty alleviation is far from a reality because local elites get most of the power and steer benefits towards themselves, or they maintain the existing distribution patterns and are less likely to target benefits to the poor.

Public participation is a term often and widely used by the politicians, central/ national government, analysts, advocates of democracy, and civil society organisations (Nyalunga, 2011). These bodies regard public participation as a foundation of democracy (Warner & Hefetz, 2010), and tantamount to basic service delivery (Bozeman, 2010). Public participation is seen as a vehicle to promote and instil a culture of good governance at the local government level (Cornwall, 2008). Such participation offers one of the most effective ways to improve accountability and governance. Public participation is the

deliberative process by which interested or affected citizens, civil society organisations, and government actors are involved in policy-making before a political decision is taken (Eikenberry, 2009; Hewlet, 2009 & Weiner, 2013). These definitions highlight a number of perceptions, namely there are perceptions of democracy, ownership, control, and decision-making being handed over to the public, that is the citizens. The local government and the national government are just representatives.

According to Becker (2000) public participation is an activity by which a consultancy or an organisation consults with the affected individuals and organisations before taking a decision or step towards solving a problem. It is two-way communication and problem solving by achieving better and more acceptable decisions. This is a process in which people can do projects and take certain decisions on issues that are related to their lives and the atmosphere they live in. With this the power holder can provide the people with necessary guidance with proper information and let their voices be heard. In order to improve the quality of the plans, the citizens' opinions and ideas should be considered. The power holder, meaning the local government, can have the chance to guide the people in understanding their problems and the possible opportunities. Nyalunga (2011) and Warner and Hefetz (2010) look at public participation as a democratic way of doing things. Their definitions are inclusive of consultancy, which is very necessary for local government in terms of service delivery. For the right services to be delivered at the right time, to the right people, and for the right purpose, the people have to be consulted in one way or another. Public participation is one of the key tenets of democracy at local level that enables local citizenry to exercise its rights and responsibilities and to access the basic services to which it is entitled.

4.2.2.2 *Benefits resulting from public participation*

The DPLG (2007:18-19) also list the following benefits resulting from public participation, namely:

- An increased level of information to communities.

One of the most common ways public participation improves governance is by increasing levels of information about local government in communities.

- Improved need identification from communities.

A second benefit of public participation is improved need identification received from communities. Bearing in mind that Section 153(a) of the Constitution (South Africa, 1996) lists as a key duty of a municipality that it “structure and manage its administration and budgeting and planning processes to give priority to the basic needs of the community”, this is of particular importance. However, there are still challenges remaining, such as ensuring that the marginalised and poor are represented or can participate in such forums or processes.

- Improved service delivery.

A third possible benefit concerns improved service delivery. For example, in England the local parish and town councils, in an effort to improve the quality of their service delivery, devolved certain issues, including control over aspects of service delivery. Usually a government that is better informed about community needs should be able to deliver better services.

- Greater community empowerment.

A fourth benefit is greater community empowerment. A local example of such community empowerment was the Shosholozza campaign, conducted in the Msunduzi municipality situated in Pietermaritzburg in the province of KwaZulu Natal, which awarded each ward committee R250 000 to be spent on projects they identified for their ward. Notably, the more community structures are empowered and processes put in place, the more likely it is that communities will participate.

- Increased accountability.

A fifth possible benefit is a reduction in corruption. For example, Isaac and Franke (2002:187) argue that the “selection of beneficiaries for development schemes have been the main source of corruption in India.” In the so-called People’s

Campaign, transparent procedures were laid down to ensure that the beneficiaries were selected on the basis of objective criteria with the participation of the people. However, although reports of corruption were forthcoming these were mostly in the first year and the vast majority of observers felt the system was improved.

- Impact of community participation on wealth distribution.

A sixth and notable benefit concerns the impact of community participation on wealth distribution. The effective participation by the poor and marginalised, as was the case in India, resulted in better forest management due to increased land availability and improvements in irrigation and drainage funded by local investment and the devolution of funds to these communities (Isaac & Franke, 2002:205).

- Building a greater sense of solidarity.

A more obvious benefit of community participation is the way it helps to build a greater sense of solidarity or community among residents.

- Greater tolerance of difference.

The final benefit is greater tolerance of difference. Being able to show a greater appreciation that South Africa has many diverse groups requires people who understand, accept, tolerate and explore their differences (Grobler, Moloi, Loock, Bisschoff & Mestry, 2006:468). On the whole, public participatory processes do seem to make people more tolerant of existing differences.

4.2.2.3 Public participation framework for the South African Legislative Sector

In addition to the suggestions by the DPLG (2007), the legislative sector in South Africa (SALS, 2015) has also published a document named “Public participation framework for the South African Legislative Sector”. They list that the following aspects constitute best practice regarding public participation: that it includes modes of public education and media campaigns together with public consultation. An inclusive process needs to be followed in an attempt to draw in as many stakeholders as possible, including women,

young people, people with disabilities, ethnic/religious minorities and indigenous groups, older people, poorer socio-economic and disadvantaged groups, and migrants and non-citizens formally resident in the country. The process must be transparent to enable the public, media and civil society to participate by keeping them informed about how the process will be conducted, the modes of appointment and election of their representatives, the adoption process, their role in the process, and by providing feedback about the results of public consultations. They further advocate national ownership so that civil society and the broader public can gain ownership of the process, which can only occur if they fully participate in the process.

Currently, the government's focus is on Vision 2030 and the National Development Plan (in fact outcome 9 of the 14 envisaged aims to strengthen a responsive, accountable, effective and efficient local government system).

A defining feature of the South African local government model is the space it offers ordinary people to become actively involved in governance. Since 1994, many interventions and plans have been put in place to improve service delivery, for instance, in terms of legislation, in *section 152 (e) of the Constitution of the Republic of South Africa* (South Africa, 1996) local government has a responsibility to encourage the involvement of communities and community organisations in the matters of local government. According to the *Municipal Systems Act of 1998 (No. 117)*, municipalities must develop a culture of municipal governance that complements formal representative government with a system of participatory governance. It is a legislative obligation of each municipality to develop an IDP (public participation forum) for the provision of municipal services; to coordinate programmes, plans and projects of national and provincial departments that are to be implemented at local government level as shown in Figure 4.9.

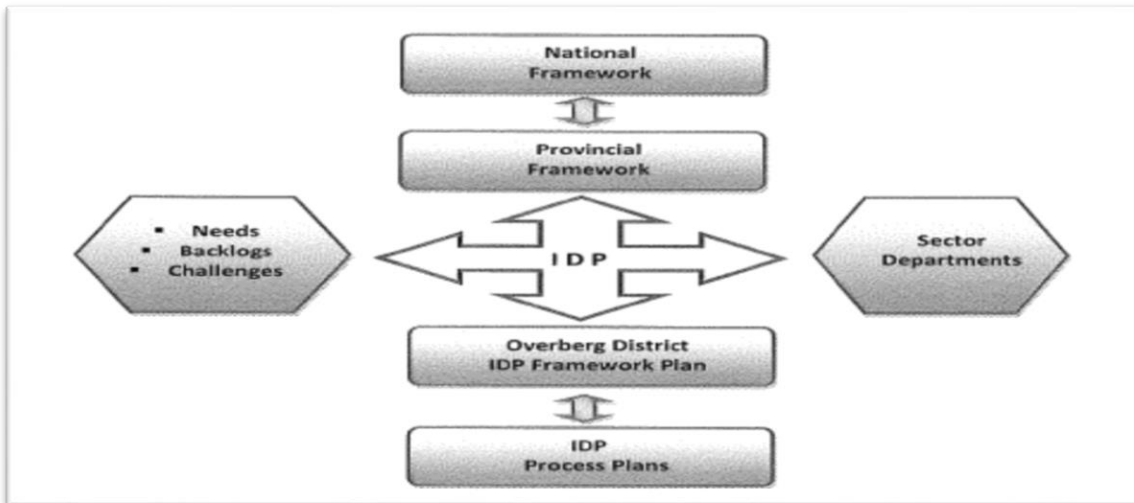


Figure 4.6: IDP horizontal and vertical alignment (Source: Own)

The IDPs are supposed to ensure more effective use of limited resources, encourage fiscal responsibility, attract additional investment and funds, speed up delivery, strengthen democracy, erode apartheid spatial planning, and promote intergovernmental relations. The IDPs are also meant to provide an open and transparent basis for communities to evaluate the performance of municipalities. On observation of all the above aspects, which IDPs are to ensure, it is no wonder that they are perceived to be non-functional. In addition, there seems to be a general consensus among communities, government representatives and the society at large that public participation on IDPs has not been visible and as such, IDPs have not worked well.

There may thus be numerous legislative frameworks to guide public participation available, but none of them indicate that they all function within a socio-cultural system composed of many sub-systems. As such the local authorities are part of the province in which they are situated and the provinces are again sub-systems of South Africa. The local authority can thus be seen as a socio-cultural system and as such it is composed of interdependent parts that contribute to the whole. When one part is affected all other parts are also influenced. Furthermore, social systems have persons who act as administrators or managers, or carry out a host of other specific functions. Providing a service to the public thus involves many different departments and many individuals who have to be

coordinated in some way in order to achieve a goal, such as effective service delivery. Social systems are also open systems and as such they are influenced by the values of the community, politics, history, and many other outside forces. Ritzer (2008:329) also indicates that socio-cultural systems which are open systems are subject to negentropy or a tendency to elaborate the structures within it. Ritzer (2008) also writes that that socio-cultural systems tend to have more tensions built into them and that they are also purposive and goal seeking because they receive feedback from the environment, which allows them to keep moving toward their goals. Thus when one considers service delivery then it should be seen as functioning within a socio-cultural system. This was elaborated on in Chapter 2 under systems theory.

From the above it can possibly be inferred that although the legislative framework for enhancing effective service delivery by local authorities are in place, the perceptions of the various role players in service delivery issues remain largely untested. Policies can only be tested once they are implemented, for it is only in the implementation process that the various dysfunctional qualities of policies come to light.

This research study seeks to evaluate and examine which factors are involved with municipal service delivery. Once these factors have been identified it will be necessary to determine the perceptions of the various stakeholders regarding the extent of their agreement or disagreement as to whether these factors are being implemented by local authorities. The researcher will then analyse the answers provided by the various respondents in order to design a model showing the influence of the various factors on one another by making use of SEM. The model will also be statistically tested to see if it meets model fit criteria normally associated with SEM (Schumacker & Lomax, 2004:82). The model will also be tested to determine possible significant associations between the various factors found in the effective service delivery framework and the various stakeholder groups in an attempt to optimise public participation and to improve services to local communities.

4.2.2.4 *Methods of improving public participation towards better service delivery*

A vast range of methods have been introduced to improve public participation in various countries all over the world with innovative ways of interacting (Develtere, 2005). They can interact face to face and can share their ideas and discuss their opinions. Online participation methods are also there, but the shared information will go in one direction, without allowing the public to influence the project. This kind of online participation method must be a two-way interaction between the public and the power holder, where the power holder will make sure whether the opinions and ideas shared by the citizens are to be seriously considered or not. Each project has a goal set in which a decision is made on the kind of process that the citizen had made in the participation part (Anderson, 2000).

The projects will vary in each level of participation. If the public gets involved in it then time is needed on both sides. Even with little income one can do large-scale projects, provided the community spends sufficient time to reach the highest levels of public participation. In the public participation method, the citizens and the community's involvement is very important and that can build the bond between the public and the respective power holders. The projects have to be transparent so that all of them have a better understanding of the method or process when many people are involved in it (Connor, 2003).

Therefore public participation, as deduced from the literature, is central to the achievement of an effective service delivery framework (Bozeman, 2010). However, the service delivery process in South Africa suffers from ineffective public participation (Hewlet, 2009 & Weiner, 2013). This implies that there is need to revisit the public participation framework to incorporate efficient ways and channels through which the public views can directly and indirectly influence the municipal's communication strategy, job positions, accountability framework and standards, and gender considerations in the overall service delivery framework. Eikenberry (2009) further asserted that effective public participation can assist municipalities in eliminating eminent challenges that hinder service delivery to the citizens, including corrupt practices, power struggles, and gender

misrepresentation (Eikenberry, 2009). With public participation, the citizens can thus act as reconciliatory organs in the service delivery framework (Eikenberry, 2009). Public service delivery is a critical component to local government as one of the foundations of a sound democracy and a successful government. Consequently democratically elected governments announce to the world that service delivery is nothing less than a human rights issue. The South African Human Rights Commission (SAHRC) made a national plea to government departments amidst a serious service delivery breakdown in several parts of South Africa and a perceived lack of government accountability. For example, one of the challenges faced at local level underlined the lack of access to water for some of the poorest communities in the country, poor water quality, the lack of sanitation services in informal settlements, and poor maintenance of existing facilities, amongst others. To combat these challenges local government engaged in programmes to facilitate capacity building and knowledge transfer. In this regard the Institute of Municipal Engineering of Southern Africa (IMESA) successfully liaised with the South African Local Government Association (SALGA) for the establishment of the Blue/Green Drop master classes to contribute to enhanced water quality and sanitation services in South Africa.

4.2.2.4.1 COLLECTIVE PARTICIPATION

Robison (1998) found that in countries like Bolithrough, Argentina, Peru and others in Latin America, municipalities that have organisational or group participation fair better than those who do not have such collective participation. For example, unions and movements working together influence spending and decisions more effectively than those working in silos. Globally, local governments have to cater for participants from villages and rural areas or districts. Cities and villages have many districts within their areas of jurisdiction, each with their own ward committees. The problem occurs when these ward committees work in silos isolated from each other (Robison, 1998).

4.2.2.4.2 INSTITUTIONAL STRUCTURE (FOR PUBLIC PARTICIPATION IN TERMS OF SERVICE DELIVERY)

In South Africa, for example, the EMM has 101 wards that fall under 20 Customer Care Centres (CCC) that are managed by the municipality, known as districts. Each CCC

should be responsible for five wards, but presently each of these wards work independently from each other, each with their own mandate. For example, when the five wards meet at local level they all have the same request, namely that a health clinic be built in each ward. Working together as Pilietinès (2011) puts it, “collective participation” or “collective action” or even a “collective identity” can effectively influence the decision rather than working in silos and not getting the outcome they wanted.

The literature reports collective participation in the form of organisations. In the 2011 survey on the public opinion in underdeveloped countries in east, central, and south Africa, it emerged that few people are involved in individual participation in municipal affairs and roles due to fear as well as lack of information (Nevyriausybinij, 2011). Contrastingly, the citizens from developed countries had positive attitudes about collective participation through NGOs (Trinkūnaitė, 2010). On this note, it can be deduced that ineffective communication exists between the NGOs and the public in developing countries while the public in developed nations appear to have effective communication directly with their local governments. However, this does not mean that collective participation is more powerful than individual approaches (Trinkūnaitė, 2010). It is harder for the public from developing nations to directly participate in instilling people-centered governance at the municipal level compared to their counterparts in developed nations. Similarly, the public can hardly act as reconciliatory agents to resolve power-struggles perceived to be inherent in the municipalities which face ineffective public participation and service delivery. While viewing all these as gaps in the service delivery framework, collective participation can be viewed as a possible effective mechanism for public participation. Active public participation in the western countries relies on the people’s motivation, as well as present alternatives to public service (Trinkūnaitė, 2010). This signifies that nations, where the citizens rely solely on state services are highly at risk of experiencing gaps, thereby leading to poor service delivery due to the monopolistic nature of the sector. Therefore, in such nations, it is the public that can instil people-centered services due to lack of or low competition from other service providers. It can further be deduced from Trinkūnaitė (2010) that lack of motivation is a gap in the public participation framework in developing nations. Hence, Trinkūnaitė (2010) asserted the need to revisit

the framework of public participation and service delivery by incorporating motivating mechanisms. Nonetheless, the public from African countries are increasingly willing to take actions to promote local government problems (Trinkūnaitė, 2010). Therefore, apart from policy approach, it can be learnt that the majority of continents embrace collective participation through NGOs, probably based on the strong support of volunteering cultures.

Pilietinés (2011) noted that despite the positive attitudes of the people from Africa and the European Union (EU) countries towards embracing collective participation through international NGOs, the NGOs are included in only a few public services. This was deduced as a gap in the municipal governance and service, which needs to be readdressed. Hence, an effective framework should incorporate all municipal services and not just a few as reported in the Pilietinés's (2011) study. The study further showed that in EU countries, NGOs provide services at a lower price due to lower costs of administration, in comparison with private and public sector companies (Pilietinés, 2011). Moreover, Bozeman (2010) reported that the public in European countries and the United States of America (USA) accepted and attracted more NGO service providers than private and public sector companies. Based on Pilietinés (2011) and Bozeman (2010), it was noted that the higher cost of municipal services can lead to gaps in public participation and service delivery in European and African countries. So, not only could this lead to inadequate sources, but also ineffective service delivery. Consequently, this can lead to the negative attitude among the public towards participation in municipal matters. To resolve this gap, Pilietinés (2011) emphasised the need to revisit the public participation framework by effectively budgeting and allocating enough resources to facilitate both public participation and municipal service delivery.

Based on the literature cited above, the researcher designed items in Section B of four structured questionnaires to probe the perceptions of citizens, businesses, managers and WCMs regarding public participation in service delivery in the EMM.

4.2.3 Key study constructs: Underlying factors of public participation

4.2.3.1 Transparency and accountability

Transparency is about being easy to understand, and being open, frank and honest in all communications, transactions and operations. It is possible to be perceived as being accountable by providing a lengthy and technical explanation of every detail, but if this information is not easily understood by the audience, and if key facts are hidden by the sheer volume of information, then the information is not presented in a transparent form (Petukienė, 2010).

Accountability is about being responsible to citizens for actions taken; about being able to explain, clarify and justify actions. It implies that citizens have a right to know and hold the local government to account, and that the local government has a duty to explain and account for its actions. Local governments have this duty as they have a privileged status because their purposes must be for the benefit of the public. Accountability and transparency go hand-in-hand, and involve being aware of who local governments are accountable to, what the important pieces of information are, and how they can be communicated most effectively to the public (*Institute of Fundraising, n.d.*). The researcher argues that accountability is an indispensable requirement for sustainable local governance as it improves information flow, enhances transparency, builds civic capacity, and leads to an increased buy-in and better understanding.

The literature reports that a lack of transparency and accountability are factors that explain the lack of public participation in local government affairs and decision-making. A number of works of literature point out that African countries as well as the developing world face this problem to a larger extent than their developed counterparts (Petukienė, 2010; Raipa & Petukienė, 2009; Viešasis & Smalskys, 2010; Meng, 2008). In this view, the United Nations (UN, 2011; UN, 2012) reported that Bangladesh, India, Indonesia, Nepal, Pakistan, and the Philippines had employed social accountability mechanisms to improve service delivery in local governance. The law on devolution in these countries provided for people's participation in Local Development Councils (LDCs). Insightfully, Petukienė (2010) and Viešasis and Smalskys (2010) stressed the need to revisit public

participation and service delivery frameworks by integrating accountability mechanisms. However, this requires effective communication to sensitise the public on their role in ensuring that all stakeholders in municipal service delivery are held accountable for their actions and decisions. It would seem that accountability and transparency and effective communication all go together as one holistic concept.

Even though almost all municipalities have experienced corruption at one time or another, African countries suffer more corruption due to lack of effective anti-corruption policies, laws and 'checks and balances' that fail to make officials more accountable to the public at large (UN, 2010; UN, 2011). In this view, Glaser, Yeager and Parker (2006) noted that ordinary people have no control over corruption because they are never given information or control over how the money in municipalities is spent. This implies that the public from such nations experience poor municipal service delivery due to lack of effective communication and public sensitisation, which in the context of this study are gaps in the framework for effective service delivery. Thus, formulation and strong implementation of policies can reinforce dissemination of information and active public participation.

In his view to eradicating corruption and improving accountability within municipalities across the globe, Siebert (2008) highlighted raising public awareness, which in the context of this study should integrate effective communication. Raising of public awareness on corrupt behaviours of municipal officials should be allied with the promotion of ethical values and mobilisation of public interest in dealing with issues of corruption (Eikenberry, 2009). This may include the utilisation of non-governmental monitoring, anticorruption hotlines, and a general civic participation (Siebert, 2008; Transparency International, 2008). These approaches have proved effective in the former British colonies, as well as in developed and transitioning economies (Siebert, 2008; Bozeman, 2010). On this note, Siebert (2008) and Bozeman (2010) deduced that public participation and the service delivery framework was ineffective, hence the need to respect the cultural values of the public in creating a positive public attitude towards constructive participation. Besides, the authors asserted that effective participation and a service delivery framework needs to support various channels of communication.

Eicher (2009) views disincentivizing corruption as a seal of many anti-corruption programmes worldwide. Across the globe, dis-incentivizing corruption involves improving salaries of politicians and public servants (Eicher, 2009). However, in the African countries, it may mean a total review of the tendering and procurement processes since most of the corruption in African countries and other developing countries happens during the tendering and procurement of services. Besides this the outsourced municipal services should be reduced, if not eliminated. According to Kranacher, Riley and Wells (2011), corruption cannot disappear mainly through the reaction of law enforcement, but there must also be some deterrence to the prospective transgressors. Globally, African countries and the West have been shown to implement visible sanctions, dismissals, and recovery of losses from the individual's assets (Kranacher et al., 2011). These mechanisms should therefore be part of an effective service delivery framework.

Transparency and accountability have been recognised by municipal governments in the EU as well as the USA, which offers the citizens broader participation in public affairs and decisions (Hewlet, 2009; Duffy, Vince & Page, 2008). In 2008 the City-council of Almere established an electronic citizen panel to find new ways to organise dialogue between citizens and politicians. The use of electronic panels had also been reported in India, the Philippines, South Africa, Nigeria, and Kenya. Baltimore in the USA also implemented e-government, System 48, through which the citizens can report and get a reply to their problem, including corruption cases, through telephone queries, e-mail, text message, or the Internet (Warner & Hefetz, 2010).

In most EU member states there are arrangements allowing the direct involvement of citizens in local government policy-making (European Union, 2008). Participation in these countries ranges from surveys, through hearings and public meetings, to referenda, citizen juries, and consensus conferences or scenario workshops (Ministry of Justice, 2008). Therefore, these can be viewed as some of the approaches that can be used to enhance public participation in other nations. Therefore, both direct and indirect participation has a positive impact in achieving effective service delivery. However, a gap

was noted in the public's electronic skills, which therefore necessitates a revisit of the framework.

Warren and Pearce (2008) reported the emergent nature of a public participation framework in Germany that differed from the British experience. This was mainly due to the absence of a binding municipal approach to participation and understanding of mutual public participation. In contrast, the activity of municipal authorities dedicated to the participation of citizens is virtually none-existent in Italy (Barnes, Skelcher, Beirens, Dalziel & Jeffares, 2000). Although the public participation in Italy combined strong civil society with strong social activities, it had a weakness in democratic trust (Albrecht, Kohlrausch & Kubicek, 2008). In Italy, as well as Africa and the war-prone countries in the Asia-Pacific region, there has been long-standing political mistrust. Therefore, public participation is viewed as an oppositional instrument that empowers the people rather than as a cooperative effort by civil society and public administration. Based on this, it can be seen that failure in public participation in such countries was due to power-struggles either directly within the municipality or indirectly from the federal government. Based on the above reports, Albrecht et al. (2008) highlighted the need to consider cultural contexts in revisiting the planning framework for public participation from one country to the other. Evidently, the municipalities from both developed and developing countries experience gaps regarding trust, approach, and stakeholder dedication. So, because of the gaps discussed there appears to be a need to revisit the public participation framework to incorporate binding municipal approaches (Warren & Pearce, 2008), dedicated participation (Barnes et al., 2000), and democratic trust among the stakeholders (Albrecht et al., 2008).

In assessing approaches to improve public participation in municipal services, Parker Spires, Farook and Mean (2009) noted that Germany lagged behind the USA and the United Kingdom (UK) in the use of e-participation mechanisms in the municipal government, though its use was limited to chats, forums and surveys. Such limitation in the use of electronic platforms in public participation implies gaps that studies need to bridge by revisiting the participation framework to accommodate multiple electronic

platforms. Based on the current technological advances, the gap necessitates a revisit of the public participation and service delivery framework that incorporate the new generation social networks like: WhatsApp, LinkedIn, Twitter, Dropbox, Instagram, and Facebook. A revisit of the framework would consider the views of Urbinati and Warren (2008), who further suggested the development of a participation culture and capacity amongst public officials through communities of practice and more effective communication. Participation audits of government policies and legislation can also increase trust (Cornwall, 2008). Skidmore and Bound (2008) also asserted that the development of a set of municipal standards for public participation, as in Scotland and Wales (Creasy, Gavelin & Potter, 2008), helped to ensure that all municipal officials work coherently from the public's point of view.

The researcher designed items in Section C of the structured questionnaire to probe the present perception of citizens, businesses, managers and WCMs regarding transparency and accountability in the EMM regarding service delivery.

4.2.3.2 *People centeredness*

Glaser, Yeager and Parker (2008) noted that the size of municipal territory has a direct impact on public participation in municipal service delivery. In this view, Bozeman (2010) also asserted that the smaller municipalities foster people-centered practices in public participation. Thus, in order to make the public more involved in municipal affairs, the study suggested the establishment of elderships to provide their services in small areas. Homsy and Warner (2014) noted that Portugal, Bulgaria, and Great Britain have specific historical names like quarters, parishes, city districts, and villages. These historical names have facilitated closer service delivery to the people and stronger relationship between the municipality and the community, as more people gain the opportunity to visit the local branch to address affairs of their residences (Glaser et al., 2010).

Suggestively, Glaser et al. (2008) expressed that nations with large municipal territories experience gaps in their public participation and service delivery. Therefore, the study recommended a revisit of the participation framework to suit each municipality rather than

relying on frameworks that do not match their territorial sizes. On this note, Africa and a majority of countries from Asia which still have larger municipal territories than in Europe and the USA, were reported to face challenges with effective participation of the public in municipal services (SALGA, 2011; Department of Cooperative Governance & Traditional Affairs, 2009). Nonetheless, the establishment of the structural territorial units of municipalities is not sufficient for the activation of public participation (Eikenberry, 2009). Instead, the real citizen involvement in local affairs largely depends on the municipal resources as well as the attitude and competence of staff in the local government towards enhancing public participation. Thus, in revisiting the public participation and service delivery framework, Eikenberry (2009) stressed the need to focus on developing a positive attitude through involving people in decision-making within the capacity of municipal resources which include finances, human resources, and natural resources. However, it should be noted that poor resource assessment and availability can lead to ceaseless gaps in service delivery (Eikenberry, 2009). This implies that in revisiting the service delivery framework, there is a need to incorporate a resource assessment framework. Nevertheless, it should be noted that local governments which are too small, such as in the USA, cannot enjoy economies of scale and hence experience difficulties in attracting professional managers and in producing highly technical services (Warner, 2009).

In this study the researcher developed items from the literature under Section D of the four questionnaires to probe the perceptions of citizens, businesses, managers and WCMs regarding the promotion of putting people first in service delivery.

4.2.3.3 *Effective communication*

When the public participates in any way and when the local government, such as the EMM, sits in for any decision-making, two-way communication should be present. In fact, the communication should never be unidirectional. The public should know what local government is doing and local government should know what is coming from the public.

Dudley (2009), in his global survey, linked lack of fulfilment of the goals of developmental local government to lack of effective communication between the local government and community members. This was noted as a gap that needs to be bridged towards attaining effective public participation and service delivery (Dudley, 2009). Dudley argued that the communication gap between municipal governments across the world and the public members have potentially hindered economic successes. Lu (2009), in his China survey, also reported that effective communication gaps impact negatively on development initiatives in the local government. According to the UN (2014), ineffective communication gaps can lead to lack of transparency and accountability. In the global award winning forum, the UN (2014) reported Spain, Europe, North America, and Thailand as some of the nations that used to suffer from this problem, but have so far improved.

In many of the studies, the problem with weak participatory skills at all levels is a common theme. In Ward Committees and villages in Africa, India and Latin America, communication skills are deemed necessary for effective participation at all levels and as participatory processes becomes more complex, it demands different types of skills, knowledge, experience, leadership and managerial capabilities (Gaventa & Valderrama 1999).

Many participants and ward councillors from grassroots level have very poor educational qualifications and find it difficult to make any meaningful contribution to discussion and decision-making. As Mukandela (1998:46) found out, they have difficulty in comprehending discussions and technicalities, and are threatened by those who are invariably more educated and self-confident.

On the other side of the coin, Manor and Crook (1998) and Gaventa and Valderrama (1999) found that the local authority officials also lack planning, experience and technical skills, which is another obstacle to meaningful participation for disadvantaged groups. This is a gap and in view of the above, the public participation framework needs to be revisited.

Another contributing barrier to communication skills is language. Countries have many official languages because of several tribes, castes and sects. South Africa alone has 11 official languages and most participants are comfortable to communicate in their own dialects. This is one of the major contributing factors / gaps for failed communication in the public participatory process. Both government officials and the public do not understand each other resulting in delays and at times officials misunderstand the public in the planning and implementation phases but continue with the meeting thinking all is well, only to find out later when all planning and implementation has been finalized, it's not what the public agreed to.

Gaps in effective communication between the municipalities and the public were further noted in a survey conducted on African countries (SALGA, 2011; Department of Cooperative Governance & Traditional Affairs, 2009). As a result, it can be deduced that this gap is common to developed, transitioning, and developing countries. Consequently, this signified the need to revisit the public participation and service delivery framework of the municipalities (Department of Cooperative Governance & Traditional Affairs, 2009).

In an attempt to solve the effective communication gaps, the Spanish Government supported its local government by introducing electronic and online validation of data that is required from citizens. This made public data highly available, easy to install, and rationalised, thereby enhancing data quality (UN, 2010; UN, 2014). Europe and North America supported their local governments by launching the Open Government Data Strategy, which included a central open meta-data portal to increase transparency and accountability of services of all the involved public bodies. The core of the initiative was to ensure that the system is user friendly and can be navigated by people with limited knowledge of technology (UN, 2014).

In Asia and the Pacific region, Thailand adopted the Integrating Network and Community Participation for effective malaria management in local communities (UN, 2014). This can be mapped in African countries where malaria is prevalent. This initiative was to increase participative policy making amongst stakeholders, including the public, as well as to

coordinate collaboration to utilise the resources available and harness the efforts from all parties involved. In the republic of Korea, the initiative 'Building the Best Neighborhood Project' was adopted in the local government (UN, 2014). This was to better include and encourage involvement of local citizens, which had an active participation from planning to implementation with the goal to improve the quality of life for the public themselves. In Latin America and the Caribbean, Brazil adopted the Inter-Council Forum (FI), which was initially meant to address the challenge of participative planning and budgeting on a federal level (UN, 2014).

Based on the above publications, it is significant to revisit the public participation framework by integrating a central online meta-data portal, which can facilitate both public participation and planning of municipal service delivery through user-friendly interfaces. While reflecting on Stiftung (2014), ensuring effective public participation in the municipal service delivery in the European countries employed user-friendly procedures for the participants. In such procedures, the revised framework needs to inform the public of the location and time of the hearing (Stiftung, 2014). The public understanding of the process should also be taken into consideration. Here, the public needs to know how the system works, as well as the kind of inputs expected from them (Stiftung, 2014).

With regard to the case studies on governance strategies, the UN (2010) observed that South Africa, Palestine, Brazil and Norway have established institutions and decision-making processes that facilitate the participation of citizens and civil society in local policymaking. South Africa and the Philippines showed to have strengthened transparency and the accountability of public officials in the local government in order to better protect economic and social rights through improved delivery of municipal services (UN, 2010). The two countries further showed to encourage participation and ensuring wide inclusion of societal interests in local government policymaking. In Palestine, the Philippines and Brazil there was strengthening partnerships among formal and informal institutions in order to improve service delivery and encourage public participation (UN, 2010). South Africa, the Philippines, Albania and Brazil were also shown to have created

spaces for public dialogue. Albania and Norway were reportedly addressing cultural diversity through peaceful means and by using pluralistic dialogues (UN, 2010).

Based on these publications, gaps associated with effective communication therefore calls for a revisit of the public participation framework, to respect not only the values and interests of the citizens and their cultural perceptions, but also to encourage alliances between the municipal and non-governmental bodies operating within the local government. Additionally, a revisit of the framework needs to be based on the lessons learnt from south, east and central Africa (Nyalunga, 2011). In his study, Nyalunga (2011) suggested continuous consultation with the citizenry and involvement of community service organisations. According to this author, the organised civil society (NGOs), businesses, interest groups, and ordinary citizens can enhance collective participation, thus enhancing municipal service delivery. According to Hewlet (2009) and Weiner, (2013), the contribution of different sectors and interest groups need to be recognised as opposed to the politicisation of the participatory space. Moreover, there should be effective dissemination of information as well as budget allocation for consultations and capacity building of the municipalities.

Notwithstanding the above, studies show that efforts towards improving the public participation can receive challenges from various sources (Nyalunga, 2011). The challenges from human forces were treated as gaps in public participation, thereby necessitating the significance of revisiting the public participation and service delivery framework (Nyalunga, 2011). As a relatively new phenomenon, especially in African countries and other developing countries, the participatory framework must be delinked from party politics. Moreover, the roles and responsibilities of the various stakeholders involved in the quest for development and participation must be defined (Nyalunga, 2011). The stakeholders should further ensure clear communication channels between municipalities and community based structures (Nyalunga, 2011). To transform the relationship of mistrust that currently exists across the world's municipalities between all participatory agents, there should be a free flow of information and encouragement of outreach programmes to the public (Nyalunga, 2011). Nyalunga (2011) further suggested

that nations facing inefficiencies in public participation in local government affairs should embrace public education and network building with the public and other stakeholders. Thus, the revisited frameworks need to create networks among stakeholders for purposes of learning and information sharing.

Neuman (2003) elaborates that the process of communication is the flow of information from one place to another, and one person to another. It is an activity among many people to share the information about planning, doubts and controlling. Communication is effective in what we do in institutions and in organisations. On the other hand, the communication scholars define the term communication as the activity by which people interact to create, manage and sustain the meaning of something. It is not something that just happens in personal or professional life; it helps to relate personal relationships and experiences in which you become professionally competent. Parnell and Pieterse (2002) argue that it deals with how you plan, lead, love, persuade, control, understand and so on. It enables you to achieve the balance between the appropriateness and the effectiveness of successful communication. The way we communicate with each other matters and it leads to success, targeting the final goal. Communication theories are used in daily life. By communicating effectively, success becomes evident in all aspects in life.

This researcher developed items using literature to investigate the present perceptions of citizens, businesses, managers and WCMs in the EMM and included them in Section E of the structured questionnaires. The items were operationalised by placing them on a seven point interval scale and asking respondents their extent of agreement or disagreement with communication issues pertinent to service delivery.

4.2.3.4 Power struggles

From all the discussions above it is reflected that public participation is all about power to control and local government is also about power to control, therefore the question which comes to mind is who has the legitimate powers? From this question struggles arise and this study is seeking some answers to resolve or minimise power struggles.

Public participation is about power and how it is exercised by different actors in society for interaction between citizens and local governments. Schonwalder (1997:755) and Gaventa and Valderrama (1999) argue that not enough attention was given to the question of power in terms of public participation when, for example, Latin America was democratised. In fact, the local elite, local authorities, and other popular stakeholders control *power* to suit their own agenda.

In Tanzania the Ward Development Committees (WDCs), where decisions are made at the higher local level and then cascaded to the lower level in the district it hinders effectiveness in achieving high level popular participation in decision-making. There is no central participation forum for citizens to actively participate / make decisions, rendering them powerless. Although there are norms for those states, for community participation, only influential people are invited to make decisions (Mukandela, 1998). This is a gap in the public participation framework and it should be revisited in an effort to eliminate it.

In both India and Zimbabwe, as Gaventa and Valderrama (1999) explain, the lower level powers of control were taken away from villages when meetings were called unannounced, or when residents were either busy with work or out on other important matters. In the Gram Sabha village in India when meetings are called by the village, councillors will not attend. In Zimbabwe certain powers were taken away from traditional structures and given to high level committees causing friction among traditional leaders and democratically elected leaders.

In the South African context, power is supposedly associated with the educated and the elite members of society. If you have no or little education you are rendered powerless on many fronts. The poor rural community or villagers have no or little education and find it difficult to comprehend what is being said in meetings, because officials speak a higher language than them, leaving a huge gap of misunderstanding and misinformation. Despite this limitation some villages go away thinking all is well, until the services they are receiving is not the same as the services they expected to receive. This creates tension between local authorities and the locals (Abraham & Platteau 2004; Morris &

Staggenborg 2004). However, in a democratic system the poor have the numbers to obtain the majority vote and in this sense they have the power to manipulate important decision-making processes in their favour.

Strong local governments and inclusive local governance arrangements are increasingly seen as essential building blocks of the peace building process in post-conflict environments. However, strengthening service delivery in war-prone countries like Egypt, Syria, Nepal, Aceh Indonesia, Timor Leste, Palestine, and Sierra Leone, has suffered continuous deterrents due to power struggles in both federal and local government (Leopold & Mcdonald, 2012). The authors expressed the view that strengthening of municipal service delivery usually comes with some form of power shift, transfer of competencies, and fiduciary responsibility from central to lower levels of government. In this view, a survey done on the south, east, central, northern and western African countries showed that their local government suffered power struggles, as the majority of the officials did not want to relinquish offices (UN, 2012). This was mostly reported in Kenya, Uganda, Congo, Egypt, Sudan, and South Africa. According to the UN (2012), local governments in developing and transitioning economies suffer power struggles due to the power-thirst attitude held by leaders in the federal government. As a result, the public tends to refrain from direct and open public participation in the local government's affairs, and rather do it through organised social organisations. In this view, a solution to power struggles is not only through policy approach, but by embracing both behaviour change as well as attitude change among the public officials in the local government (Rethinking the Middle East, 2013).

Thus, Leopold and Mcdonald (2012) agreed with the UN (2012) that power-struggles are avenues for gaps in public participation and service delivery in local governments. With power-struggles, the authors asserted that collective participation as well as transparency and accountability can hardly be realised. This can create additional gaps, especially when such struggles tamper with communication channels and processes between the municipality and the public. This necessitates a revisit of the public participation and

service delivery framework so as to protect the public from struggles that may exist within the municipal governance framework (UN, 2012).

Even though a revisit of the framework appears to be most relevant to developing nations, especially African and Asia-Pacific countries, Leopold and McDonald (2012) reported positive changes in various states like Egypt, Nepal, Aceh Indonesia, Timor Leste, Palestine, and Sierra Leone. In their view, strengthening local level governance structures and services through public participation needs peace and stability. The local government authorities in Egypt, Nepal, Aceh Indonesia, Timor Leste, Palestine, and Sierra Leone are now viewed as pivotal in bringing formal state institutions into direct contact with their citizens, and thus play a crucial role in establishing inclusive patterns of post-conflict governance, as well as resilient law in order to enhance public participation (UN, 2012). Based on the UN (2012) report, a revisit to the public participation framework and service delivery in the war-prone nations needs to incorporate peaceful and inclusive governance measures.

Another important issue regarding power is that it often is associated with the generation of its opposite. So, while power can have positive connotations it also contains the seed to generate its opposite. Therefore, power can be used to facilitate healthy relationships between groups of people, but it can also result in something which can impede such healthy relationships and hinder service delivery. Where power is used to control another this tends to set up a process of resistance or counter control that undermines the initial attempt at control. The act of control (a power issue) itself sets up consequences that work against its effectiveness (Morgan, 1997:286).

In an attempt to explore the perceptions of the community about power struggles, the researcher developed items in Section G of the four questionnaires.

4.2.3.5 Gender representation

In his national survey, Purdon (2008) reported that Canada has significant barriers to the participation of women in municipal services. This further concurred with the survey on

the community sites of Cowichan Valley, British Columbia; Halifax, Nova Scotia; Iqaluit, Nunavut; City of Saskatoon, Saskatchewan; Thunder Bay, Ontario; and Montreal, Quebec. Although a low rate of participation of women featured in developed countries, Canada appeared to have higher levels as compared to Costa Rica, Chile, Sweden, Bolithrough, Finland, Ghana, South Africa, and the UK (Purdon, 2008). Three-quarters of the municipalities in these countries showed similar barriers to participation of women. First, the municipalities and women's networks seemed not have established working relationships. Second, the municipalities did not generally reach out to involve women in consultation processes. Third, there was lack of practical supports for women, including childcare, transportation, and timing of meetings. Fourth was the lack of support from the municipality for more inclusive policies and practices. Lastly, in the European countries, the study noted that the marginalised women face more serious systemic barriers to participation due to their race, ethnicity, poverty, immigration status, age, sexual orientation, disability, and language barriers (Purdon, 2008). Insightfully, it can be deduced that social biasness on women is a factor that has fuelled gaps in the participation of women in municipal service delivery. In Indonesia, slum areas tended to have more female residents than male, but because of the culture the public housing officials did not take women into account for housing allocation.

Evidently it was deduced that women in foreign countries, like Canada, face much discrimination due to poor working relationships, ineffective outreach programmes, and a lack of support and more inclusive policies and practices (Purdon, 2008). Hence, the author expressed the view that both developed and developing nations experience gaps in the public participation due to discrimination against women (Purdon, 2008). This necessitated a revisit of the service delivery and public participation framework towards facilitating working relationships, consultations, and supports to women fraternity (Purdon, 2008).

Although many factors could be linked to gaps in the participation of women in municipal matters, Nanz and Dalferth (2009) highlighted that sustainable solutions should entail the development of policies and practices based on gender-mainstreaming tools for inclusive

participation. There should also be partnerships between municipalities and women's organisations. This is due to the fact that women's organisations may have the expertise and tools in areas of consultation, inclusive participatory processes, policy development, gender and anti-racism training, leadership development, and research.

Despite a higher level of female participation in the public's municipal service delivery in developed worlds as compared to developing nations (Women in Local Government, 2010), studies suggested that women's participation can be maximised to attain equal levels with men in a number of ways. First is to make gender equality in municipal consultation and decision making processes a priority for action. Second is to take a coordinated action to address systemic and practical barriers experienced by women. Third is to build effective partnerships and coalitions between local governments and national and grassroots women's organisations (Dörr, 2008). In recent reforms, the women were given the right to participate in public affairs directly or through freely chosen representatives in South Africa, the Philippines, Albania and Norway. Palestine also advanced in the right of women to participate in the formulation of local government policy. In Morocco, gender mainstreaming was neither institutionalised nor systematic, but the country won the award in making international commitments in terms of promoting equality and equity between women and men to support public participation right from local government (UN, 2014).

Section H of the four questionnaires explores the perceptions of citizens, businesses, managers, and WCMs regarding gender representation in decision-making processes associated with service delivery of the EMM.

4.2.3.6 Representativeness gap

According to Moreno-Torres (2011) and the Organisation for Economic Cooperation and Development and Development Assistance Committee (OECD/DAC, 2009a) a number of countries and their municipal governance had no comprehensive representation of various groups of people from the social divide. In the western and eastern blocks, the study highlighted racial discrimination against the immigrants, while Africa reported this

problem along tribal lines. This has resulted in a lack of the conventional sense of being a statistical mirror of society. Consequently, Moreno-Torres (2011) called for a revisit of the public participation framework so that assurance of the social diversity and plurality in the larger society are present. In revisiting the public participatory framework, this would enhance political equality if they are properly implemented.

Representativeness gaps had further been reported through exclusion of the marginalised groups of citizens in not only Africa, but also in Asia-Pacific and the West (Powell & Kleinmann, 2008). According to Powell and Kleinmann (2008), the poorest and most marginalised in society need special support to enable their voices to be heard, as they have been neglected in most participatory processes in municipalities (OECD/DAC, 2010b; World Bank Group, 2013).

Devas and Grant (2003) expressed the concept of citizen “voice” as meaning an engagement between state and citizens to move beyond consultation to direct influence over decision-making. Arguably in many countries, the “voice” is becoming silent due to the fact that the local governments are not poverty focused and the social dynamics of exclusion and inclusion at community level hinders participation (Devas & Grant, 2003). Complex community differences such as language, caste, ethnicity, age, religion and gender have also resulted in participatory inhibits and on many occasions; citizens had to leave meetings confused and frustrated or they are pressured into acquiescence, yet their attendance is classified as participation (Guit & Shah 1998). An observation made in Uganda by Golooda-Mutebi (1999, cited by Devas & Grant, 2003) was that authority inhibits free exchange of ideas and renders participants unwilling to demand accountability from those in authority. Thus instead of being fair and democratic, ‘*participation*’ is often manipulated from the top with the authority imposing decisions on others (Golooda-Mutebi, cited by Devas & Grant, 2003).

Devas and Grant (2003), quoting Beall (2001), and Hulume and Siddique (1997), maintain that civil society is often identified with the ‘institution’s solution’ to people-centred, participation and inclusive development. Local government does engage in various ways

with poverty programmes, identifying problems, prioritisation, solution finding and other contributions, but there is no assurance that the interest of the poor will be represented, thus their “voice” falls on deaf ears and formal organisations underpin the patterns of exclusion and inequality. It is easier for the authorities to communicate with the elite in society than engaging with the poor. It is costlier and taxing to work with the poorer sections of society. Therefore, local government leaders are said to rather ‘commandeer their own agendas’ to further their acquaintances with the local elite for political gains than promote any active participation with the poor (Devas & Grant, 2003; Hulume & Siddique, 1997).

On many fronts, the public “voice” is said to have a diminishing ‘ring tone to the ears of the policy makers’, thus limiting citizen participation and community engagement with deadly repercussions. Citizens protest, burning and destroying property, with loss of life in some cases, accusing the government of either doing very little or nothing at all to improve the quality of life of the poor while the elite in society have no issues with the authorities. This is no different to the South Africa context, as the elite have a better life and the poor live in informal settlements with little to no sanitation, running water, electricity, waste removal, schools, or health care services, among others. There seems to be a daily occurrence of service delivery protests on a much larger scale.

A study by the World Bank Group (2013) on the impact of HIV/AIDS revealed that by-elections of councillors in Africa, especially South Africa, was as a result of AIDS/HIV deaths. This even explained the high rate of councillor turnover in earlier studies. In this light, the publication noted that the public participation framework of the countries did not take the views of people with chronic illness such as AIDS/HIV into consideration. This signified ineffective service delivery to all sectors of the public. On the other hand, the authors argued that AIDS-related illnesses may also affect the productivity of councillors, and hence negatively impacts on their ability to represent their people effectively. In addition, frequent changes of councillors due to illness or death may also impact on the training of new councillors with the attendant loss of institutional memory of councillor work. Although studies reveal that few countries still discriminate against people with

disabilities in public participation, the majority of these countries still lack effective resources that can fully support the disabled during public participation, and have ineffective access to public services (World Bank Group, 2013). Therefore, the publication acknowledged that the time has been reached when people with special needs, including those with chronic illnesses, be given an equal chance to participate towards realising effective service delivery in the municipalities across the globe.

A revisit of the public participation and service delivery framework should ensure support resources to the disabled, as well as provide efficient access to the municipal services (European Commission, 2008). Where participative processes are directly linked to decision-making, the authors asserted that new institutions must be developed so as to link smaller public-based deliberative processes to broader publics in the general public (Urbinati & Warren, 2008). Representativeness can be delivered through a combination of selection approaches on participants, as well as through methods that bring all arguments into the participation process (Urbinati & Warren, 2008). An alternative is to create an active link between the outcomes of the participatory process and the wider public (Urbinati & Warren, 2008).

Moreno-Torres (2011) conducted an in-depth analysis of public protests from 2008 to 2010 in Asia-Pacific countries and Africa and established the existence of the poor performance of public representation and dysfunctional local government administrative structures as the main causative factors. The disgruntled public showed anger with ineffective service delivery in major urban places despite pledges that the councillors made during campaigns to represent them (Moreno-Torres, 2011). Ineffective service delivery brought a sense of desperation over the disconnection of local councillors. In this period, protest reasons concerned policies such as addressing the needs of the poor and their desperation and failure to change their poverty-stricken circumstances (Moreno-Torres, 2011). This signified not only an ineffective service delivery framework, but also a lack of accountability and misrepresentation of the disadvantaged groups. Thus, according to the public, protests were the best way to achieve people-centered governance and service delivery at the municipals. On this note, there was a need to

revisit public participation and the service delivery framework so that all groups of people in the society can be adequately represented and served.

Thompson (2008) further linked the lack of effective service delivery at the municipal level to failure of local political leaders and officials to represent their residents on a wide range of social and economic issues, including fighting against alcohol abuse and advice and assistance with starting up businesses to solve problems relating to unemployment. To the public, lack of effective municipal service delivery contributed to their idleness and poor business environment (World Bank, 2012). Therefore, there was need to revisit the municipal service delivery framework, through public participation, so as to create conducive environment for business and productive activities.

The public in South Africa, Kenya, Uganda, Nigeria, Egypt, and in the EU countries also accused the local political leadership of nepotism and racial discrimination in the appointment of municipal officials (Thompson, 2008). Some of these practices were partly attributed to corruption, lack of transparency and accountability, and lack of trust in the local sphere of governance and leadership.

In a Quality of Life Survey (World Bank, 2011), Africa showed that its local leaders do not effectively play their role in improving the quality of life of residents. The researchers found that the level of contact residents had with local government officials was low. This signified lack of effective communication and people-centered governance and deficiencies in the service delivery framework. Lack of effective communication was further signified by the majority of wards' residents not knowing their councillor's name and not being able to contact local government officials if they needed to. This implied a high level of an ineffective service delivery framework, which needs to be revisited to ensure that the public are aware of their leaders' names and their role in improving the quality of their lives through a new service delivery framework (World Bank, 2011).

To restore the diminishing confidence in local government, the OECD/DAC (2009b) undertook a comprehensive survey of local governments across the globe to determine the current problems experienced by municipalities. Five clusters of problems which need

to be addressed by a revised service delivery framework were identified. One of the key issues identified was the large number of poorly governed and dysfunctional municipalities, which had led to “role confusion and conflict amongst key political office bearers or between politicians and administrators” (OECD/DAC, 2009b:124). The study further noted that “internal Problems are generally matched by a low level of community trust in the municipality, due to poor communication between Councils and their local citizenry” (OECD/DAC, 2009b:135). Additional problems identified included a lack of accountability by local government and a collapse of the rule of law, together with problems with uniformity in the functional arrangements in municipalities (OECD/DAC, 2009b). Besides identifying the clusters of problems, the publication recommended a revisit of municipalities’ administration, which is a core framework for effective service delivery and public participation (OECD/DAC, 2009b).

This perceived gap between the macro-level at which policies are designed and the micro-level at which they need to be implemented is explored throughout the four questionnaires through items developed to explore the perceptions of various community groups as to the existence of such so-called implementation gaps.

4.2.4 Overall solutions

In view of the perceived gaps identified in the literature, a number of overall solutions were extracted irrespective of whether a country is a developed, a transitioning economy, or a developing nation. On this note, building the confidence of mutual-citizens and local government staff has a great importance to the positive outcomes of participation (Duffy et al., 2008). Firstly, the municipalities should examine the shortcomings and problems of citizen participation in public service quality improvement processes and develop it in accordance with citizen participation in the process of public service strategies that would provide the monitoring of the dynamics of civic participation. Secondly, in order to influence more public participation, the municipal government should promote cooperation between the community and community delegates so as to strengthen trust. Thirdly, information should be provided in such a way that it could reach all the residents and arouse greater enthusiasm among them to participate in local government. Fourthly,

the public should be enabled to ascertain that they are indeed able to influence the quality of municipal services (Duffy et al., 2008).

There is need to organise more training for the local government officials, politicians and residents to clarify and use the opinions and preferences of the public (Savivaldybių, 2010). Moreover, the NGOs and gender-based organisations should be encouraged not only as an element of civil society for collective participation (Cornwall & Schattan, 2008), but also as fully-fledged participants in the local public services market (Warner & Hefetz, 2010). The municipality has to provide financial and technical assistance in the development of such organisations to influence public participation (Hall, Lobina & Terhorst, 2013).

4.3 CONCEPTUAL FRAMEWORK

A conceptual framework for a research study is a synthesis of literature on how to explain a phenomenon. It maps out the actions required in the course of the study given literature, theory and experience about the phenomenon. In other words, the conceptual framework gives an understanding of how the key variables inter-relate and how they together determine the phenomenon being investigating. Figure 4.7 shows the interdependency between the social actors.

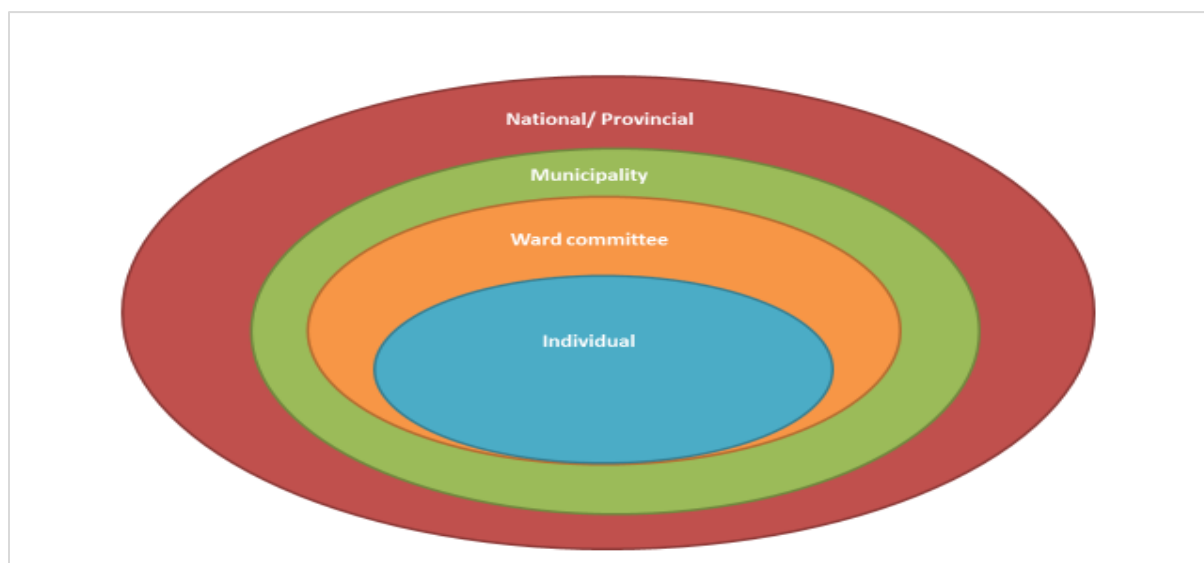


Figure 4.7: Municipal service delivery process
(Source: Own)

At the macro level, the national government formulates policies and allocates funds for certain basic requirements and basic services. At the micro level, the delivery of public services to the members of the local community can take place through the state/province and municipality or on behalf of the state by a VCO or Private Sector Company. As a bottom-up approach, individuals or members of the local community can influence the policy decision making and the resources that affect them through public participation and ward committees which represent them. Figure 4.2 shows the corresponding conceptual framework.

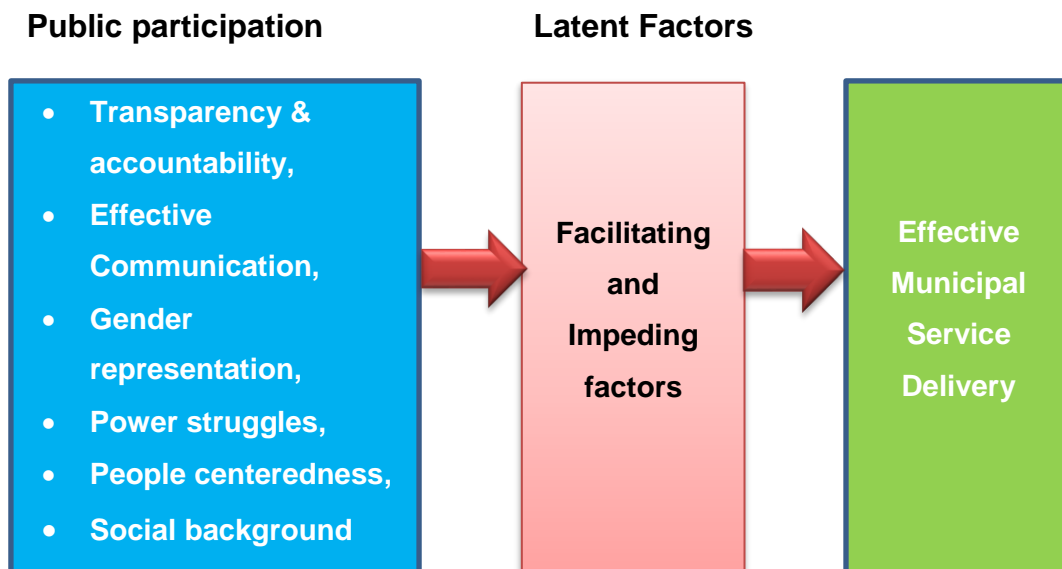


Figure 4.8: A Framework for optimising public participation in the service delivery processes
(Source: Own)

The figure indicates that public participation is affected by quite a number of factors, namely transparency and accountability, effective communication, gender representation, power struggles, people centeredness, social background, among others. There are underlying factors, namely facilitating and impeding factors, which determine the level of municipal service delivery.

4.4 CONCLUSION

It emerged from the literature review that the public participation framework as discussed in Chapter 1 on service delivery is ineffective, and so, a number of studies coincided on the need to revisit the municipal ways to optimise public participation on service delivery. On this note, the majority of municipal governments in developing countries as well as transitioning economies still face a lower level of public participation. Among the gaps that dominated such municipalities include: collective participation, transparency and accountability, people centeredness, effective communication, power struggles, and gender misrepresentation. Even though studies revealed different solutions to the existing gaps, the solutions are generic. Therefore, there is a need for each municipality to develop a public participation policy and procedures that will ensure the participation of the affected public in its municipality, while taking into account the local dynamics as well as the needs of vulnerable and marginalised groups: the illiterate, women, the disabled, and other disadvantaged groups. The municipalities should therefore not assume one universal approach, but integrated ways of enhancing participation based on a particular situation.

In this chapter the focus was on public participation and how it can be improved was discussed, as were transparency and accountability, effective communication, the importance of a public centeredness approach, gender representation, and power relationships.

The inclusion of the public in the decision-making process can democratise the political system as well as society (Blondiaux, 2008). Public participation allows citizens to re-evaluate their perceptions as well as take in and comprehend alternative views that can in turn allow contentious issues to be resolved before they become too polarised. If done correctly, this can enable the municipalities to meet the basic service needs of communities; build efficient, effective and accountable local governments; improve performance and professionalism in municipalities; improve national policy oversight and

support; and strengthen partnerships between local government, communities and civil society.

A conceptual framework where the influence of various sub-systems involved in service delivery constructs was examined.

The literature indicated that local governments worldwide are plagued by a gap, which exists between macro-level planning of local services and the implementation which takes place at the micro-or local authority level. It is one thing to put something on paper, but it is an entirely different thing to implement such espoused policy. For example, local government in South Africa is mandated by Section 6 of the Municipal Systems Act to perform its duties as enshrined in the constitutional principles of public administration in section 195 of the Constitution (Municipal Systems Act, No. 32 2000). The Municipal Structures Act (No. 117 of 1998), section 56, also gives powers of service delivery to the leadership of the local municipalities to make sure that effective and efficient services are delivered to the people (South Africa, 1998). Despite the powers given to local government by various policies and pieces of legislation, the local governments such as the EMM are still struggling to fulfil their mandate – effective and efficient service delivery (Afeis-Corplan, n.d.). The researcher posits that effective and efficient service delivery can only be achieved if the local community is optimally involved with the planning process from the initial phase where such planning was conceived. To this end the researcher conducted an extensive literature review from various nations in Africa, Asia-Pacific, the UK, and the USA. The review was based on the definition of public service delivery and public participation. The review focused on gaps that were perceived to exist in public participation in municipal (local) government which included the lack of the following factors or variables: collective participation; transparency and accountability; people centeredness; effective communication; power struggles; and equal gender representation. The review also does not indicate any influence/s these factors have on each other to optimise public participation for municipal service delivery. Based on these gaps, the researcher posited that the public participation framework on service delivery is

ineffective; hence the need to revisit the framework with a view of adding new knowledge to achieve effective service delivery by municipalities.

The next chapter presents the research design and research methodology that was used in this study.

CHAPTER 5

THE RESEARCH METHODOLOGY

5.1 INTRODUCTION

This chapter contains a thorough discussion on the research design and methodology which was used to address the research objectives, test the hypotheses stated in Chapter 1, and subsequently solve the research problem. The chapter is divided into 12 sections as follows. After the introduction, section 5.2 outlines the research paradigm, section 5.3 discusses the research design that was applied in this study, section 5.4 presents the research methodology, section 5.5 population and unit of analysis, section 5.6 sampling, section 5.7 questionnaire, section 5.8 data collection method, section 5.9 data analysis, section 5.10 validity and reliability, section 5.11 ethical consideration and section 5.12 conclusion.

5.2 THE RESEARCH PARADIGM

According to Taylor, Kermode and Roberts (2007:5), a research paradigm is a wide perspective or view of something. Research paradigms are patterns of practices and beliefs that regulate inquiry within a particular discipline by offering processes, lenses and frames through which observation is accomplished. Research philosophy and paradigms consist of different factors, such as the mental models of individuals, their way of viewing things, varied perceptions, different beliefs towards reality, etc. This concept impacts the values and beliefs of the researchers so that the researcher can offer valid terminology and arguments to give reliable outcomes. The research paradigms can be classified into two kinds, namely: 1) Positivism and 2) Non-Positivism / Hermeneutics.

5.2.1 *Positivism*

Saunders, Lewis and Thornhill (2007) define positivism as meaning scientific and positivist methodologies that are possible and desirable to study social behaviour in ways similar to those used by natural scientists to study behaviour in the natural world.

According to this paradigm, researchers are interested in gathering general data and information from huge social samples instead of focusing on research details. According to Cooper and Schindler (2006), positivism perceives that beliefs should not feature in a research study. The philosophical approach of positivism is mainly related to the experimental approach characterised by observations to collect numerical data. Positivism has a rich and big historical tradition. It is so fixed in their research paradigm that any search for knowledge not grounded in positivist thought is easily dismissed as non-scientific and therefore invalid. Positivism is also known as quantitative research.

5.2.2 Non-Positivism

Non-positivism or hermeneutics is the science of interpretation and data collected. It is a formal systematic procedure to assist researchers in interpreting and understanding appropriate experiences of human beings. Hermeneutics attempts to understand and analyse the overall perception of individual experience of humans from varied angles rather than from phenomenological events (Reichert, 2004). Hermeneutics is the interpretation of science. The word hermeneutics is usually applied to the description of written documents, and therefore may be more particularly referred as the science of interpreting the language of the author. Hermeneutics is the discipline that deals with the interpretation principles and it is also referred to as qualitative research (Thomas, 2002).

5.2.3 Research paradigm

The research paradigm adopted in this study was **positivism**. The positivism approach to the social world in social research is common, but not similar to how the natural sciences approach the physical world, namely integrating mainly deductive logic with predominantly empirical quantitative methods to seek generally applying regularities (Cohen, Manion, Morrison & Morrison, 2007). Positivism is said to be the underpinning methodology of experimental and survey research approaches. However, in explaining it there is a conflation between the social approaches, as compared to scientific approaches and the specific positivism position. There have been many positivism versions and types, and though all favour the scientific approach to observation they are not similar in terms of the way positivism is viewed and explained, and in social sciences positivism vanished

as an essential position of methodology several decades ago. Whereas all the versions of positivism agree with the main principles behind positivism, such as the logic of inquiry, that the goal of inquiry is to explain and predict, that research should be empirically observable with the human senses and should use inductive logic to develop statements that can be tested, that science is not the same as common sense, and that science should be judged by logic and should be as value-free as possible, they differ in terms of how they view and explain what positivism is. For example, logical positivism is the philosophy of science that information is derived from logical and mathematical treatments, that reports of sensory experience is the exclusive source of all authoritative knowledge, and that there is valid knowledge (truth) only in this derived knowledge, but analytic positivism philosophy emphasises a clear, precise approach with particular weight being placed upon argumentation and evidence, avoidance of ambiguity, and attention to detail.

Positivism is the view that sociology must use methods pertaining to the natural sciences (Aguinis, 1993). However, that does not mean using experiments because there are all kinds of ethical issues with doing that, but positivists believe that the sociologists must use quantitative methods and targets to measure and identify social structures. Positivism is also referred to as quantitative research. The positivists believe that reality is consistent and can be observed and described without actually involving the studied phenomenon. They maintain that the phenomena must be confined and the observations must be repeated once again. On the basis of previously observed and described inter-relationships and their realities, predictions can be made. Positivism has a big and rich historical tradition (Badham, Sense & Andrew, 2006). As already mentioned above, the positivist paradigm was applied in this study, and the details of how it was used in this study follow in sections 3.3 and 3.4 of research design and research methodology.

5.3 RESEARCH DESIGN

Research design is the structure, strategy and plan of investigation so formed as to acquire answers to the problems and queries of research. The phase of designing the study deals with the brief description of procedures that would be used to carry out the study of research. The research design must indicate whether the study would be carried out in the laboratory or field. In other words, the research design is a detailed plan or blueprint of how a research study is to be finished; it deals with operationalising variables so that they can be measured, gathering data to be used as a basis for analysing outcomes and testing hypotheses (Mathirajan, Sivakumar & Krishnaswamy, 2006).

A research design is a comprehensive plan of the sequence of operations that a researcher intends to carry out to achieve the objectives of a research study. It provides the conceptual structure for the way in which the research study is to be conducted. It could also be considered a planned sequence of the entire process involved in conducting the research. According to Breakwell (2006), a research design comprises the blueprint of methodology for the collection of data, measurement of data elements/units, and analysis of data, and the basic objective of a research design is to ensure that the maximum amount of information needed for decision making throughout the research study is collected with the minimum resources. The research covers the following issues: a specific problem, objective of the research study, methodology for obtaining or collecting information, and finally the resources and their allocation for various segments of the research study.

The survey research design was used in this study as follows:

Research Design & Methodology

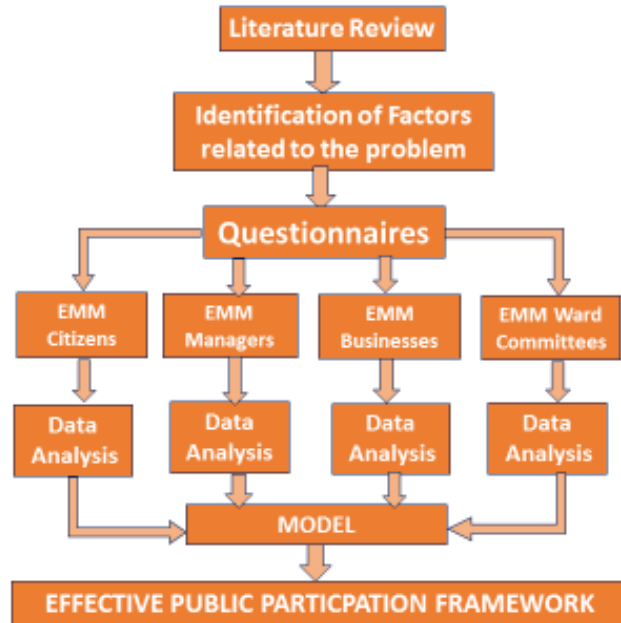


Figure 5.1: Research design and methodology (Source: Own)

Referring to Figure 5.1, first the relevant and current literature on public participation and service delivery was reviewed to address the first research objective (of scrutinising the available literature in order to identify which factors are involved in obtaining maximal public participation in the various municipal service delivery processes). Quite a number of latent constructs which influence effective service delivery to the public by local authorities were identified. The researcher then designed a framework which involved these constructs. The latent constructs were operationalised and the researcher designed a structured questionnaire which was used to collect the data. A pilot survey was also done to probe public perceptions on the operational definitions of these constructs. The pilot survey involved 20 key informants who were interviewed and asked to comment on various issues, including clarifying of the items. Secondly, a data collection instrument (that is, questionnaire) was constructed. The instrument was scrutinised and validated by management experts and statisticians. After, the construction of the questionnaire, the researcher collected the data from different random samples selected from four respondent groups: the public, businesses, managers in the various departments in the

EMM, and persons serving on the ward committees, which were analysed by the SPSS Computer Software (23.0 statistical package) to develop a framework intended to optimise public participation for effective municipal service delivery.

5.3.1 Types of research designs

5.3.1.1 Exploratory research design

According to McDaniel and Gates (1998:27), exploratory research is a study that offers a wide understanding of a service, industry or an area in which an organisation has limited knowledge. Exploratory research is usually small scale research undertaken to define the exact problem's nature and to achieve a better understanding of the surroundings within which the problem exists. Exploratory research tends to be highly flexible with researchers following clues, ideas and hunches as long as money and time constraints allow. Marlow (2010:38) indicates that exploratory research always decides a study's feasibility and raises queries to be investigated by more extensive studies using either the conclusive or descriptive strategy. An exploratory research design always consists of conducting personal interviews with knowledgeable individuals from outside and/or within the organisation.

5.3.1.2 Conclusive research design

Nargundkar (2008) describes the conclusive research design as leading to major marketing decisions being taken. Conclusive research seeks to draw conclusions about consumer or marketing variables, or other variables like consumer or sales preferences. Usually this is done by using appropriate research methodologies, rigorous field work, and sampling schedules together with proper analytical techniques. Conclusive research may follow exploratory research in cases where the investigation area is new. If the investigation field is not new, conclusive research may be repeated once, twice, or four times a year. Chisholm and Elden (1993) described conclusive research as something which is more likely to use advanced analytical techniques, statistical tests and bigger sizes of samples as compared to exploratory studies. Conclusive research is more likely to use quantitative rather than qualitative techniques. This does not mean that quantitative techniques are important or better, but it is a fact that they are more easily understood.

The conclusive research design may be either descriptive or causal as shown in Figure 3.1 above.

5.3.1.3 Descriptive research

Descriptive research is used to obtain the information based on the present status of the phenomena to describe "what exists" with respect to conditions or variables in a situation. The methods involve the range from the survey, which describes the correlation, and the status quo study that investigates the relationship between variables, to the studies of development that seek to determine the changes which happen over a period of time (De Vaus, 2002). Descriptive research answers the questions of who, what, where, when and how. It does not answer the questions of why. Descriptive research deals with everything that can be measured or counted. Descriptive research is mainly done when a researcher wants to have quantitative ideas of the variables under study. Descriptive research is highly accurate and useful, but it does not provide the causes for the finding behind a situation as such.

According to Polit, Beck and Hungler (2001:180) descriptive research is used when the researcher seeks to observe, document and explain a naturally existing phenomenon which cannot be explained readily as an objective value. Descriptive research also deals with queries that view to describe what things are similar and explain relationships, but do not seek to find relationships between the direction of relationships and their variables. Depending on what is to be explained, descriptive research can be more abstract or very concrete.

5.3.1.4 Causal research

Casual research designs are used to investigate the cause and effect relationship between variables (Churchill & Lacobucci, 2009:59). Causality is the notion that one thing leads to the occurrence of another. Although the scientific notion of causal research is complex, scientists state that it is impossible to prove that one thing causes another, but research can be conducted which will help to narrow down the likely causal relationship between variables by eliminating the other possible causes that may be evident. Unlike

descriptive research which is fine for testing hypotheses about relationships between variables, causal designs are used for testing cause-and-effect relationships. This research design works towards establishing possible causal relationships through the use of SEM.

5.3.1.5 Type of research design used in this study

This study made use of the **conclusive survey research design** because of the advanced analytical technique, statistical tests, and bigger sizes of samples to be used in this research. Nargundkar (2008) states that the conclusive research design leads to major marketing decisions being taken which draws conclusions about consumer or marketing variables or other variables like consumer or sales preferences. Usually this is done through field work and analytical techniques.

5.4 RESEARCH METHODOLOGY

The research methodology to be used in a scientific study can differ depending on what is to be researched. If it is the scientific method then it would be proper to use common methods of research or that of other scientists who have attempted the procedure. However, if the research was in social policy it would be good to carry out surveys, look into past surveys, etc. There are several different kinds of research approaches. The two most popular research approaches in practice are qualitative and quantitative research (Merriam, 1998; Creswell, 2008; Hesse-Biber, 2010). The research approach which was used in this study, that is the quantitative approach, is discussed in detail below.

5.4.1 Quantitative approach

The research approach that was adopted in this study is the **quantitative approach**. Taylor (2005) indicates that quantitative research is associated more with deduction, reasoning from general principles to specific situations. Quantitative research has its roots in positivism and is more closely connected to the scientific method than is qualitative research. The emphasis is on facts, relationships and causes. Quantitative researchers place great value on outcomes and products. Quantitative researchers look for more

context-free generalisations. They are much more willing to focus on individual variables and factors than concentrating on a holistic interpretation. According to Bradbury and Reason (2002), quantitative researchers attempt to separate facts from values. Quantitative researchers are more attuned to standardised research procedures and predetermined designs than are qualitative researchers. The methods of research used in quantitative research contain survey techniques, observations and experiments.

The findings are empirical and descriptive, and if gathered randomly can be enhanced to huge populations, because the gathered data is quantitative and lends itself to sophisticated statistical analysis. Quantitative research is most often needed when a degree of accuracy rather than judgment is required in terms of statistics and numbers on major dimensions and also when evaluating qualitative outcomes and authenticating suggested actions. Quantitative researchers can offer the statistical validation that is important in some situations where the size of the sample permits it.

5.5 POPULATION AND UNIT OF ANALYSIS

The main target population consisted of all stakeholders in the EMM. Neumann (2006:58) defines the unit of analysis as the unit, case or social life that is under consideration, and more than one unit of analysis can be used. The key to the unit of analysis is concept development, empirical measurement, or observing the concept and analysing data. The unit of analysis is the major entity that a researcher uses in analysing in his or her study. According to Fitzsimmons and Fitzsimmons (2001), service delivery should, amongst other things, include equity and efficiency – given that efficient, effective, economical and equitable public service is the trait of sustainable public service (Van Niekerk et al., 2002).

For this study, there were two types of units of analysis: primary and secondary units of analysis. The primary unit of analysis for this study lay at the participation mechanism level, which was the local or municipal government. There were four secondary units of analysis which corresponded respectively to the four different respondent groups:

citizens, WCMs, senior managers, and businesses. Their population sizes were: 3.1 million citizens, 1010 WCMs, 836 senior managers, and 1431 businesses.

5.6 SAMPLING

According to Polit and Hungler (1999:278), sampling is a process of selecting a portion of the population to represent the entire population. A sampling design or sampling plan is a blueprint for how a sampling programme or sampling event will be performed. It must offer all the descriptions required to assure that representative samples are gathered, managed, reported, and analysed in a manner that attains the objective and requirements of the sampler (David, 2002).

There are a number of sampling techniques that can be used, each with its own advantages and disadvantages (Black, 1999). These are shown in Table 5.1.

Table 5.2: Sample techniques

Technique	Descriptions	Advantages	Disadvantages
Simple random	Random sample from whole population.	Highly representative if all subjects participate; the ideal.	Not possible without complete list of population members; potentially uneconomical to achieve; can be disruptive to isolated members from a group; time-scale may be too long, data/sample could change.
Stratified random	Random sample from identifiable groups (strata), subgroups, etc.	Can ensure that specific groups are represented, even proportionally, in the sample(s) (for example, by gender), by selecting	More complex, requires greater effort than simple random; strata must be carefully defined.

Technique	Descriptions	Advantages	Disadvantages
		individuals from strata list.	
Cluster	Random samples of successive clusters of subjects (for example, by institution) until small groups are chosen as units.	Possible to select randomly when no single list of population members exists, but local lists do; data collected on groups may avoid introduction of confounding by isolating members.	Clusters in a level must be equivalent and some natural ones are not for essential characteristics (for example, geographic: numbers equal, but unemployment rates differ).
Multi-Stage	Combination of cluster (randomly selecting clusters) and random or stratified random sampling of individuals.	Multi-stage can create random samples at different stages of sampling and within groups; possible to select random sample when population lists are localised.	Complex, combines limitations of cluster and stratified random sampling.

(Source: Black, 1999)

This study adopted the stratified random sampling technique because the wards were geographically located in different communities: White, Black; Indian and Coloured areas. This helped to ensure that all the groups were well represented. Stratified sampling is a probability sampling technique wherein the researcher divides the entire population into different subgroups or strata, then randomly selects the final subjects proportionally from the different strata as illustrated in the following sections.

5.6.1 Proportionate Stratified Random Sampling

The sample size of each stratum in this technique is proportionate to the population size of the stratum when viewed against the entire population. This means that each stratum had the same sampling fraction in this study.

5.6.2 Sample sizes

As alluded to above, there were approximately 3.1 million residents in the EMM (EMM Research Department, April 2015). These 3.1 million residents were split into 20 non-overlapping CCCs. Information is contained in Table 5.2. The online sample calculator (Creative Research Systems, <https://www.surveysystem.com/sscalc.htm>), which was used to estimate the right sample sizes to use in this study recommended a minimum sample size of 665 respondents for a target population of 3.1 million respondents if a 99% confidence interval of a proportion and the maximum standard error desired was 0.05. The researcher decided to use a sample size of 1000 citizens.

There were 101 wards in the Ekurhuleni Metropolitan area. Each ward had a councillor and a ward representation of nine members giving a total number of members for all 101 wards and are: $10 \times 101 = 1010$ members. The online sample calculator (Creative Research Systems: <https://www.surveysystem.com/sscalc.htm>), recommended a minimum sample size of 401 respondents for a target population of 1010 respondents if a 99% confidence interval with maximum standard error of 0.01 was desired. The researcher decided to use a sample size of 400 respondents for the WCMs.

There were 836 senior managers in the EMM. The online sample calculator (Creative Research Systems, <https://www.surveysystem.com/sscalc.htm>), recommended a minimum sample size of 428 respondents for a target population of 836 respondents if a 99% confidence interval of maximum standard error of 0.01 was desired. The researcher also decided to use a sample size of 400 respondents for the senior managers.

According to EMM records, there were 1431 small businesses, small-, micro- and medium-sized enterprises (SMMEs) in Ekurhuleni. The online sample calculator (Creative Research Systems, <https://www.surveysystem.com/sscalc.htm>), recommended a

minimum sample size of 299 respondents for a target population of 1431 respondents if for a 99% confidence interval and maximum standard error of 0.01 was desired. The researcher decided to use a sample size of 300 respondents from the SMMEs. Therefore, the total sample used in this research was as follows:

Table 5.2: Sample

Population	Sample Size	Final Sample Size
Citizens 3.1 million	665	1000
Ward committee members 1010	401	400
Senior Managers 836	428	400
Businesses 1431	299	300
Total		2100

(Source: Own)

5.7 QUESTIONNAIRE

5.7.1 Development of the questionnaire

The questionnaire was designed according to the various constructs as elucidated in the literature study. However, as these constructs were not observed directly they were seen to be latent and needed to be operationalised through questions in the form of respondents' agreement or disagreement on an interval scale. As these constructs were used in a different context in this research it was also necessary to determine their construct validity and reliability. The questionnaire was pilot tested to improve its validity and reliability, which also enabled the researcher to identify statements that may cause discomfort amongst the respondents. The validity of the research instruments was established by logically checking and rechecking the questions against the objectives of the study by both the researcher and the experts in the field. The questionnaire also incorporated the feedback from the respondents of the pilot study helped the researcher to refine the question. The Cronbach's alpha coefficient of the constructs measured by the questionnaire was about 0.7.

All four different questionnaires used in this study (that is, respectively for the citizens, WCMs, senior managers, and businesses) consisted mainly of closed-ended questions since the main thrust of the research was to conduct quantitative analysis. Boog and Ben (2003) describe a closed-ended question as a kind of question that requires simple responses like 'yes' or 'no', or 'true' or 'false' as specific information, while open-ended questions on the other hand are used to get a deeper meaning or explanation to the questions asked. Closed-ended questions are also referred to as dichotomous or saturated kind of queries. Closed-ended questions are those which have their own predetermined response set. The major advantage of closed-ended questions is that they are easier to analyse and there is no element of post-coding which is tedious and time consuming. Another advantage is that the closed-ended questions with their choice of responses communicate a common reference frame to all respondents.

Latent variables were measured in line with recommendations obtained from literature that multiple (indicator) measurements are required to capture a latent construct (so that as much variability as possible is accounted for with a parsimonious number of indicator variables). Three indicator measurements were made per latent variable as projected below.

5.7.1.1 *Accountability and transparency*

Accountability and transparency is an indicator or a predicator that is present as latent construct and as the authors below suggest:

- Should integrate effective communication (Siebert, 2008).
- Promote ethical values and mobilise public interest in dealing with issues of corruption (Eikenberry, 2009).
- Effective anti-corruption policies, laws and 'checks and balances' required (UN, 2010; 2011).
- Review tendering and procurement processes with anti-corruption polities and law enforcement (Eicher, 2009).

5.7.1.2 Public participation

Public participation is another indicator or a predictor that is present as latent construct and the authors below suggested:

- Pilietinès (2011) emphasised the need to revisit the public participation framework by *effectively budgeting* and *allocating enough resources* (Brinkerhoff & Brinkerhoff, 2015; Pilietinès, 2011).

Level of public engagement; hosting and sponsoring of community events; and feedback mechanisms are all attributes of synergy, namely working not only together, but towards a common cause and in unison of purpose. Collective societal views can attain optimal public participation for effective service delivery, but when societal views are politicised it can impede public participation and service delivery.

5.7.1.3 Power struggles

Power struggles usually occur due to social disparity and inequalities; political antagonism; and the prevalence of crime and vandalism. Participation should include pluralism, non-political agendas, and the inclusion of marginalised groups (Abraham & Platteau, 2004). The theory being a measurement of social moral fabric, that is, where this is broken, public participation suffers.

5.7.1.4 Effective Communication

Effective communication is another indicator or a predictor that is present as latent construct and Abraham and Platteau (2004) suggest as follows:

- Resources should be put into *skills development and training* of both public officials and public participants.
- Create *an effective communication channel* informing citizens.
- Encourage *alliances* between the municipal and non-governmental bodies.
- Participation should *include diversity* of languages.
- Accessibility; municipal public projects awareness campaigns and the use of electronic / print media all represent ways in which public participation could be reached (Mukandela, 1998; Manor & Crook, 1998; Gaventa & Valderrama, 1999).

5.7.1.5 *People centeredness*

People centeredness is another indicator or a predicator that is present as latent construct and the authors below suggest:

- Community elders, youth, women, and the disabled and should be pluralistic in nature.
- Public and municipal officials should be working together, that is, synergy (Homsy & Warner, 2014).

5.7.1.6 *Gender representation*

Gender representation is another indicator or a predicator that is present as latent construct and the authors below suggest:

- *Facilitate inclusivity*: that is working relationships, consultations, and supports to women fraternity (Purdon, 2008).

How were the questionnaires administered?

During the time period when the survey was undertaken, there were 3.1 million citizens in the EMM which was divided into 20 CCCs or Areas. The researcher made use of the Customer Care Areas (CCAs) of the EMM to carry out the survey. The CCAs aim to assist walk-in customers / citizens with various issues, from paying bills and opening of new accounts, to resolving municipal related problems and so on, and citizens come into these centres daily. Therefore, these centres were the basis for conducting the survey to establish citizens' / customers' opinion with regards to their satisfaction with the services they received from local government. The following 20 CCAs in Table 5.3 were located across the EMM.

Table 5.3: Customer Care Centres (CCCs) in the EMM

1	Alberton	11	Katlehong 2
2	Benoni	12	Kempton Park
3	Boksburg	13	Kwa Thema
4	Brakpan	14	Nigel

5	Daveyton	15	Springs
6	Duduza	16	Tembisa 1
7	Edenvale	17	Tembisa 2
8	Etwatwa	18	Tokoza
9	Germiston	19	Tsakane
10	Katlehong 1	20	Vosloorus

(Source: Own)

The researcher used postgraduate students from the University of the Witwatersrand and University of Johannesburg as enumerators for the survey. Data collection for the residents of the EMM was administered by the above-mentioned trained enumerators at the CCCs, whilst data collection for the WCMs from the 101 wards was initially done using an emailed questionnaire, and only in the event of a “no response” from the WCMs was a follow up visit done.

It was also envisaged that language would be a barrier which would deter respondents from either answering the questions or/and answering them correctly. South Africa has 11 official languages and of these the most spoken languages are Zulu, English, Afrikaans and Sotho. To cut costs, the questionnaires were constructed in English and those respondents who had difficulty in answering the questions in English were assisted by the enumerators.

5.8 DATA COLLECTION METHOD

Research data is about the observations or facts on which the argument or test is made. The research data may be categorised into two types, such as primary and secondary data. This research made use of primary data.

5.8.1 Data collection method

According to Stoecker (2008), primary data collection takes a huge amount of expense and time for the researcher to prepare, but it has the benefit of being more applicable to

the research situation or problem. Experimental, observational and survey research are among the most renowned methods for gathering primary data. Surveys can be carried out by personal interviews, questionnaires and telephone interviews. The investigator is responsible for the truth of primary data. Primary data can be collected through either quantitative research or qualitative research. The popular ways to gather primary data consist of focus groups, surveys and interviews which shows the direct relationships between the companies and the potential customers. Primary data is gathered by the researcher specifically to meet the research objective of the project. The most important aspect in the primary data is the validity of the data. With primary data the validity will need to be established through the research methodology that is followed. The primary data gives data in greater detail compared to secondary data. The primary data also includes a copy of the schedule used in data collection together with the prescription of the procedure used in selecting the sample and the size of the sample. If the time is sufficient, it is recommended to use the primary method of data collection, because primary data is more reliable and accurate as compared to secondary data. Face-to-face data collection method was applied because it enabled the interviewer to clarify the questions to the respondent in case this was necessary, and to be able to persuade them to participate in the study by explaining the purpose of the study and the rights they had as respondents better. The method however, had a disadvantage that it was an expensive exercise because of the travelling expenses.

We now look at how the questionnaire administration was done with the various respondent groups.

5.8.2 *Citizens*

As mention above (3.6.2), there were approximately 3.1 million residents in the EMM (Statistics South Africa, <http://www.statssa.gov.za/> (Accessed 25 April 2016).) and a sample of 1000 was agreed upon. Stratification was done by CCC with proportional allocation being used to determine the random sample from each CCC. For instance, the number of respondents from Alberton who participated in the survey was 38, while the number of respondents from Benoni was 43. Residents coming to a CCC typically arrive

in a stream. From each CCC the number of the first respondents to be interviewed was a (systematic) number between 1 and 10 inclusive, which was randomly determined using R statistical software. For instance, the first respondent earmarked for the survey in Alberton was the fourth person to visit the CCC and thereafter the second respondent would be the 14th person to arrive at the CCC. Consequently, the numbered respondents earmarked for the survey were 4, 14, 24, and so on until the quota of 38 respondents was achieved. A semi-structured questionnaire was used to collect the data using the face-to-face data collection method. The people who knew how to read were asked to fill in the questionnaire themselves, otherwise the enumerator had to read out the question to obtain the answer from them and then fill the questionnaire.

5.8.3 *Ward committee members*

As far as data collection for WCMs was concerned, stratification by area in which wards were situated was done and proportional allocation was used for the numbers so that in Alberton 20 WCMs had to be chosen. Lists of the WCMs arranged in alphabetic order were used to determine the committee members selected to participate in the survey. Simple random sampling was used in determining the sample size from each area. The R software was used and the command repeatedly used was `sort(floor(runif(n, min=1, max=N)))` (this command generates k random integers lying between 1 and n inclusive). For instance, in Alberton where the desired sample size for the WCMs was $n=20$ given that the total number of committee members in Alberton was $N=50$, the command used is `sort(floor(runif(20, min=1, max=50)))`. From the list of WCMs' names arranged in alphabetic order, the WCMs who participated in the survey were numbered 1, 2, 3, 4, 7, 10, 11, 12, 19, 21, 25, 26, 27, 33, 34, 35, 38, 39, 41, and 47. The respondents filled in the questionnaire themselves as they knew how to read and write.

5.8.4 *EMM businesses*

In the data collection for EMM businesses, stratification was done using the economic sector to which a business belongs. The sampling frame had a total of 1341 businesses which were put into 14 distinct strata. The appropriate sample size was found to be 299 which were then rounded off to 300. Simple random sampling was used in coming up with

samples from each of the strata. The R software was used as before. The enumerators physically delivered the questionnaires to the managers/owners or representatives of the individual businesses selected into the sub-sample, who filled in the questionnaires themselves at their business premises.

5.8.5 EMM managers

Data collection for EMM managers was done by stratification of the EMM departments where proportional allocation was used for the numbers so that in the EMM Finance Department, 24 EMM managers had to be chosen, etc. Lists of the EMM managers arranged in alphabetic order were used to determine the sample selected to participate in the survey. Simple random sampling was used to come up with samples from each department. The R software was used and the command repeatedly used was `sort(floor(runif(n, min=1, max=N)))` (this command generates k random integers lying between 1 and n inclusive). For instance, in Finance Department where the desired sample size for the WCMs was n=24 given that the total number of managers in the Finance Department was N=50, the command used was `sort(floor(runif(24, min=1, max=50)))`. From the list of managers' names arranged in alphabetic order, the managers who participated in the survey were numbered 2, 4, 5, 6, 7, 8, 9, 10, 11, 14, 19, 20, 21, 22, 26, 27, 30, 34, 38, 40, 43, and 46. At the appointed time, the enumerators physically delivered to the individual managers selected into the sub-sample, who filled in the questionnaires themselves at their offices.

5.8.6 Emails

Some data collection from managers, businesses and WCMs was done through emails by the researcher. Due to the slow response rate, reminders were sent out on three occasions and the researcher had to personally contact managers, businesses and WCMs to complete the survey questionnaire.

The collected data was originally captured into an Excel spreadsheet and then exported into the SPSS 23 Computer Software spreadsheet for data analysis.

5.9 DATA ANALYSIS

5.9.1 Descriptive data analysis

Descriptive data analysis involved data summaries and descriptive statistics to identify patterns in the data. This included frequencies and cross-tabulations, percentages, means, mode, and standard deviation, as well as graphical representation of data. The graphics mainly consisted of histograms and pie charts. Qualitative data analysis helped with some explanation of the relationships between the variables and constructs that had been identified. Qualitative data analysis involved categorisation of data into patterns, trends and themes.

5.9.2 Inferential statistics

In this research, inferential statistics was used to test the hypotheses. First, the variables (items) were grouped into factors, then correlation analysis was conducted to determine the degree and direction of the relationship (positive or negative) and finally SEM was conducted to determine the causal relationship between the various latent factors.

5.9.3 Factor analysis

Factor analysis is a data reduction technique used with interval data. Field (2009:628; Serumaga-Zake, 2014), writes that factor analysis can be used to reduce a data set to a more manageable size while retaining as much of the original information as possible. For example, this researcher used a questionnaire where Section B contained nine items that probed the perceptions of respondents regarding aspects of public participation. The factor analytic procedure displays the correlation between each pair of the variables (items) in what is known as an R-matrix, which is merely a table of correlation coefficients between these variables. In this matrix the diagonal elements are all ones (1) because each variable will correlate perfectly with itself (Field, 2009:628).

The off-diagonal elements are the correlation coefficients between pairs of variables or items. The presence of clusters or bunches of large correlation coefficients between subsets of variables suggests that those variables could be measuring aspects of the

same thing or underlying dimension. These underlying dimensions are known as factors. Thus one is able to reduce the nine variables or items to a smaller set of factors (usually one or two) which explains the maximum amount of common variance in a correlation matrix using the smallest number of explanatory constructs.

There are numerous techniques and terms associated with factor analysis and terms such as Principal Component Analysis (PCA), Principal Factor Analysis (PFA), and rotation of data techniques such as Varimax rotation are frequently used. Another term frequently used is the Kaiser-Meyer-Olkin (KMO) value which is an index that compares the sizes of the observed correlation coefficients to the sizes of the partial correlation coefficients (Norusis, 2009:389). In a nutshell, if the KMO ratio is close to 1, it means that all of the partial correlation coefficients are small, compared to the ordinary correlation coefficients. This is what one is hoping to obtain, because it indicates that these variables are linearly related (Norusis, 2010:394). Large KMO values (normally 0.6 or larger) is what one is looking for accompanied by a Bartlett's sphericity value which is significant ($p < 0.05$). Bartlett's test measures whether the variance-covariance matrix is proportional to an identity matrix. Thus, it effectively tests whether the diagonal elements of the variance-covariance matrix are equal (group variances are the same) and that the off-diagonal elements are approximately zero (independent variables are not correlated) (Field, 2009:782). If the Bartlett's test is significant, it means that the correlation between the variables is significantly different from zero and so, a p-value < 0.05 is good news for the plausibility of a factor analytic procedure (Field, 2009:648).

Cooper and Schindler (2001:595) state that factor analysis is a computational technique that has the objective of reducing to a manageable number many variables that belong together and have overlapping measurement characteristics. Factor analysis begins with the construction of a new set of variables based on the relationships in the correlation matrix. These linear combinations of variables, called factors, account for the variance in the data as a whole. Supporting Cooper and Schindler (2006), Warner (2008) states that factor analysis is an exploratory analysis that is sometimes used as a form of data fishing. That is, when a data analyst has a messy set of too many variables, he or she may run a

factor analysis to see if the variables can be reduced to a smaller set of variables. The analyst may also run a series of different factor analyses, varying the set of variables that are included and the choices of method of extraction and rotation until a meaningful result is obtained.

Factor analysis is a data reduction technique used to reduce a large number of variables to a smaller set of underlying factors that summarise the essential information contained in the variables. More frequently, factor analysis is used as an exploratory technique when the researcher wants to summarise the structure of a set of variables. However, for testing a theory about the structure of a particular domain, confirmatory analysis is appropriate (Warner, 2008).

The correlation coefficients between the factor and the variables are called loadings, while the sums of the variances of the factor values are called Eigenvalues. The communalities are estimates of the variance in each variable that is explained by the available factors. Cooper and Schindler (2001:596) suggest that to find the results of factor loadings, Eigenvalues and communalities of the factors (dimensions), the available variables must be entered into statistical software packages, such as SPSS.

The factor loadings that form the first iteration of the software are called un-rotated factor loadings. However, un-rotated factor loadings are not as enlightening, as most of the time they will have cross-loadings of variables. Hence, to find some pattern in which one factor heavily loads (has a high correlation coefficient) on some variables. Rotation can be carried out by either orthogonal or oblique methods. Finally, the interpretation of factor loadings is largely subjective. There is no way to calculate the meanings of factors; they are what one sees in them (Cooper & Schindler, 2001:596).

In this study construct validity of the questionnaire, apart from using experts and pilot testing, was checked using factor analysis (see Hair, Anderson, Babin & Black, 2010). Factor analysis also helped to check whether the multiple items represented one factor (construct) or more than one factor. This was assured by loading the items into a factor

or factors after the adequacy of the sample for factor analysis was tested using one of the rotation methods, that is, the Kaiser's criterion. Factors with Eigenvalues of greater than 1 were retained. Finally, the statistical significance of Bartlett's test results determined whether factor analysis should be conducted or not.

Confirmatory factor analysis was conducted in order to determine whether the identified service quality dimensions confirmed the existing service quality dimensions as previously identified by other researchers.

5.9.4 Structural Equation Modelling (SEM)

In this study, SEM was used to determine the underlying causal relationships among the key study constructs. At first, factor analysis was used to examine the covariance structure of a set of variables and to provide an explanation of the relationships among those variables in terms of a smaller number of unobserved latent variables called factors (Daniel, 1988). Confirmatory factor analysis seeks to determine if the number of factors and the loadings of measured variables on them conform to what is expected on the basis of a theory (Hair, Anderson, Tatham, & Black, 1988). According to Hair et al. (1988), confirmatory factor analysis is particularly useful in the validation of scales for the measurement of specific constructs. The structural equation model played the confirmatory role as it allowed for a statistical test of specific hypotheses about the structure of the factor loadings and inter-correlations of observed variables.

SEM and Confirmatory Factor Analysis (CFA) rely on several statistical tests to determine the adequacy of model fit to the data. For example, the chi-square test indicates the amount of difference between expected and observed covariance matrices such that a chi-square value close to zero indicates little difference between the expected and observed covariance matrices. This implies that the probability level of this value must be greater than 0.05 for the model to be acceptable. The purpose of CFA is to check three aspects, namely, validity (convergent and discriminant, both are part of content validity), reliability and model fit. For convergent validity, factor loadings should be greater than

0.5, and for discriminant validity, the correlations between constructs should not be less than 0.8.

5.9.5 Statistical tools employed

The questionnaire was designed according to the various constructs as elucidated in the literature study. However, as these constructs were not observed directly they are seen to be latent and need to be operationalised through statements in the form of respondent's agreement or disagreement expressed on an interval scale. As these constructs are used in a different context in this research, it was also necessary to determine their construct validity and reliability. This researcher utilised factor analysis in order to achieve this (see 3.9.3)

The study also employed AMOS 23.0 which is part of the SPSS 23.0 statistical package to analyse the data collected. AMOS (Analysis of Moment Structures) is a statistical tool, which implements SEM, also known as analysis of covariance, or causal modelling. Some of the many well-known conventional techniques include general linear model and common factor analysis (Arbuckle, 2010).

AMOS is an easy-to use programme for visual SEM and with AMOS the researcher can quickly specify, view and modify the model graphically using simple drawing tools. The researcher can then assess the model's fit, make modifications and print a publication quality graphic of the final model (Arbuckle, 2007:1).

5.10 RELIABILITY AND VALIDITY

5.10.1 Reliability

In any research, the obtained results are validated with the help of two parameters using reliability and validity. Leedy and Ormrod (2010) state that validity and reliability is used often in connection with measurement, and the measurement instruments influence the extent to which one can learn about the phenomenon being studied. One must quantify

the probability that one will obtain statistical significance in the data analysis, and the extent to which conclusions drawn from the data are not due to chance.

The reliability of the research outcomes enhances whether or not the ethnographer would expect to acquire similar findings if she or he tried again in a similar way (Ary, Jacobs, Razaveih & Sorensen, 2009). Reliability is a tendency of a respondent to answer in similar or in a common manner to an identical query. The reliability of a measuring instrument is not affected directly by the systematic errors, as these affect the measurement in a systematic way. The reliability is mainly adversely affected by the unstable errors as these generate a low reliability in measuring instruments.

A good measure should be reasonably reliable, that is, it should yield consistent results. When measurements are unreliable, it leads to two problems. Low reliability may imply that the measure is not valid (if a measure does not detect anything consistently, it does not make much sense to ask what it is measuring). In addition, when researchers conduct statistical analyses, such as correlations, to assess how scores on an x variable are related to scores on other variables, the relationship of x to other variables becomes weaker as the reliability of x becomes smaller. To put it more plainly, when a researcher has unreliable measures, relationships between variables usually appear to be weaker (Warner, 2008).

The reliability in this study was assessed using Cronbach's coefficient alpha, where alpha coefficients greater than 0.7 was accepted. Cronbach's alpha is a measurement of the variance within an item and the co-variance between a particular item and any other item on the scale (Field, 2009:674).

5.10.2 Validity

Validity is referred to as the extent to which an instrument measures what it intends to measure. Questionnaires lack validity for many reasons. Several individuals may lie, giving responses that they think are desired, and so on. Validity is the degree to which an instrument or test measures what needs to be measure and can be classified as

content, criterion, logical or construct validity (Leedy & Ormrod, 2010). Validity of measurement denotes the degree to which the scores from the test or instrument measures what it is supposed to measure. Thus validity relates to the soundness of the interpretation of scores from a test and is an essential assumption in measurement. In this research the emphasis will be placed on content and construct validity.

Validity is concerned with the accuracy, meaningfulness and credibility of the research project as a whole (Leedy and Ormrod, 2001). All the different types of validity, namely, content validity, construct validity, internal validity were dealt with using confirmatory factor analysis, and face validity was dealt with by observing the principles of designing a questionnaire. The questionnaire was designed to enable the researcher to collect data of a good quality focusing on three objectives of a questionnaire are (1) it should meet the aim of the research, (2) it should reflect accurate information on the topic of the study and (3) it should be practical given the available time and resources; it should be feasible. Careful attention was paid to the wording of all the questions

The research instrument was piloted and the questions were then refined in order to collect accurate information and credible which is the truth (Gray, 2006). Experts in the field including the supervisor were asked to give input on the instrument.

5.11 ETHICAL CONSIDERATIONS

There has to be some basic ethics to be adapted in any research. Before the study was conducted, prior permission was obtained by the researcher from the EMM and the researcher expressed in the research instrument that confidentiality and anonymity of respondents will be maintained. The researcher has also abided by the university's code of ethics.

There are four ethical considerations this research adhered to as follows:

- **Informed consent.** The researcher obtained the necessary permission from the respondents after they are thoroughly and truthfully informed about the purpose of the interview and the investigation.
- **Right of privacy.** Respondents were assured of their privacy. They were informed that their identity would remain anonymous.
- **Protection from harm.** The respondents were assured of indemnity against any physical and emotional harm.
- **Involvement of the researcher.** The researcher guarded against manipulating respondents or treating them as objects or numbers, rather than as individual human beings. The researcher avoided unethical tactics and techniques of interviewing (Fontana & Frey, 1994).

The SBL research ethics committee approved the research methodology.

5.12 CONCLUSION

This chapter has explained the methodological procedures that were undertaken in the study. The methodology adopted in the study was as follows: a quantitative study was conducted; the research design was conclusive; sampling was randomly done; data analysis applied a multifactorial method (exploratory factor analysis, confirmatory factor analysis, statistical descriptive analysis) and primary data was collected; Cronbach alpha was used to obtain the reliability and validity; and SPSS 23 was used in analysing the data that was collected for the factor analysis procedures involved. The limitation of the study centred around one metropolitan municipality out of eight others in South Africa, namely the EMM.

The next chapter presents data analysis and the results.

CHAPTER 6

DATA ANALYSIS AND RESULTS

6.1 INTRODUCTION

In any local government or municipality, public participation in service delivery issues are key elements for creating a better life for all citizens. This is however, not what the literature indicates (Stiftung, 2014; *Devas & Grant, 2003; Gaventa & Valderrama, 1999; Nyalunga, 2011; Becker, 2000; Hewlet, 2009; Petukienė, 2010; Viešasis & Smalskys, 2010*). In both developed and developing countries public participation in service delivery is problematic. South Africa is not exempted from this phenomenon. According to Statistics South Africa there are service delivery protests almost daily in South Africa and this is attributed to the lack of engagement of all stakeholders in the local government participatory processes (Chueue:2012 & Manala: 2010).

The previous chapter touched on elements of the methodology after identifying gaps in the literature around the public participation and service delivery framework. This chapter deals with the data analysis and results for all four samples in the study, namely citizens (4.2), businesses (4.3), managers (4.4), and ward committees (4.5). The data collected from the various respondents as part of this PhD work were entered using Excel. At the end of the data entry exercise, the four data files were exported to SPSS 23. This chapter gives individual attention to each of the samples using descriptive methods and factor analyses. The merged data is analysed in section 6.6 using similar methodology. From the results and after much modification the SEM was developed which further assisted in developing a framework to maximise public participation for effective municipal service delivery.

This chapter is divided into eight sections as follows. After the introduction, section 6.2 presents the data analysis for citizens, section 6.3 data analysis for businesses, section 6.4 data analysis for managers, section 6.5 data analysis for ward committee members, section 6.6 data analysis for merged data and section 6.7 conclusion.

6.2 DATA ANALYSIS FOR CITIZENS

In this section, the data collected from the sub-sample of citizens are analysed.

6.2.1 Descriptive statistics regarding the citizens in the sample

6.2.1.1 Gender (A1)

Table 6.1: Frequency of the gender groups in the sub-sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Male	440	48.9	49.0	49.0
Female	458	50.9	51.0	100.0
Total	898	99.9	100.0	
Missing System	1	.1		
Total	899	100.0		

(Source: Own)

The data in Table 6.1 indicates that there was slightly fewer male than female respondents with a ratio of 1.04 females to every 1 male. This is representative of the gender ratio in the EMM (Statistics South Africa, n.d.). See also Figure 6.1.

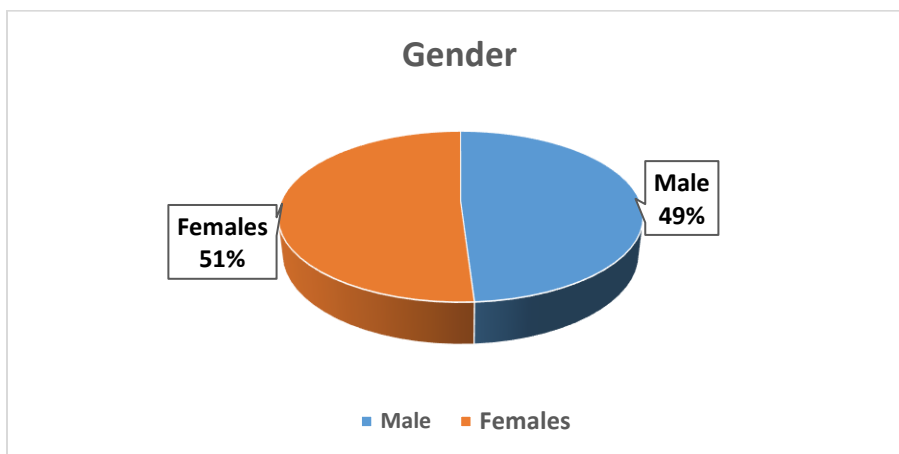


Figure 6.1: Frequency of the gender groups
(Source: Own)

6.2.1.2 Age (A2)

The original questionnaire contained five age group categories, but because of small numbers in the age groups 46 – 55, 56 – 65, and older than 65, these groups were collapsed to form one group, namely 46+ years. The various frequencies are given in Table 6.2.2 and figure 6.2.2.

Table 6.2: Frequency of the age groups in the sample

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	19-35 years	480	53.4	53.5	53.5
	36-45 years	220	24.5	24.5	78.0
	46+ years	197	21.9	22.0	100.0
	Total	897	99.8	100.0	
Missing	System	2	0.2		
Total		899	100.0		

(Source: Own)

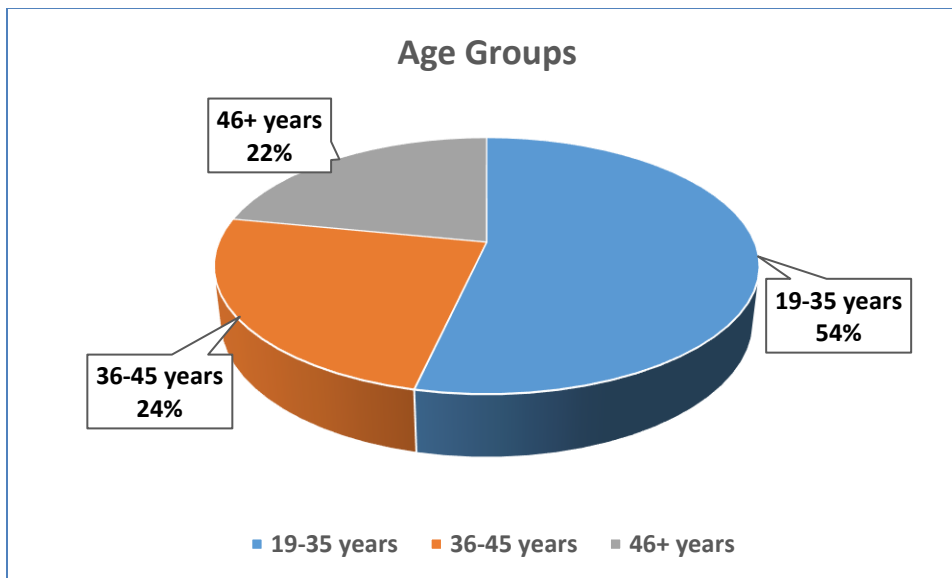


Figure 6.2: Frequency of the age groups
(Source: Own)

The data in Table 6.2 and Figure 6.2 show that the majority of the respondents belonged to the youngest age group of 19 to 35 years (53.5%), followed by the 36 to 45-year age group with 24.5% of the respondents. Most of the Black respondents (55.2%) belonged in the 19 to 35 year age group and so, the majority of Black respondents were young compared to the rest of the age groups. Another anomaly was that 20.5% of the White respondents fell in the 65+ year age group. This grouping is shown in the correspondence analysis biplot in Figure 6.3.

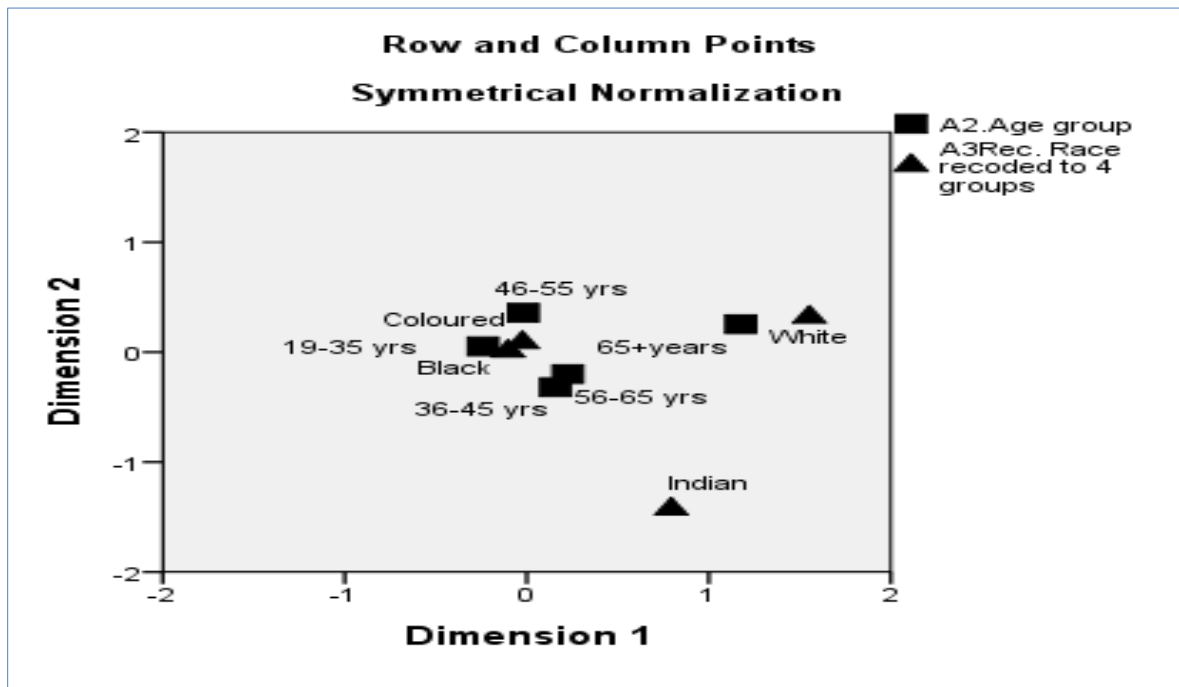


Figure 6.3: A biplot correspondence analysis of A3 versus A4 (Source: Own)

The biplot clearly shows the Black profile of 19 to 35 years and the White profile of 65+ years.

6.2.1.3 Race (A3Rec)

As three persons did not complete this category they were left out and the resulting frequencies of the four race groups are given in Table 6.3.

Table 6.3: Frequency of the race groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Black	768	85.8	85.8	85.8
Coloured	65	7.3	7.3	93.1
Indian	18	2.0	2.0	95.1
White	44	4.9	4.9	100.0
Total	895	100.0	100.0	

(Source: Own)

According to Statistics South Africa (Statistics South Africa, n.d.) Blacks form 78.7% of the Ekurhuleni population, while Whites form 15.8% of the population. Coloured and Indians form 5.5% of the population. The sample is thus slightly over representative of Blacks and under representative of Whites with respect to the Ekurhuleni population. However, the sample is likely to be representative of the majority, namely Black persons. See Figure 6.4.

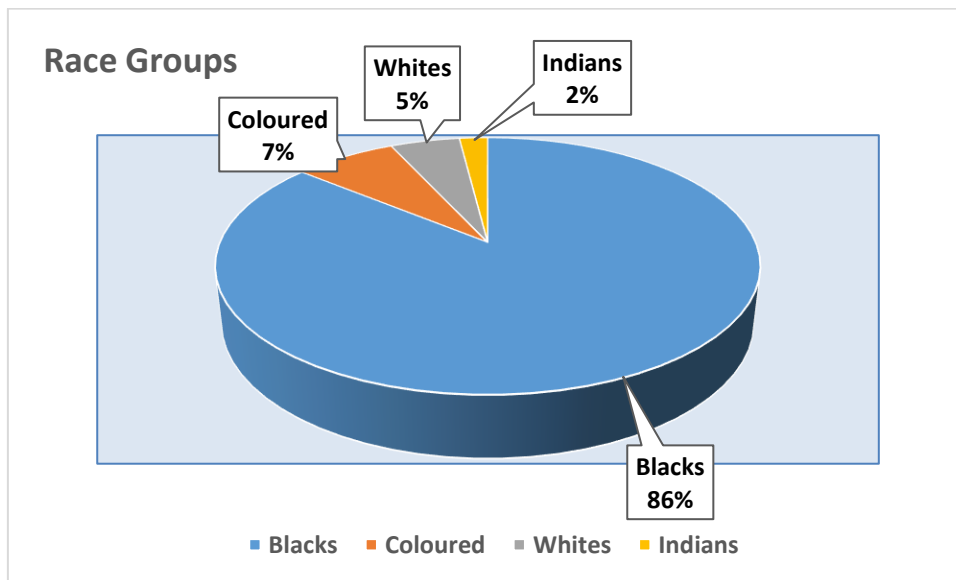


Figure 6.4: Race groups in the citizen's sample (Source: Own)

6.2.1.4 Highest level of education (A4)

Table 6.4: Frequency of the highest educational qualification groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
No formal education	52	5.8	5.8	5.8
Primary Education	126	14.0	14.0	19.8
Matric	447	49.7	49.7	69.5
Diploma	196	21.8	21.8	91.3
Degree	76	8.5	8.5	99.8
Missing	2	.2	.2	100.0
Total	899	100.0	100.0	

(Source: Own)

According to official statistics (Statistics South Africa, n.d.) 3.6% of persons in Ekurhuleni have no formal schooling, 3.3% have completed primary school, 35.5% have a matriculation certificate, and 14.6% have a higher education qualification. The sample for this research is thus over representative in virtually all educational qualification groups.

6.2.1.5 Where do you live in Ekurhuleni? (A5)

The respondents in the sample indicated 20 places they lived. The frequencies are given in Table 6.5.

Table 6.5: Frequencies of place of residence in Ekurhuleni (A5)

	Frequency	Percent	Valid Percent	Cumulative Percent
Alberton	42	4.7	4.7	4.7
Benoni	37	4.1	4.1	8.8
Boksburg	39	4.3	4.3	13.1
Brakpan	50	5.6	5.6	18.7
Daveyton	43	4.8	4.8	23.5

	Frequency	Percent	Valid Percent	Cumulative Percent
Duduza	25	2.8	2.8	26.3
Edenvale	19	2.1	2.1	28.4
Etwatwa	61	6.8	6.8	35.2
Germiston	30	3.3	3.3	38.5
Katlehong 1	116	12.9	12.9	51.4
Katlehong 2	37	4.1	4.1	55.6
Kempton Park	27	3.0	3.0	58.6
Kwa Thema	24	2.7	2.7	61.2
Nigel	37	4.1	4.1	65.4
Springs	38	4.2	4.2	69.6
Tembisa1	81	9.0	9.0	78.6
Tembisa 2	56	6.2	6.2	84.9
Tokoza	52	5.8	5.8	90.6
Tsakane	31	3.4	3.5	94.1
Vosloorus	53	5.9	5.9	100.0
Total	898	99.9	100.0	
Missing	1	.1		
Total	899	100.0		

(Source: Own)

The largest number of residents were in Katlehong 1 and 2 (17.0%), while Edenvale had the lowest number of respondents (2.1%). A correspondence analysis biplot in Figure 6.5 shows the various racial groups (A3) versus the place of residence (A5).

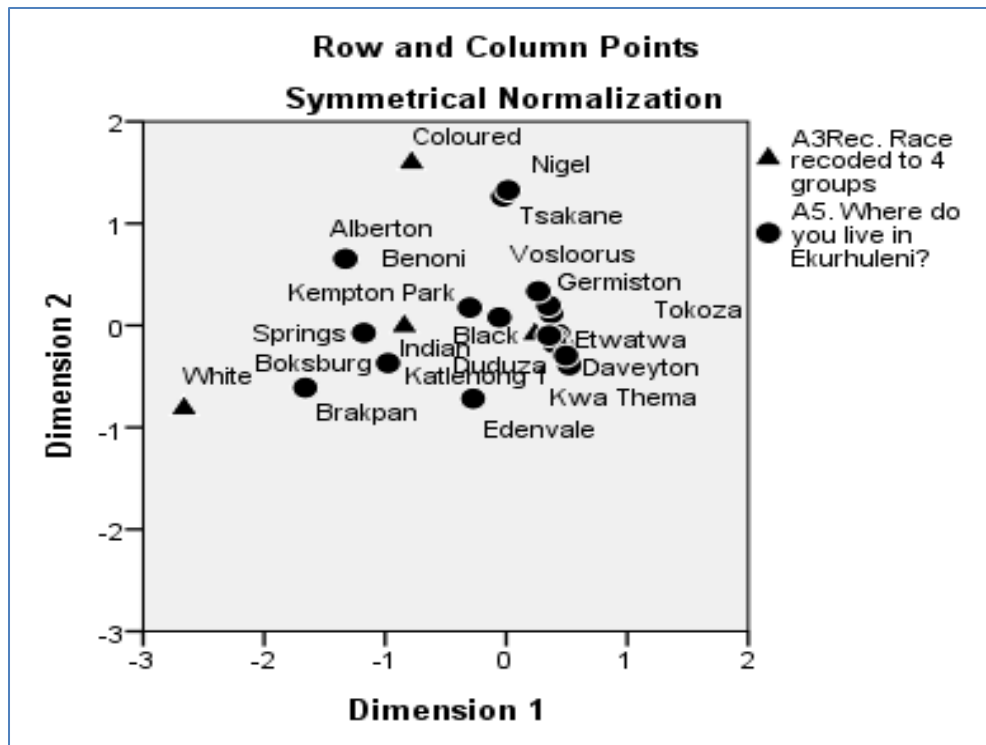


Figure 6.5: A biplot correspondence analysis of A3 versus A5 (Source: Own)

The biplot in Figure 6.5 indicates Whites mainly associated with Brakpan, Boksburg and Springs; Blacks with Katlehong, Duduza, Etwatwa, Daveyton, Kwa Thema, Germiston and Tokoza; while Coloureds associated with Nigel and Indians with Boksburg.

6.2.1.6 How long have you lived at your current address? (A6)

The original eight groups were recoded to six groups. The relevant frequencies in the sample are given in Table 6.6.

Table 6.6: Frequencies of length of residing at the current address in the sample

Length (Years)	Frequency	Percent	Valid Percent	Cumulative Percent
1 - 10	322	35.8	35.9	35.9
19 - 15	155	17.2	17.3	53.2
16 - 20	93	10.3	10.4	63.5

Length (Years)	Frequency	Percent	Valid Percent	Cumulative Percent
21 – 25	109	12.1	12.2	75.7
26 – 30	104	11.6	11.6	87.3
31 +	114	12.7	12.7	100.0
Total	897	99.8	100.0	
Missing	2	.2		
Total	899	100.0		

(Source: Own)

The majority of the respondents indicated that they have been living at their place of residence for 1-10 years (35.9%). A cross-tabulation of A6 (How long have you stayed at your current address?) with age groups (A2) indicates that 41.5% of the youngest age group (19-35 years) have resided at this address for 1-10 years as was expected of the youngest age group.

6.2.1.7 Type of dwelling (A7)

The various types of dwelling in the sample are given in Table 6.7.

Table 6.7: Frequencies of the type of dwelling groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
House	633	70.4	70.4	70.4
Flat	49	5.5	5.5	75.9
Townhouse	36	4.0	4.0	79.9
Informal dwelling (Shack)	145	16.1	16.1	96.0
Other (specify)	35	3.9	3.9	99.9
Missing	1	.1	.1	100.0
Total	899	100.0	100.0	

(Source: Own)

The website (Statistics South Africa, n.d.) indicates that 77.4% of Ekurhuleni residents have formal dwellings. The sample indicates 70.4% and that is close to the actual population figures given for Ekurhuleni. However, 16.1% indicated that they lived in informal dwellings.

6.2.1.8 How well do you know the Batho Pele principles (A8Rec)?

The original seven categories, from 1 indicating very bad to 7 indicating very good, were collapsed to three categories, namely 1 indicating very badly, a little bad and bad; 2 indicating neither good nor bad; and 3 indicating a little good, good and very good. The frequencies of these three categories is shown in Table 6.8 and Figure 6.6.

Table 6.8: Frequencies of knowledge of the Batho Pele principles groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Bad to very bad	293	32.6	32.6	32.6
Neither bad nor good	156	17.4	17.4	50.0
Good to very good	449	49.9	50.0	100.0
Total	898	99.9	100.0	
Missing	1	0.1		
Total	899	100.0		

(Source: Own)

The data in Table 6.8 shows that 32.6% of the respondents indicated poor knowledge of the *Batho Pele* principles, while the good to very good category was indicated by 50.0% of the respondents.

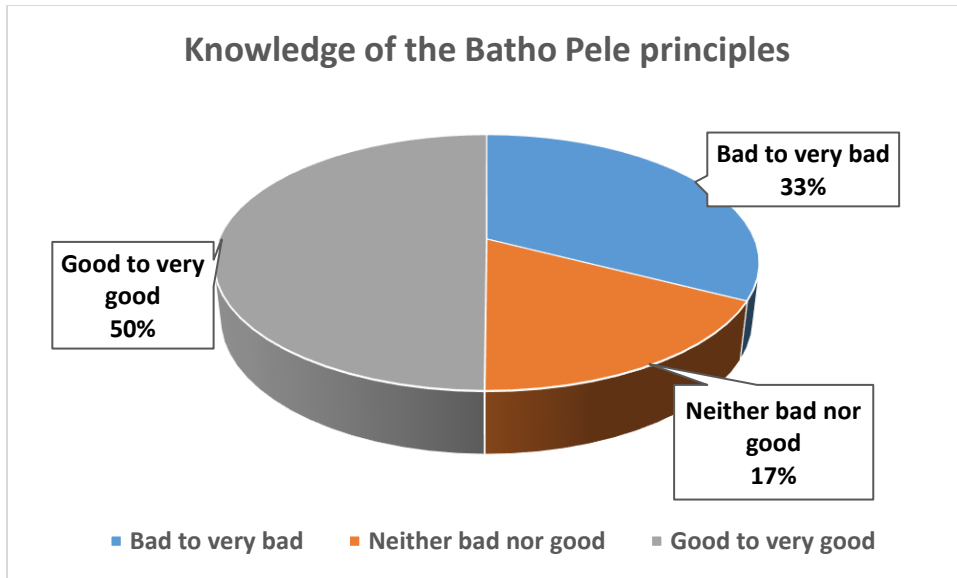


Figure 6.6: Frequency of the knowledge of the Batho Pele principles (Source: Own)

A Correspondence Analysis of A8 versus A4 (Race) is given in Figure 6.7.

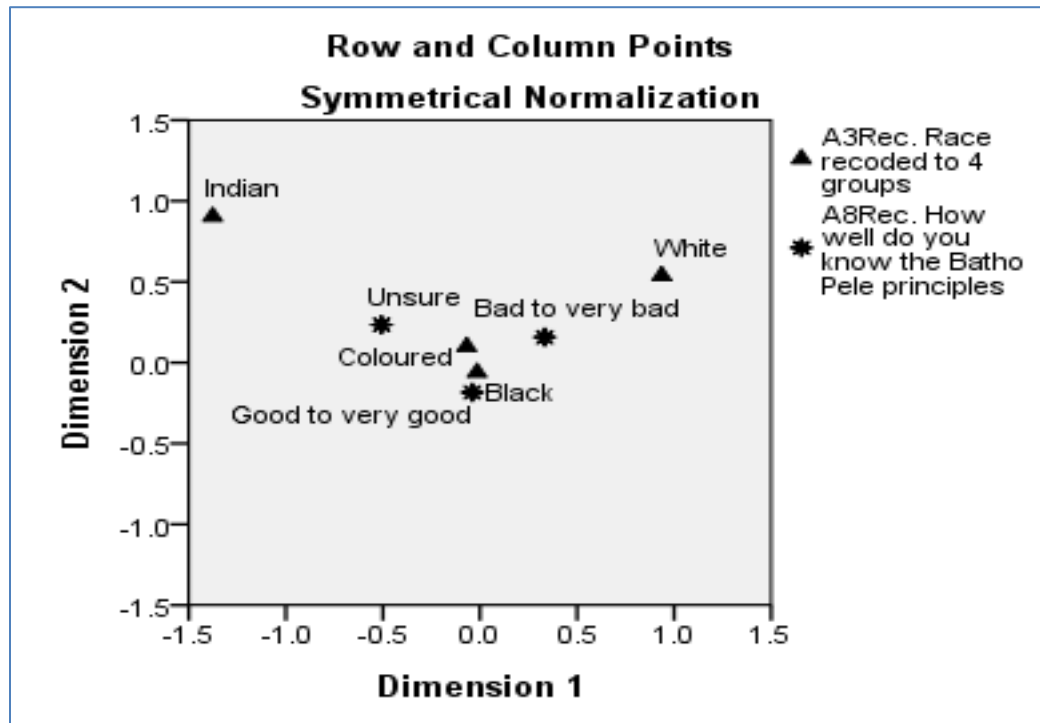


Figure 6.7: A biplot correspondence analysis of A8 versus A4 (Source: Own)

The biplot indicates that bad to very bad knowledge of the *Batho Pele* principles is mostly associated with White respondents; good to very good knowledge of the *Batho Pele* principles with Black respondents; and the Coloured respondents are closely associated with being unsure of the *Batho Pele* principles.

6.2.1.9 Communication media and service delivery

6.2.1.9.1 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH RADIO

Table 6.9: Frequency table of yes and no groups regarding communication through radio

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Yes	380	42.3	57.8	57.8
	No	278	30.9	42.2	100.0
	Total	658	73.2	100.0	
Missing	System	241	26.8		
Total		899	100.0		

(Source: Own)

There were 42.3% who said that they did receive communication regarding service delivery matters, whilst 30.9% said that they did not receive such communication through the radio. However, the 26.8% who did not give a response could probably be added to the no responses and so, 57.7% could fall in the no category.

6.2.1.9.2 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH TELEVISION

The results are given in Table 6.10.

Table 6.10: Frequency table of yes and no groups regarding communication through television

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	317	35.3	52.3	52.3
No	289	32.1	47.7	100.0
Total	606	67.4	100.0	
Missing	293	32.6		
Total	899	100.0		

(Source: Own)

The data in Table 6.10 shows that 35.3% of the respondents in the sample said they did receive communication through television, whilst 32.1% said they did not receive such information. If one considers those who gave no response, then 64.7% had the perception that they did receive communication about service delivery. It is also likely that those who answered yes were responding to the protests seen on television regarding poor service delivery, which merely indicates that they have seen something on television regarding service delivery.

6.2.1.9.3 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH THE EMM OFFICES

The responses to this item are tabulated in Table 6.11.

Table 6.11: Frequency table of yes and no groups regarding communication through the EMM offices

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	527	58.6	77.0	77.0
No	157	17.5	23.0	100.0
Total	684	76.1	100.0	
Missing	215	23.9		
Total	899	100.0		

(Source: Own)

The majority of the respondents said yes (58.6%), while 17.5% said no. If one adds the “no answer” responses to the no, then 41.4% were rather negative in their answers. Those who said yes were probably responding to the monthly invoices received regarding their municipal payments for services such as water, electricity, refuse removal, and rates and taxes, which are all relevant service deliveries to those who receive them.

6.2.1.9.4 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH NEWSPAPERS

The data received through newspapers and service delivery matters is given in Table 6.12.

Table 6.12: Frequency table of yes and no groups regarding communication through newspapers

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	421	46.8	65.4	65.4
No	223	24.8	34.6	100.0
Total	644	71.6	100.0	
Missing	255	28.4		
Total	899	100.0		

(Source: Own)

The majority indicated that they did receive communication through newspapers relevant to service delivery issues (46.8%). However, if one considers the “no” and “no answer given” together then this comes to 53.2% of respondents.

6.2.1.9.5 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH CELL PHONE

The appropriate data about communication through cell phones is given in Table 6.13.

Table 6.13: Frequency table of yes and no groups regarding communication through cell phones

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	215	23.9	36.4	36.4
No	376	41.8	63.6	100.0
Total	591	65.7	100.0	
Missing	308	34.3		
Total	899	100.0		

(Source: Own)

The majority of respondents answered no (41.8%), while 23.9% said yes they did receive communication regarding service delivery matters through cell phones. It is also likely that such matters can be reminders about money owed for services rendered by the municipality.

6.2.1.9.6 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH OTHER MEDIA

The relevant frequency data is provided in Table 6.14.

Table 6.14: Frequency table of yes and no groups regarding communication through other media

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	83	9.2	27.9	27.9
No	214	23.8	72.1	100.0
Total	297	33.0	100.0	
Missing	602	67.0		
Total	899	100.0		

(Source: Own)

The majority of respondents answered that they did not receive communication about service delivery matters through other media (23.8%). However, the “no” answers given could be added as the question could also interpreted as “no response was needed”. Hence, 90.8% indicated no other media were used to communicate with them.

6.2.1.9.7 IN WHICH OF THE OFFICIAL LANGUAGES DO YOU RECEIVE COMMUNICATION CONCERNING SERVICE DELIVERY MATTERS?

The frequency table relevant to this item is given in Table 6.15.

Table 6.15: Official language used for communication matters concerning service delivery issues

	Frequency	Percent	Valid percent	Cumulative Percent
No answer	330	36.7	36.7	36.7
Afrikaans	8	.9	.9	37.6
English	403	44.8	44.8	82.4
Ndebele	3	.3	.2	82.8
Pedi	23	2.6	2.6	85.3
Sotho	13	1.4	1.4	86.8
Swati	2	.2	.2	87.0
Tsonga	8	.9	.9	87.9
Tswana	5	.6	.6	88.4
Venda	5	.6	.6	89.0
Xhosa	14	1.6	1.6	90.5
Zulu	85	9.5	9.5	100.0
Total	899	100.0	100.0	

(Source: Own)

The vast majority indicated that they received communication of service delivery matters in English (44.8%). This seems likely as English is the language mostly used to communicate with the public. Communication in the Nguni languages was 10.6%, 2.9% in Sotho, and 0.9% in Afrikaans.

6.2.2 Factor analysis of public participation (Section B) of the questionnaire

A one-sample t-test was performed to test the null hypothesis that the mean score for an item was equal to “4”, which was taken as the mid-point between agree and disagree on the scale: 1 (Disagree) to 7 (Agree). If the difference between the actual mean value and the “4” was statistically significant from zero, and provided the actual mean score calculated from the data was less than 4, then this would mean that the null hypothesis was rejected and would provide a scientific proof that citizens, businesses, managers or WCMs disagreed with the statement. If the difference was not significant, it would mean that the null hypothesis was accepted and that they were undecided or neutral. On the other hand, if the difference was significant and the actual mean score was more than 4 then it would mean that the null hypothesis was rejected and that they agreed with the statement. Table 6.16 shows means cores for public participation. It also shows the scale items in the first column, the scale itself in columns 2 to 8 with their frequencies and percentages in brackets, mean score in column 9, standard deviation (Std.Dev) in column 10, median in column 11, t-value in column 12 and its probability (p) in brackets, and finally it indicates whether the null hypothesis is rejected or accepted in the last column (13).

Table 6.16: Public Participation mean scores

B. Public Participation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
1. Meetings are held regularly with the public/communities?	181 (20.1)	133 (14.8)	62 (6.9)	124 (13.8)	129 (14.4)	216 (24.0)	53 (5.9)	3.8	2.0	4	-2.6 (.005)	Reject (Disagree)
3. Community problems are taken seriously by the municipality?	170 (18.9)	182 (20.2)	101 (11.2)	106 (11.8)	138 (15.4)	143 (15.9)	57 (6.3)	3.6	2.0	3	-6.6 (.000)	Reject (Disagree)
4. Municipality and the public work together in budgeting to enhance service delivery?	189 (21.0)	196 (21.8)	101 (11.2)	139 (15.5)	106 (11.8)	138 (15.4)	29 (3.2)	3.3	1.9	3	-10.6 (.000)	Reject (Disagree)
5. Municipality and the public work together in planning process on service delivery?	173 (19.2)	187 (20.8)	98 (10.9)	136 (15.1)	116 (12.9)	148 (16.5)	40 (4.5)	3.5	1.9	3	-8.1 (.000)	Reject (Disagree)
6. Municipality and the public work together in implementation on service delivery?	179 (19.9)	176 (19.6)	95 (10.6)	151 (16.8)	115 (12.8)	143 (15.9)	40 (4.5)	3.5	1.9	3	-8.2 (.000)	Reject (Disagree)
7. Communities are informed about projects year marked for their regions.	193 (21.5)	150 (16.7)	94 (10.5)	115 (12.8)	116 (12.9)	170 (18.9)	60 (6.7)	3.6	2.0	4	-5.6 (.000)	Reject (Disagree)
8. Communities are involved in the budgeting process on municipal service delivery?	225 (25.0)	208 (23.1)	82 (9.1)	115 (12.8)	88 (9.8)	138 (15.4)	43 (4.8)	3.2	2.0	3	-11.6 (.000)	Reject (Disagree)
9. Are you regularly consulted on matters that affect you?	212 (23.6)	187 (20.8)	78 (6.7)	90 (10.0)	122 (13.6)	166 (18.5)	44 (4.9)	3.4	2.0	3	-8.3 (.000)	Reject (Disagree)
10. Feedback is given to communities regularly?	221 (24.6)	195 (21.7)	89 (9.9)	86 (9.6)	117 (13.0)	140 (15.6)	51 (5.7)	3.3	2.0	3	-9.9 (.000)	Reject (Disagree)

(Source: Own)

According to the table, the citizens disagreed with all the statements were. See Figure 6.8 for better illustration.

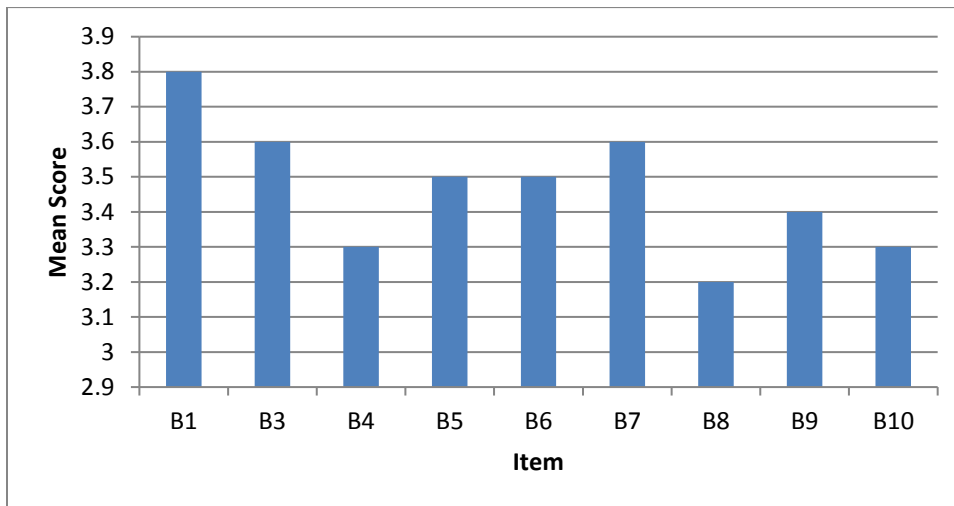


Figure 6.8: Public participation mean scores (Source: Own)

Item B2 which asked respondents “how many meetings had been held during the last 12 months” did not use the seven-point interval scale and was omitted from the factor analytic procedure. With respect to Item B2 there were 39.3% who indicated that no meetings had been held during the last 12 months, 11.0% said one meeting had been held, and 9.1% said two and 8.2% stipulated three. The remaining nine items asked respondents to respond to statements regarding public participation which had a seven point interval scale where 1 indicated strongly disagree and 7 strongly agree. These items were subjected to Principal Axis Factoring (PAF) with Varimax rotation using the SPSS 23.0 programme. The resulting Kaiser-Meyer-Olkin (KMO) of 0.930 and Bartlett’s sphericity of $p=0.000$ indicated that a more parsimonious solution of fewer factors was plausible. A PCA gave similar results. One factor which explained 64.84% of the variance present resulted. It had a Cronbach reliability coefficient of 0.930 and was named “Public participation in effective municipal service delivery” (FB1.0). The items, their factor loadings, and mean scores are given in Table 6.17.

Table 6.17: Items present in the factor public participation in effective municipal service delivery

Item	Description: Public participation	Loading	Mean
B4	Municipality and the public work together in budgeting to enhance service delivery	0.85	3.34
B5	Municipality and the public work together in planning process on service delivery	0.85	3.49
B6	Municipality and the public work together in implementation on service delivery	0.84	3.49
B8	Communities are involved in the budgeting process on municipal service delivery	0.80	3.24
B10	Feedback is given to communities regularly	0.78	3.34
B7	Communities are informed about projects year marked for their regions	0.78	3.62
B3	Community problems are taken seriously by the Municipality	0.76	3.57
B9	You are regularly consulted on matters that affect you	0.73	3.44
B1	Meetings are held regularly with the public/ communities	0.59	3.83
Average		0.78	3.48

(Source: Own)

The mean score of 3.48 shows that the respondents partially disagreed with the items present in public participation in effective municipal service delivery (FB1.0). The median value of 3.33 also indicates that at least 50.0% of respondents scored below this value. The item with the highest mean score was B1 (3.83) which asked agreement or disagreement about meetings being held regularly with the public. This value indicates partial disagreement to uncertainty in opinion with respect to this item. Item B8 (Communities are involved in the budgeting process on municipal service delivery) had the lowest mean score of 3.24 showing partial disagreement with the item. Most communities are probably only involved once the budget has been drawn up by the responsible municipal officials and so, it is also probable that the respondents see this as not being completely involved from the beginning of the budgeting process. The

community needs to be involved in the planning process, as a lack of involvement is what leads to poor implementation and hence the gap between the planning and implementation processes. Community involvement in the budgeting process is especially important as this is at the core of service delivery. It is also possible that the committee members of the local branch do not communicate the inputs they make to the budgeting process to the other community members. Therefore, this lack of communication between community members could be the cause of the low mean score. The distribution of the data is given in Figure 6.9.

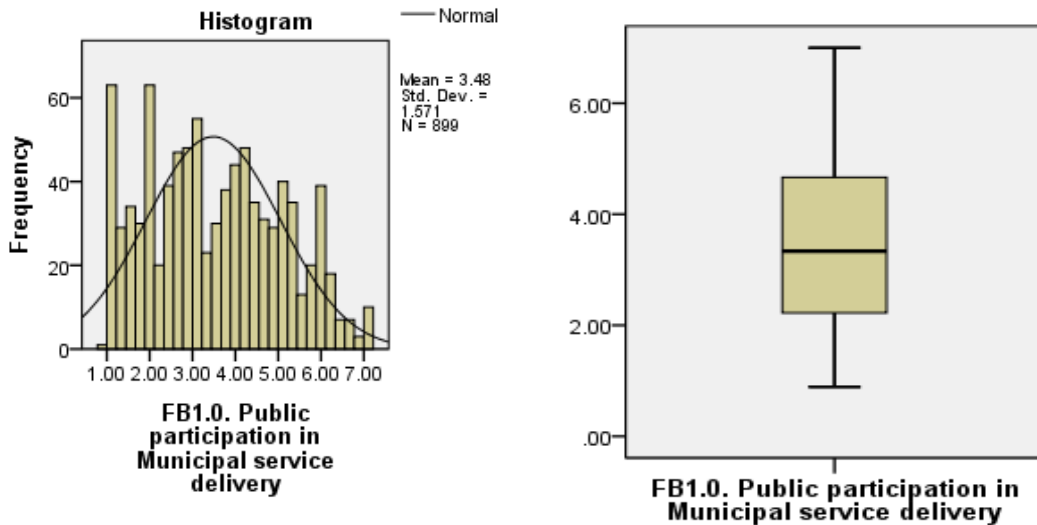


Figure 6.9: Histogram and boxplot of public participation in effective municipal service delivery (FB1.0)
(Source: Own)

The histogram and boxplot in Figure 6.9 show a data distribution which is slightly positively skew, but as the sample was large this factor could be used for further inferential testing between the various independent variables and the factor (see later in Chapter 6). Items B4 (Ward committees and municipality working together) and B5 (Municipality and ward committees work together in the implementation of service delivery) had the highest factor loadings (0.85), showing the importance of these items in the factor. The items explain 72.25% of the variance present in the factor ($r=0.85$; $R^2=0.7225$) and also indicates the substantive importance of these variables in the factor (Field, 2009:645). It

is thus of vital importance that the municipality and the public work together in order to obtain effective municipal service delivery; it is a process that requires mutual responsibility and cannot be achieved if the municipality and local communities work individually.

6.2.3 Factor analysis of accountability and transparency (Section C) of the questionnaire

Table 6.18: Accountability and transparency mean scores

C. Accountability & Transparency	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std. DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
11. Municipality takes complete responsibility for service delivery failures.	191 (21.3)	190 (21.1)	95 (10.6)	109 (12.1)	117 (13.0)	153 (17.0)	44 (4.9)	3.5	2.0	3	-8.4 (.000)	Reject (Disagree)
13. Municipality shifts the blame to appointed contractors for failures.	94 (10.5)	101 (11.2)	65 (7.2)	181 (20.1)	121 (13.5)	224 (24.9)	112 (12.5)	4.5	2.8	5	5.0 (.000)	Reject (Agree)
14. Public is clear about the services they receive.	123 (13.7)	158 (17.6)	81 (9.0)	150 (16.7)	151 (16.8)	178 (19.8)	56 (6.2)	3.9	1.9	4	-1.7 (.045)	Reject (Disagree)
15. Municipality is clear about the cost of the services they provide.	128 (14.2)	155 (17.2)	69 (7.7)	191 (21.3)	115 (12.8)	190 (21.1)	50 (5.6)	3.9	1.9	4	-2.2 (.015)	Reject (Disagree)

16. Municipality is clear about the quality of the services they provide.	127 (14.1)	153 (17.0)	73 (8.1)	165 (18.4)	126 (14.0)	185 (20.6)	68 (7.6)	3.9	1.9	4	-1.1 (.134)	Reject (Disagree)
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(Source: Own)

According to the table above and Figure 6.10, respondents disagreed with all statements except statement C13 (Municipality shifts the blame to appointed contractors for failures), which they agreed with.

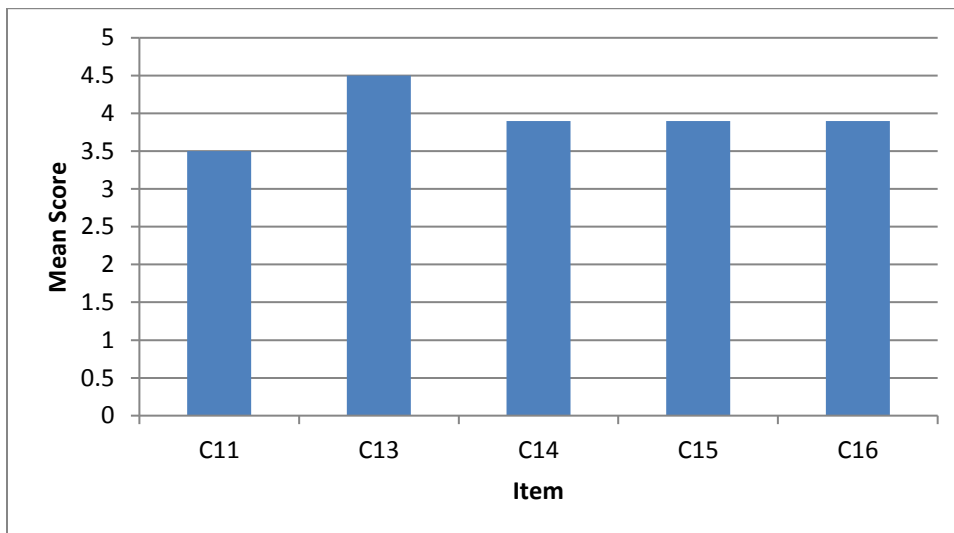


Figure 6.10: Accountability and transparency mean scores
(Source: Own)

There are six items in Section C of the questionnaire, but Item B12 which asks for reasons for the answer given in C12 had a different scale to the other items and was removed from the factor analytic process. Item C11 asked respondents whether the “Municipality takes complete responsibility for service delivery failures” and the reasons given in C12 were that 33.0% specified that they did not know; 47.6% indicated that they were unsatisfied with the municipality taking complete responsibility for service delivery failures; and 12.7% pointed out that they were satisfied with the municipality taking complete responsibility for service delivery. There were 37.3% who gave no reason for

their answer in C11. One can thus accept that the majority of respondents were dissatisfied with the municipality accepting full responsibility for the failures in service delivery. Item C13 the “Municipality shifts the blame to appointed contractors for failures” had a negative correlation with the other items and its scale was reversed. However, even with the reversed scale, the items had a very low communality with the other items (< 0.2) and therefore, it was also removed from the factor analytic procedure. The remaining four items were subjected to a PCA with Varimax rotation. A PFA gave similar results. The resulting KMO of 0.778 and Bartlett’s sphericity of $p=0.000$ showed that a factor analysis would be feasible. One factor resulted which explained 68.31% of the variance and had a Cronbach reliability of 0.843. It was named “accountability and transparency in effective municipal service delivery” (FC1.0). The items with their factor loadings and mean scores present in the factor are given in Table 6.19.

Table 6.19: Items present in the factor of accountability and transparency in effective municipal service delivery

Item	Description: Accountability and transparency:	Loading	Mean
C16	Municipality is clear about the quality of the services they provide.	0.87	3.93
C15	Municipality is clear about the cost of the services they provide.	0.84	3.87
C14	Public is clear about the services they receive.	0.71	3.9
C11	Municipality takes complete responsibility for service delivery failures.	0.62	3.45
Average		0.76	3.78

(Source: Own)

Item C13 (Municipality shifts the blame to appointed contractors for failures) had 58.5% who were undecided, who somewhat agreed, and who agreed with the statement that the municipality shifted the blame to the appointed contractors for failures in service delivery. Hence, one can accept that the majority of the respondents believed that the municipality

did not take full responsibility when effective service delivery was not forthcoming. The other items all had mean scores below 4.00 and this also indicates public dissatisfaction with the acceptance of accountability and transparency for poor service delivery. The distribution of data in this factor is shown in Figure 6.11.

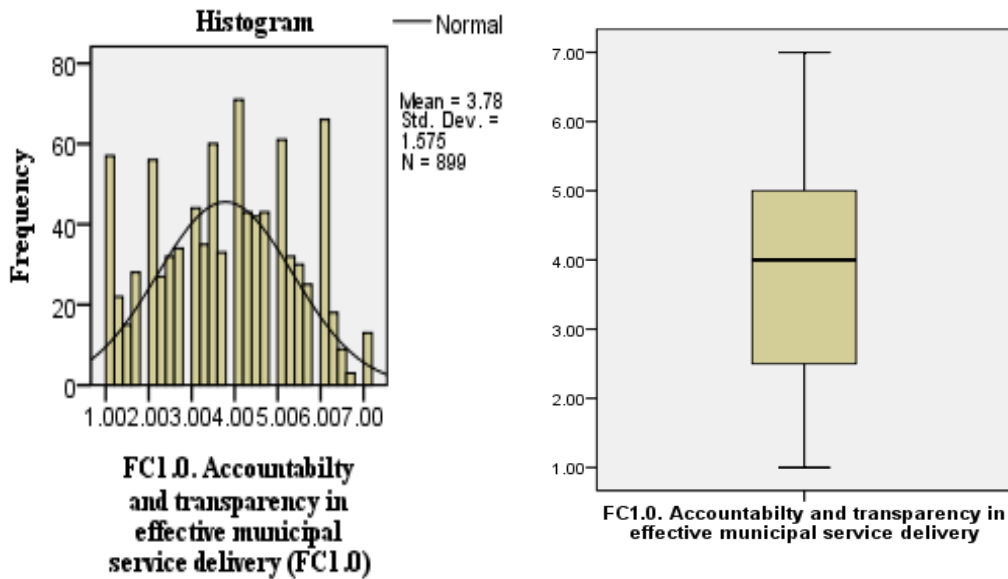


Figure 6.11: Histogram and boxplot showing the data distribution in the factor accountability and transparency for effective municipal service delivery (FC1.0)
(Source: Own)

The mean score of the factor (3.78) and median value of 4.00 indicates that the majority of the respondents were uncertain as to whether the municipality accepted full responsibility and showed transparency in effective municipal service delivery (FC1.0). The data distribution was slightly positively skew, but close enough to normality to enable the use of inferential statistical testing of the independent variables with respect to FC1.0.

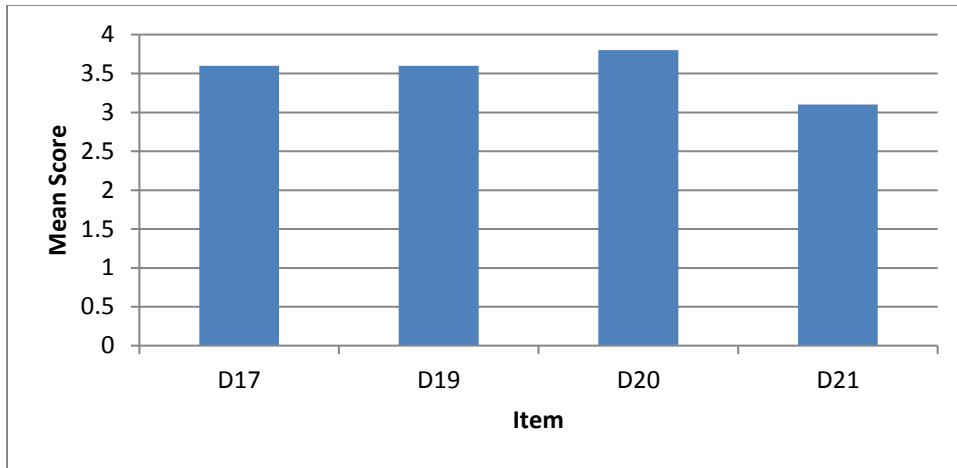
6.2.4 Factor analysis of public centeredness (Section D) of the questionnaire

Table 6.20 and Figure 6.12 show the mean scores for people centeredness. The results indicate that the respondents disagreed with all the statements.

Table 6.20: People centeredness mean scores

D. People Centeredness	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
17. Municipality promotes excellence by putting "People First"	228 (25.4)	144 (16.0)	81 (9.0)	88 (9.8)	105 (11.7)	182 (20.2)	71 (7.9)	3.6	2.1	3	-5.8 (.000)	Reject (Disagree)
19. Municipality creates a better life for all its citizens	179 (19.9)	168 (18.7)	72 (8.0)	112 (12.5)	159 (17.7)	156 (17.4)	52 (5.8)	3.6	2.0	4	-5.4 (.000)	Reject (Disagree)
20. Municipality listens to the concerns of the people	108 (12.0)	127 (14.1)	90 (10.0)	125 (13.9)	154 (17.1)	221 (24.6)	71 (7.9)	3.8	2.0	4	-3.3 (.001)	Reject (Disagree)
21. Complaints are resolved fast and efficiently	92 (10.2)	93 (10.3)	62 (6.9)	85 (9.5)	140 (15.6)	327 (36.4)	100 (11.1)3	3.1	1.9	3	-13.5 (.000)	Reject (Disagree)

(Source: Own)



**Figure 6.12: People centeredness mean scores
(Source: Own)**

The five items in Section D of the questionnaire are related to the agreement or disagreement about the extent of people centeredness which the municipality displayed in effective service delivery. However, as item D18 asks for reasons for giving a particular response to item C17 (Municipality promotes excellence by putting "People First") it has no scaled response and was left out of the factor analytic procedure. The reasons given varied from 34.8% giving no response; 1.3% indicating "I do not know" and 42.6% saying they were unsatisfied. Only 21.7% indicated that they were satisfied that the municipality puts people first as should be the case according to the *Batho Pele* principles. One can thus conclude that the majority of the respondents did not believe that the municipality presently puts people first in their service delivery efforts. One would expect the respondents who indicated that they had very poor to poor knowledge of the *Batho Pele* principles (A8) to be the ones who also indicated that they were unsatisfied or did not know the reasons given why the municipality does not put people first, as indicated in item D18. The resulting cross-tabulation is shown in Table 6.21.

Table 6.21: Cross tabulation between A8 and D17

A8Rec. How well do you know the Batho Pele principles * D18Rec. Reasons for answer to D17 Cross tabulation?					
			D18Rec. Reasons for answer to D17		Total
			Do not know	Unsatisfied	
A8Rec. How well do you know the <i>Batho Pele</i> principles?	Bad to very bad	Count	139	48	187
		Expected Count	125.9	61.1	187.0
		Adjusted Residual	2.5	-2.5	
	Neither bad nor good	Count	60	27	87
		Expected Count	58.6	28.4	87.0
		Adjusted Residual	.3	-.3	
	Good to very good	Count	195	116	311
		Expected Count	209.5	101.5	311.0
		Adjusted Residual	-2.6	2.6	
Total		Count	394	191	585
		Expected Count	394.0	191.0	585.0

(Source: Own)

The cross tabulation in Table 6.21 does show that ‘bad to very bad’ and ‘good to very good’ were associated with “I do not know” and with “unsatisfied”. The appropriate results were [$\chi^2 (2)=7.31;p<0.05$].

A useful way of showing a contingency table is by using correspondence analysis (CA) which is also a data reducing technique, but it has the primary goal of transforming the numerical information into a graphical display in which each row and each column is depicted as a point. The summary of results as provided by SPSS 23.0 were [$X^2=12.91$; $p<0.05$; Inertia accounted for $D1=0.957$; $D2=0.043$; Total =1.000]. The resulting graph known as a biplot as produced by SPSS 23.0 is shown in Figure 6.13.

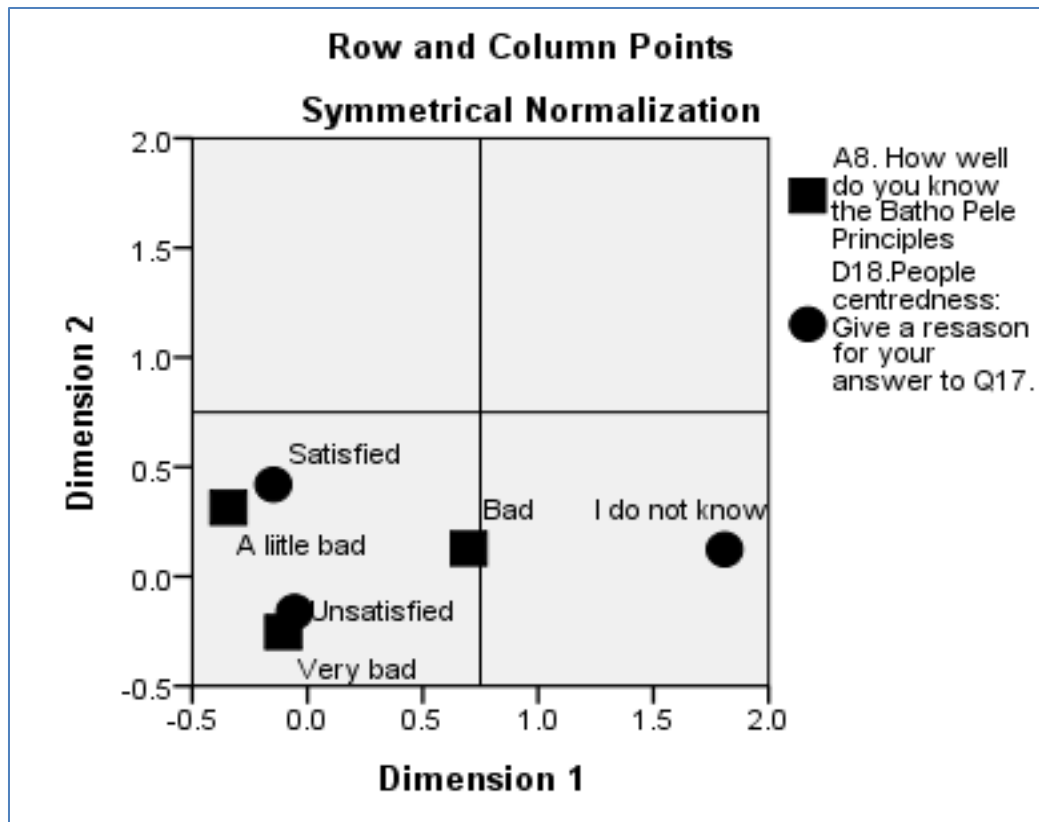


Figure 6.13: A biplot correspondence analysis of A8Rec versus D18 (Source: Own)

The graph in Figure 6.13 clearly displays the association present between respondents who have a ‘very bad’ knowledge of the *Batho Pele* Principles and their dissatisfaction with the municipality putting people first when it comes to effective service delivery, whilst those who were ‘satisfied’ had a little or bad knowledge of the *Batho Pele* principles. The “I do not know” category was more closely identified with ‘bad knowledge’ of the *Batho Pele* principles. The conclusion could be that respondents need to be trained and developed regarding the principles of *Batho Pele* and that municipal officials should ensure that the “people first” principle is actually implemented by them. In other words, “I do as I say I will do” needs to be executed.

The remaining four items were subjected to a PCA with Varimax rotation factor analytic procedure. The KMO value of 0.828 and significant Bartlett’s sphericity value of $p=0.000$ showed that such a factor analysis would result in a more parsimonious number of

variables. One factor resulted which was named people centeredness in effective municipal service delivery (FD1.0). It explained 77.87% of the variance present and had a Cronbach reliability coefficient of 0.905. The items with their factor loadings and mean scores are given in Table 6.22.

Table 6.22: Items in the factor people centeredness for effective municipal service delivery

Item	Description: People centeredness	Loading	Mean
D19	Municipality creates a better life for all its citizens.	.92	3.64
D17	Municipality promotes excellence by putting "People First"	.88	3.59
D20	Municipality listens to the concerns of the people.	.87	3.78
D21	Complaints are resolved fast and efficiently	.86	3.14
Average		.88	3.54

(Source: Own)

The mean score of 3.54 and median of 3.50 signify that the majority of the respondents did not believe that the municipality placed people first when it came to effective service delivery. The item with the highest factor mean was D20, “the municipality listens to the concerns of the people”, with a mean of 3.78 which indicates partial disagreement. The lowest mean score was for item D21 which had a mean of 3.14, also indicating that the municipality does not really listen to complaints as they are not resolved rapidly and efficiently. The data distribution associated with the items in this factor are shown in Figure 6.14.

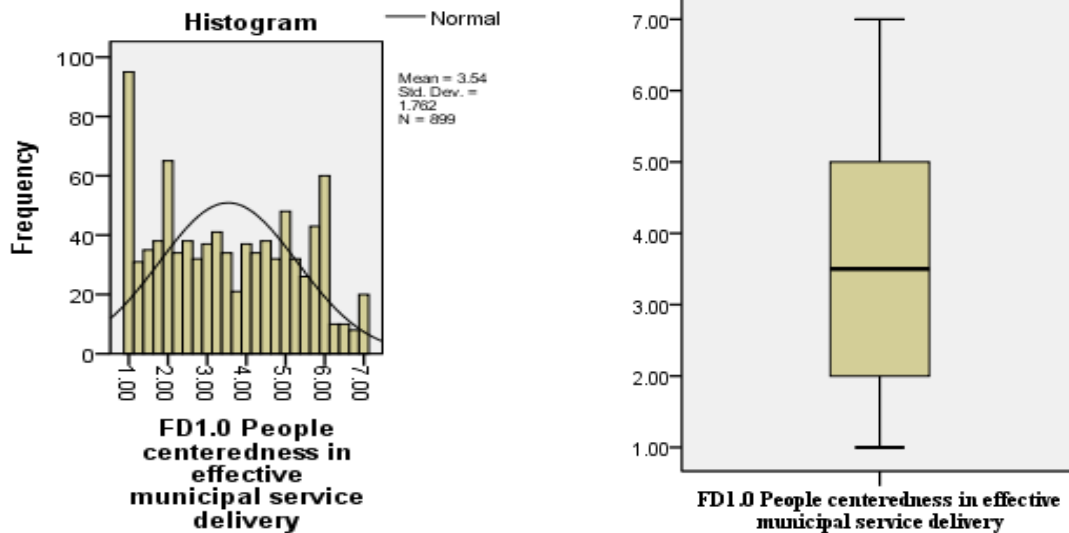


Figure 6.14: Histogram and boxplot showing the data distribution of the people centeredness factor for effective service delivery (FD1.0) (Source: Own)

The graphs indicate a close to normal data distribution and so, inferential statistical tests can be utilised when analysing the association of the independent groups with the factor concerned.

6.2.5 Factor analysis of communication (Section E) of the questionnaire

Table 6.23 and Figure 6.15 show the mean scores for communication. According to the results, the citizens disagreed with statements E22 and E26, and agreed with E23 and E24, but were undecided about statement E25 (Reports are widely published).

Table 6.23: Communication mean scores

E. Communication	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
	22. The public receive accurate and up-to-date information about services they are entitled to.	157 (17.5)	187 (20.8)	100 (11.1)	146 (16.2)	133 (14.8)	139 (15.5)	27 (4.1)	3.5	1.9	4	-7.6 (.000)
23. Local media is used to inform the public on matters concerning them.	108 (12.0)	127 (14.1)	90 (10.0)	125 (13.9)	154 (17.1)	221 (24.6)	71 (7.9)	4.2	1.9	4	2.4 (.008)	Reject (Agree)
24. Information is given in languages that the public understand.	92 (10.2)	93 (10.3)	62 (6.9)	85 (9.5)	140 (15.6)	327 (36.4)	100 (11.1)	4.6	1.9	5	10.0 (.000)	Reject (Agree)
25. Reports are widely published.	124 (13.8)	143 (15.9)	80 (8.9)	150 (16.7)	165 (18.4)	179 (19.9)	55 (6.1)	3.9	1.9	4	-1.0 (.152)	Accept (Neutral)
26. Use of "suggestion boxes" helps the public in the participatory and service delivery processes.	154 (17.1)	134 (14.9)	65 (7.2)	166 (18.5)	134 (14.9)	176 (19.6)	59 (6.6)	3.8	2.0	4	-2.5 (.006)	Reject (Disagree)

(Source: Own)

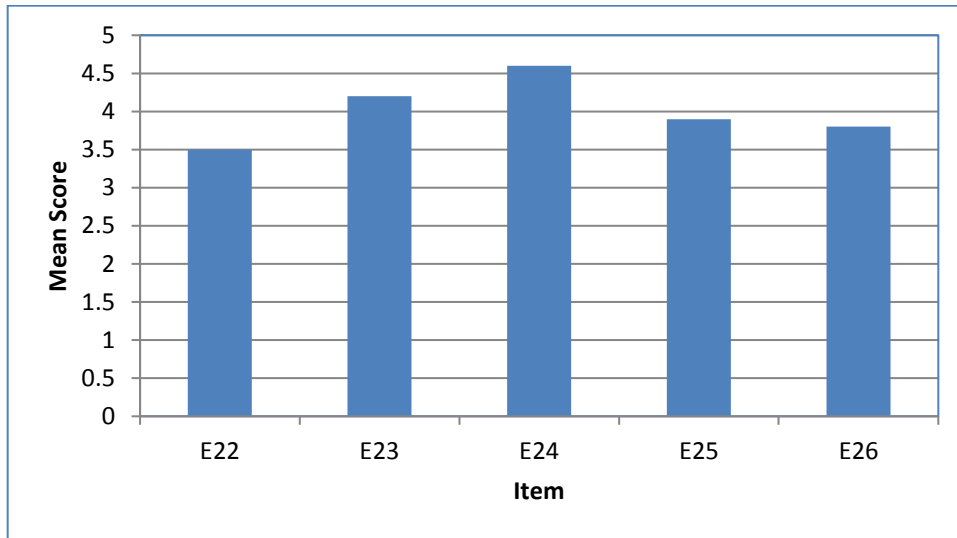


Figure 6.15: Communication mean scores
(Source: Own)

Section E of the questionnaire contains six items which are related to communication and effective municipal service delivery. Item B27 asks for frequencies in the use of communication media and was not included in the factor analytic procedure. The five remaining items were subjected to a PCA with Varimax factor analytic procedure and the KMO of 0.851 and Bartlett's sphericity of $p=0.000$ indicated that factor analysis was plausible. One factor resulted which explained 61.12% of the variance present and which had a Cronbach reliability of 0.838. It was named Communication for effective municipal service delivery (FE1.0). The appropriate data of the items present in the factor are given in Table 6.24.

Table 6.24: Items in the factor communication for effective municipal service delivery (FE1)

Item	Description: Communication	Loading	Mean
E25	Reports are widely published.	.83	3.94
E23	Local media is used to informing the public on matters concerning them.	.81	4.15
E22	The public receive accurate and up-to-date information about services they are entitled to.	.81	3.53
E24	Information is given in languages that the public understand.	.75	4.64
E26	Use of "suggestion boxes" helps the public in the participatory and service delivery processes.	.70	3.83
Average		.78	4.02

(Source: Own)

The factor mean score of 4.02 with median of 4.00 indicates that the majority of the respondents were undecided about the extent to which the municipality communicated with the public regarding effective service delivery. The item with the highest factor mean was E24, namely “Information is given in languages that the public can understand”, where respondents tended towards partial agreement with the items. The item with the lowest factor mean score was B22, which asked about agreement or disagreement about the public receiving accurate and up-to-date information about the services they were entitled to. The mean score of 3.53 showed partial disagreement with the item pointing out that this aspect of communication needs to receive urgent attention. The distribution of data is shown in Figure 6.16.

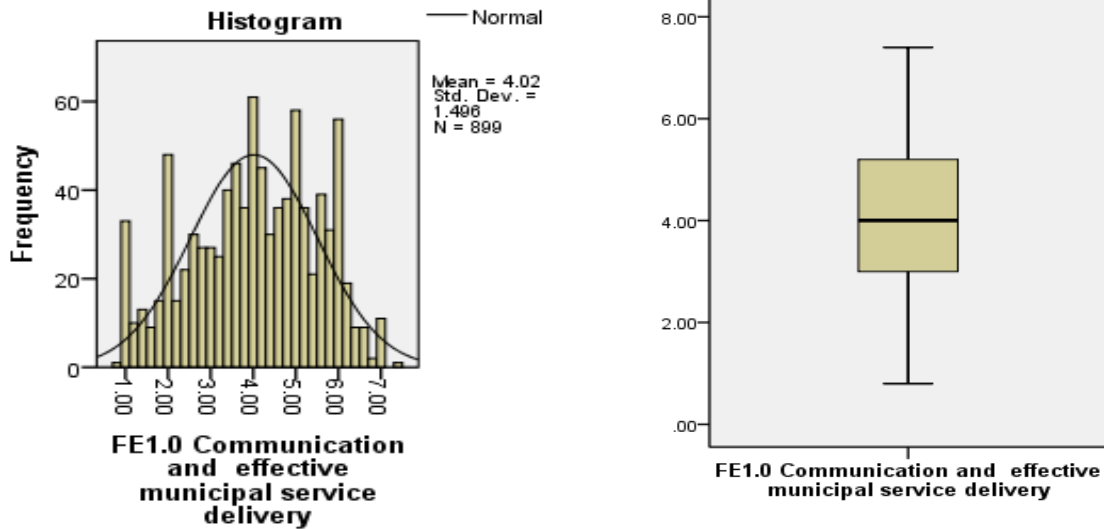


Figure 6.16: Histogram and boxplot showing the data distribution of the factor communication for effective municipal service delivery (FE1.0) (Source: Own)

Both the histogram and the boxplot reveal a normal distribution of data indicating that parametric statistical procedures could be used when examining the association between the independent variables and the dependent variable, namely communication, for effective municipal service delivery (FE1.0).

The frequency analysis of item 27.1 – 27.7 as found in the questionnaire were done under descriptive statistics (see section 6.2.1.9)

6.2.6 Factor analysis of knowledge and societal background (Section F) of the questionnaire

Mean scores for knowledge and societal background (Table 6.25 and Figure 6.17).

Table 6.25: Knowledge and societal background mean scores

F. Knowledge and social background	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
29. The public is generally knowledgeable about service delivery issues.	156 (17.4)	146 (16.2)	82 (9.1)	153 (17.0)	150 (16.7)	168 (18.7)	127 (14.1)	3.8	1.9	4	-3.9 (.000)	Reject (Disagree)
30. Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery.	91 (10.1)	90 (10.0)	56 (6.2)	153 (17.0)	115 (12.8)	245 (27.3)	149 (16.6)	4.6	1.9	5	9.4 (.000)	Reject (Agree)
31. Social disparity / inequalities deter participation and service delivery.	78 (8.7)	90 (10.0)	75 (8.3)	220 (24.5)	120 (13.4)	203 (22.6)	110 (12.2)	4.4	1.8	4	6.5 (.000)	Reject (Agree)

(Source: Own)

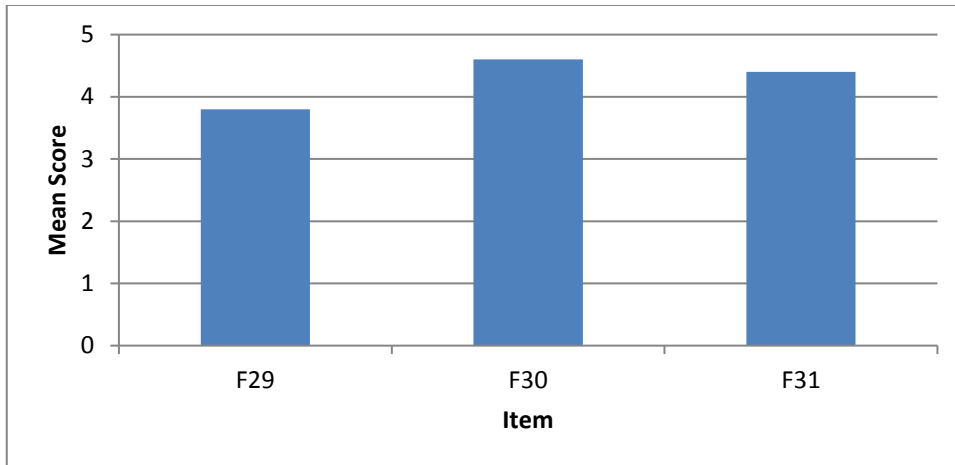


Figure 6.17: Knowledge and societal background mean scores (Source: Own)

According to the results, the citizens disagreed with statement F29 (The public is generally knowledgeable about service delivery issues), but agreed with statements F30 and F31.

Section F of the questionnaire contains three items which probes perceptions regarding knowledge and social background and its importance in service delivery. A PCA with Varimax rotation indicated that a more parsimonious solution was possible, resulting in one factor which was named “Knowledge, social background and effective municipal service delivery” (FF1.0). It explained 65.53% of the variance present and had a Cronbach reliability of 0.732. The items and their relevant statistics are given in Table 6.26.

Table 6.26: Items in the factor lack of knowledge and social inequalities and effective municipal service delivery

Item	Description: Knowledge and social background:	Loading	Mean
F30	Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery.	0.87	3.75
F31	Social disparity/inequalities deter participation and service delivery.	0.86	4.39
F29	The public is generally knowledgeable about service delivery issues.	0.69	4.60
Average		0.81	4.25

(Source: Own)

The mean score 4.25 indicates partial agreement with the items in this factor. The median value of 4.33 indicates that at least 50.0% of the respondents scored higher than this value. The item with the highest mean of 4.60, which indicates partial tending towards agreement with the item, was for F29, namely “the public is generally knowledgeable about service delivery issues”. Item F30 had the lowest mean of 3.75, which indicated partial agreement that a lack of knowledge and expertise leads to misunderstanding and misinterpretation of service delivery.

The graphs in Figure 6.18 indicate a normal data distribution and so, parametric statistics can be used to further analyse any associations between the various independent variables present in Section A and the dependent variable, namely lack of knowledge and social background and effective municipal service delivery (FF1.0).

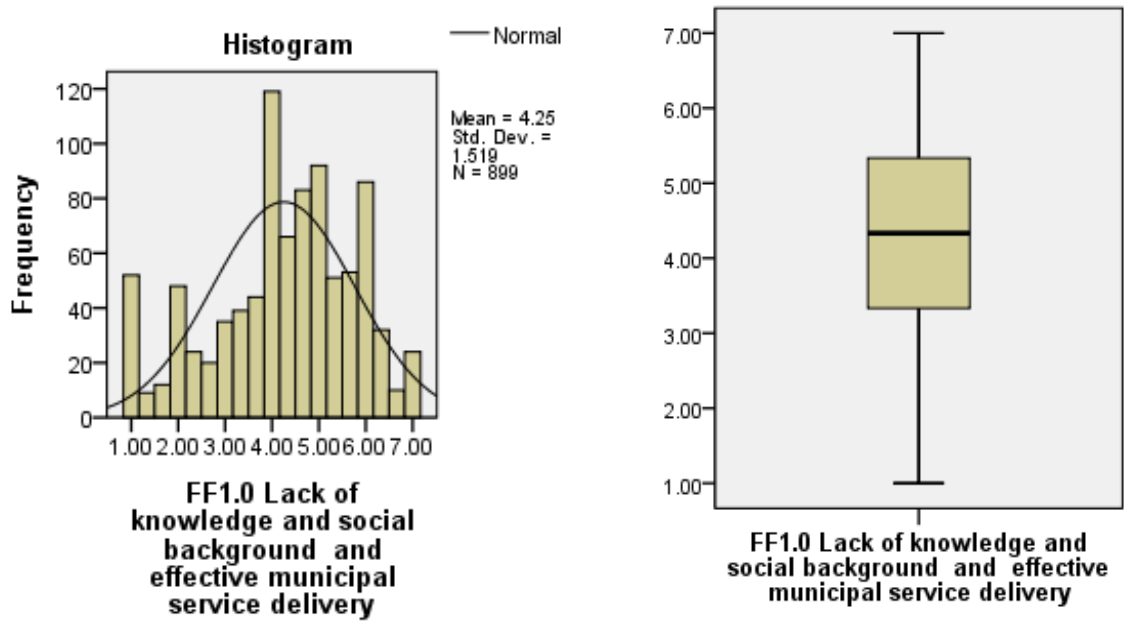


Figure 6.18: Histogram and boxplot showing the data distribution of the factor lack of knowledge and social background and effective municipal service delivery (FF1.0)

(Source: Own)

6.2.7 Factor analysis of power struggles (Section G) of the questionnaire

Table 6.27 shows the mean scores for power struggles. Figure 6.19 illustrates this more clearly.

Table 6.27: Power struggles mean scores

G. Power Struggles	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
32. Party politics deter public participation	71 (7.9)	94 (10.5)	69 (7.7)	190 (21.1)	120 (13.4)	228 (25.4)	127 (14.1)	4.5	1.8	5	8.9 (.000)	Reject (Agree)
33. Party politics hamper service delivery	64 (7.1)	105 (11.7)	54 (6.0)	202 (22.5)	131 (14.6)	217 (24.1)	126 (14.0)	4.5	1.8	5	9.0 (.000)	Reject (Agree)
34. There are power struggles in public participation	54 (6.0)	77 (8.6)	55 (6.1)	179 (19.9)	127 (14.1)	258 (28.7)	148 (16.5)	4.8	1.8	5	13.6 (.000)	Reject (Agree)
35. There are power struggles in service delivery	65 (7.2)	83 (9.2)	58 (6.5)	177 (19.7)	135 (15.0)	244 (27.1)	136 (15.1)	4.7	2.7	5	8.3 (.000)	Reject (Agree)
36. A healthy relationship exists between municipality and communities	169 (18.8)	147 (16.4)	72 (8.0)	130 (14.5)	138 (15.4)	163 (18.1)	80 (8.9)	3.8	2.0	4	-2.8 (.000)	Reject (Disagree)
37. A healthy relationship exists between municipality and ward communities	119 (13.2)	117 (13.0)	64 (7.1)	158 (17.6)	151 (16.8)	209 (23.3)	81 (9.0)3	4.2	1.9	4	2.7 (.000)	Reject (Agree)

(Source: Own)

According to the table, the WCMs agreed with all the statements about power struggles, except statement G36, and the citizens agreed with all the statements about power struggles, except statement G36 (A healthy relationship exists between municipality and communities).

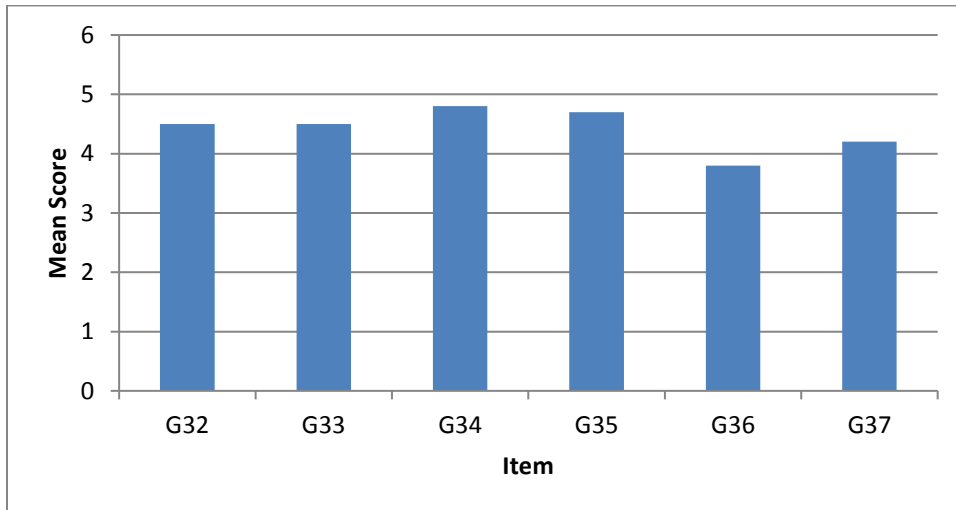


Figure 6.19: Power struggles mean scores
(Source: Own)

Section G of the questionnaire contains six items which probe the influence of power struggles on effective municipal service delivery. The KMO value of 0.683 and Bartlett's sphericity of $p=0.000$ indicated that a more parsimonious grouping of variables was possible. Although this KMO value can be described as mediocre, it is still above the accepted value of 0.60 (Field, 2009:641). Two first-order factors which explained 69.88% of the variance resulted. The first-factor was associated with power struggles resulting from party political issues and which could be seen as impeding service delivery, whereas the second first-order factor was related to the existence of healthy relationships between local authorities and citizens. A second-order factor analysis using the same factor analytic criteria resulted in one second-order factor that explained 60.44% of the variance present. It had Cronbach reliability of 0.773 and was named "the influence of power struggles on effective municipal service delivery" (FG2.0). The items and its appropriate statistics are given in Table 6.28.

Table 6.28: Items in the factor influence of power struggles on effective municipal service delivery

Item	Description: Power struggles:	Loading	Mean
G36	A healthy relationship exists between municipality and communities	0.90	4.82
G37	A healthy relationship exists between municipality and ward communities	0.90	4.18
G32	Party politics deter public participation	0.84	4.54
G34	There are power struggles in public participation	0.83	4.80
G33	Party politics hamper service delivery	0.83	4.54
G35	There are power struggles in service delivery	0.66	4.68
Average		0.83	4.59

(Source: Own)

The factor means of 4.59 and median of 4.67 indicates that the respondents tend towards partially agreeing that power struggles influence effective municipal service delivery. South Africa has been the scene of many violent demonstrations about the supposed lack of service delivery, especially in the previously disadvantaged communities and the lack of “a power to be heard” seems to be a likely cause thereof. However, there can be numerous other reasons for these violent service delivery disruptions, but they are probably mostly about political power and a sense of entitlement, of unrealistic expectations on the part of the previously disadvantaged communities, or espoused promises made by political parties. Item G36 had the highest mean score indicating uncertainty tending towards partial agreement that there was a healthy relationship between municipalities and the communities. However, item G37 which also asked about healthy relationships being present between municipalities and ward committees had the lowest mean score showing uncertainty with respect to agreement or disagreement. The data distribution of the items in the factor “power struggles influence effective municipal service delivery” is given in Figure 6.20. The data distribution is close to normality and therefore parametric statistical testing can be utilised.

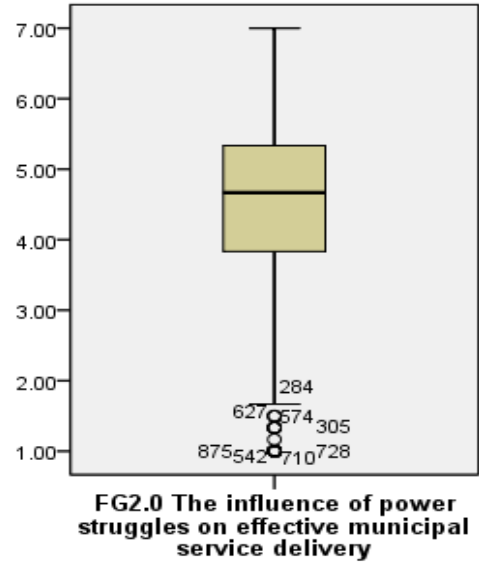
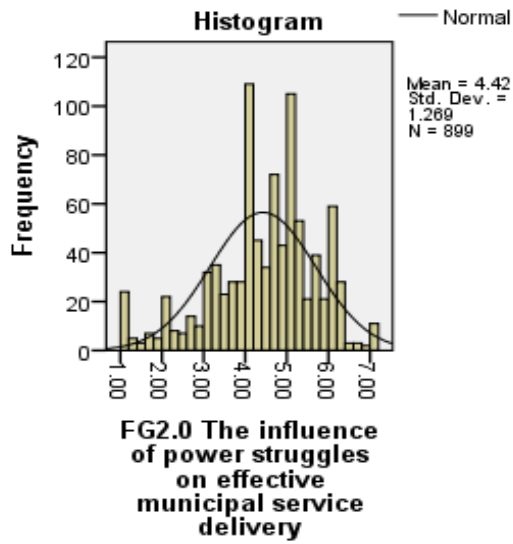


Figure 6.20: Histogram and boxplot showing the data distribution of the influence of power struggles on effective municipal service delivery (FG2.0) (Source: Own)

6.2.8 Factor analysis of gender representation (Section H) of the questionnaire

Table 6.29 shows the mean scores for gender representation. Figure 6.21 illustrates this more clearly.

Table 6.29: Gender representation mean scores

H. Gender Representation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
	38. Women and men are equally represented in public participation forum.	98 (10.9)	106 (11.8)	50 (5.6)	161 (17.9)	124 (13.8)	264 (29.4)	96 (10.7)	4.4	1.9	5	6.7 (.000)
39. Women and men are equally included in the decision making processes on service they receive.	80 (8.9)	105 (11.7)	66 (7.3)	160 (17.8)	117 (13.0)	275 (30.6)	96 (10.7)	4.5	1.8	5	7.9 (.000)	Reject (Agree)
40. Contribution of women groups helps the participatory and service delivery process.	57 (6.4)	96 (10.7)	55 (6.1)	187 (20.8)	131 (14.6)	252 (28.1)	119 (13.3)	4.6	1.8	5	10.7 (.000)	Reject (Agree)

(Source: Own)

According to the table, the citizens agreed with all the statements about gender representation. See Figure 6.21 for better illustration.

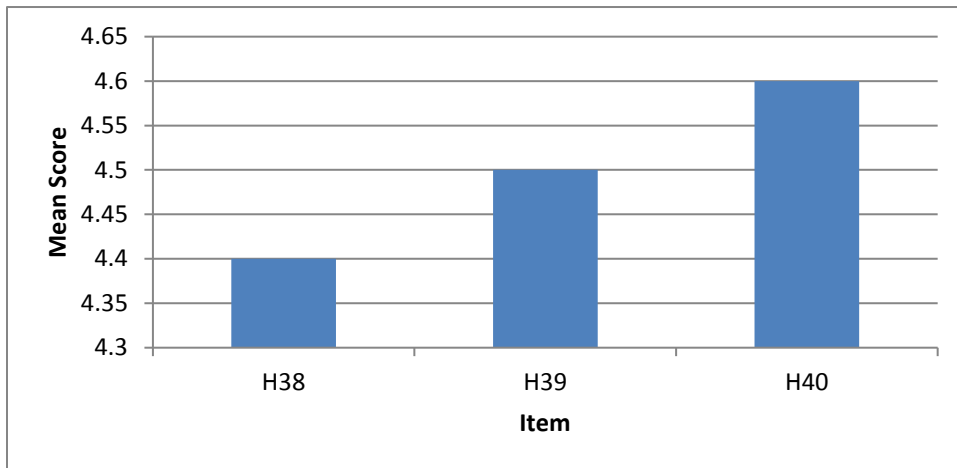


Figure 6.21: Gender representation mean scores (Source: Own)

Section H contains three items related to gender representation and effective municipal service delivery. A seven-point interval scale where 1 indicated strong disagreement with the statement and 7 indicated strong agreement was utilised. The KMO value of 0.711 and Bartlett's sphericity of $p=0.000$ showed that a more parsimonious grouping of variables was possible. One factor resulted with a Cronbach reliability of 0.864 and which explained 78.66% of the variance present. The factor was named "gender representation and effective municipal service delivery" (FH1.0). The items with factor loadings and mean scores are given in Table 6.30.

Table 6.30: Items in the factor gender representation in effective municipal service delivery (FH1.0)

Item	Description: Gender representation	Loading	Mean
H39	Women and men are equally included in the decision making processes on service they receive.	0.92	4.49
H38	Gender representation: Women and men are equally represented in public participation forum	0.90	4.43
H40	Contribution of women groups helps the participatory and service delivery process	0.84	4.63
Average		0.89	4.52

(Source: Own)

The mean score of 4.52 and median of 4.67 reveal that the majority of respondents partially agreed with the items factor gender representation and effective municipal service delivery (FH1.0). The distribution of data is shown in Figure 6.22 and the normality of the curve shows that parametric statistical tests can be utilised to further explore possible associations between the independent variables and this factor or dependent variable. Field (2009:139) indicates that large samples will give rise to small standard errors and when sample sizes are big (>200) significant values arise from even small deviations from normality. Where uncertainty is present about normality issues both parametric and non-parametric tests can be utilised.

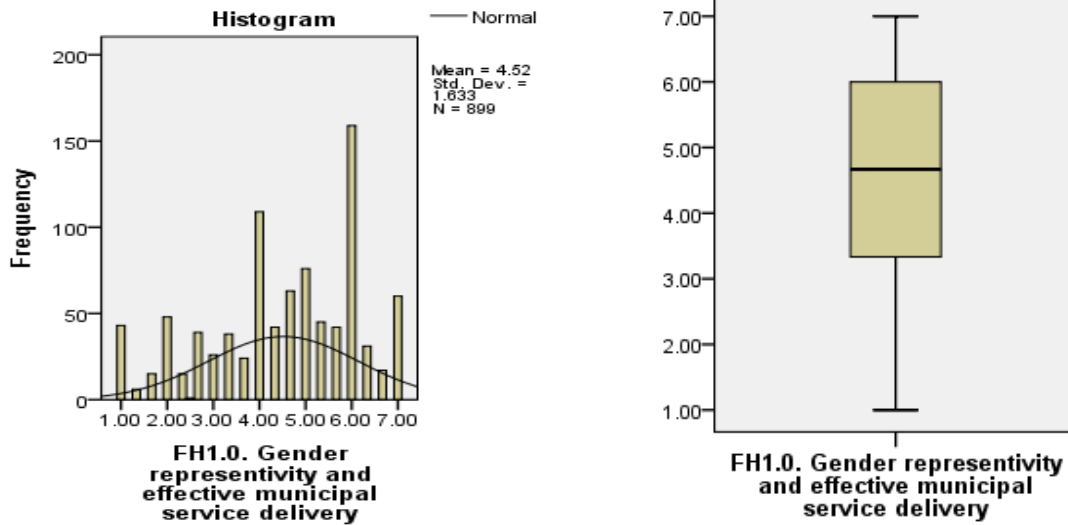


Figure 6.22: Histogram and boxplot showing the data distribution of gender representation on effective municipal service delivery (FH1.0) (Source: Own)

6.2.9 Factor structure of the citizens' data analyses

Factor analyses produced the following factors with their mean scores achieved as showed in Figure 6.23.

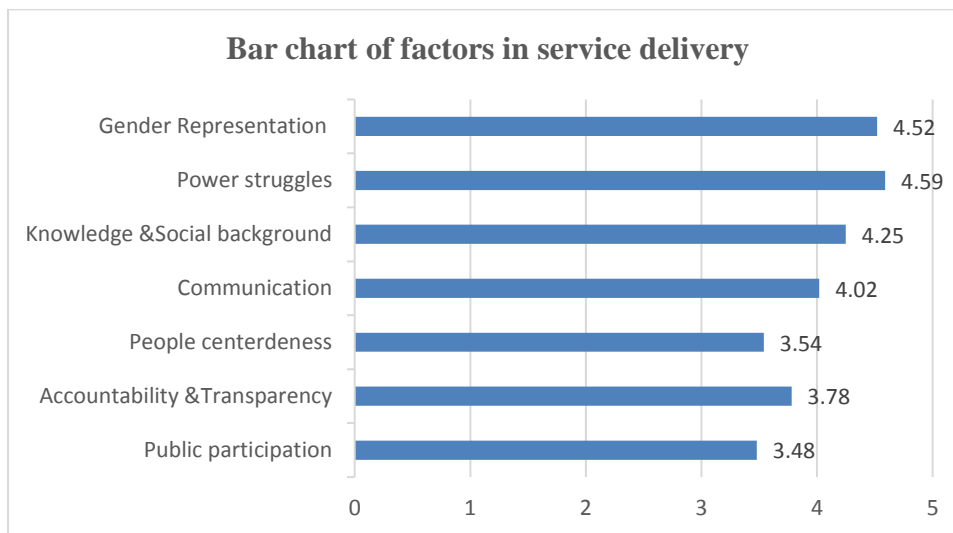


Figure 6.23: Mean scores of the factors present in service delivery for citizens (Source: Own)

The mean scores achieved on each factor is briefly enumerated.

- i. **Public participation.** The mean score of 3.48 for this factor indicated that the respondents partially disagreed with its statements. “Meetings are held regularly with the public/communities” (3.83) had the highest mean score while “Communities are involved in the budgeting process on municipal service delivery” had the lowest mean score of 3.24. Both these items which were present in the public participation factor showed partial disagreement with the statements. Stimulation of public participation thus needs serious attention.

- ii. **Accountability and transparency.** The mean score of the factor (3.78) indicates that the respondents in general were uncertain as to whether the municipality accepted full responsibility and showed transparency in effective municipal service delivery or not. “Municipality is clear about the quality of the services they provide” (3.93) and “Municipality takes complete responsibility for service delivery failures” (3.45) had the highest and lowest mean scores respectively. These results denote that the respondents were uncertain about the statements and so, this factor also needs to be given the appropriate consideration, especially by municipal officials.

Only 21.7% of the respondents indicated that they were satisfied that the municipality puts people first as should be the case according to the *Batho Pele* principles. Putting people first needs to be become a priority in service delivery issues.

- iii. **People centeredness.** The mean score of 3.54 for this factor meant that the majority of the respondents did not believe that the municipality placed people first when it came to effective service delivery. The statement with the highest mean score of 3.78 was “The municipality listens to the concerns of the people” which indicated a partial disagreement, and the lowest mean score of 3.14 was for the statement “Complaints are resolved fast and efficiently”, also indicating that the

municipality were perceived as not listening to people's complaints and more importantly they were not being resolved rapidly and efficiently.

- iv. **Communication.** The factor mean score of 4.02 indicated that the majority of the respondents were undecided about the extent to which the municipality communicated with the public regarding effective service delivery. The statement with the highest mean score of 4.64 was "Information is given in languages that the public can understand", which indicated a partial agreement with the statement. The statement with the lowest mean score of 3.53 was "The public received accurate and up-to-date information about services they are entitled to". This partial disagreement needs to be rectified as communication is a vital factor influencing public perceptions about service delivery.
- v. **Knowledge and social background.** The factor mean score of 4.25 indicated a partial agreement with the statements of this factor. The highest mean score of 4.60 for the statement "The public is generally knowledgeable about service delivery issues" indicated a partial agreement with the statement, whilst the lowest mean score of 3.75 for the statement "Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery" meant that the respondents were uncertain about this issue.
- vi. **Power struggles.** This factor had a mean score of 4.59 indicating that the respondents tended towards partially agreeing that power struggles influence effective municipal service delivery. Violent demonstrations about lack of service delivery, especially in the previously disadvantaged communities, and the lack of "a power to be heard" are likely to have been caused by a sense of entitlement, and unrealistic expectations on the part of the previously disadvantaged communities, or espoused promises made by political parties. For this factor, the statement "A healthy relationship exists between municipality and communities" had the highest mean score of 4.82 indicating uncertainty about a healthy relationship between municipalities and the communities. The statement "A

healthy relationship exists between municipality and ward communities” (4.18) had the lowest mean score, also indicating uncertainty among the respondents about this statement. More effective communication is needed by WCMS with the community regarding their liaison with the municipality.

- vii. **Gender representation.** The mean score of 4.52 on this factor revealed that the majority of respondents were undecided and at most tended to agree somewhat with the statements in the factor. The three statements of this factor, namely, “Women and men are equally included in the decision making processes on service they receive” (4.49), “Women and men are equally represented in public participation forums” (4.43), and “Contribution of women groups helps the participatory and service delivery process” (4.63) were scored more or less the same. In this day and age where women are striving for their voices to be heard such an undecided opinion probably indicates that more attention needs to be given to equal gender representation.

These seven factors were collapsed using factor analysis into only one major factor, which was named: “Perceptions of citizens in the EMM regarding the optimisation of public participation for effective service delivery”. Its mean score of 4.00 implied that citizens were undecided about their perceptions of public participation for effective service delivery. However, as all the first-order factors discussed above had good reliability and validity they can all be regarded as important with respect to service delivery issues. The perception of the public just needs to be improved and this is most likely if effective service delivery is forthcoming.

6.2.10 Associations between the factors and various community groups in the citizen’s data analysis

No significant associations were found between gender, race, and level of education, and the second-order factor “perceptions of citizens in the EMM regarding the optimisation of public participation for effective service delivery”. However, an association was found with age of the respondents at the multifactorial level. Hence age was also likely to be

associated with some of the first-order factors. Significant associations were found between communication, accountability and transparency, gender representation, and knowledge and social background at this univariate level. It was mostly the middle aged group (36-45 years) whose perceptions differed from those of people in the other age groups. The middle aged respondents tended to have the lowest level of agreement with the factor mean scores. The reason for this was most probably that persons in this age group were probably mostly in higher level positions and so, factors such as accountability and transparency were seen as not receiving adequate attention. The 36-45 year age group also differed from the oldest age group (46+) with respect to the “power struggles” factor, where the oldest age group obtained the highest factor mean score indicating a greater awareness of political power struggle issues.

The place of residence in Ekurhuleni was also associated with the second-order factor “perceptions of citizens in the EMM regarding the optimisation of public participation for effective service delivery”. For example, respondents from Duduza, Tokoza and Tembisa 1 agreed to a larger extent with the “accountability and transparency” factor, as compared to Daveyton, Tembisa 2 and Etwatwa (which were associated with the smallest extent of agreement).

With respect to the first-order factors, respondents from Duduza, Tokoza and Tembisa 1 agreed with the “people centeredness” factor more strongly than those staying in Daveyton, Tembisa 2 and Etwatwa. The same applied to the “power struggles” factor. Respondents from Kempton Park, Tsakane, Brakpan, Kwa Thema, Edenvale, Alberton, Germiston and Boksburg had the highest mean scores for the “gender representation” factor and respondents in Daveyton, Tembisa 2 and Etwatwa had the lowest mean score.

6.2.11 Analysis of general impression of service delivery in the EMM (Section I) of the questionnaire

Table 6.31 shows the mean scores for general impression of service delivery. Figure 6.24 illustrates this more clearly.

Table 6.31: General impression of service delivery mean scores

I. General Impression about state of service delivery in the EMM	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
41. Services are on track and there is no need for public protests.	257 (28.6)	160 (17.8)	85 (9.5)	109 (12.1)	96 (10.7)	129 (14.4)	62 (6.9)	3.3	2.0	3	-10.4 (.000)	Reject (Disagree)
42. Have you ever suffered due to service delivery failures?	108 (12.0)	98 (10.9)	28 (3.1)	90 (10.0)	101 (11.2)	290 (32.3)	184 (20.5)	4.8	2.1	6	11.1 (.000)	Reject (Agree)

(Source: Own)

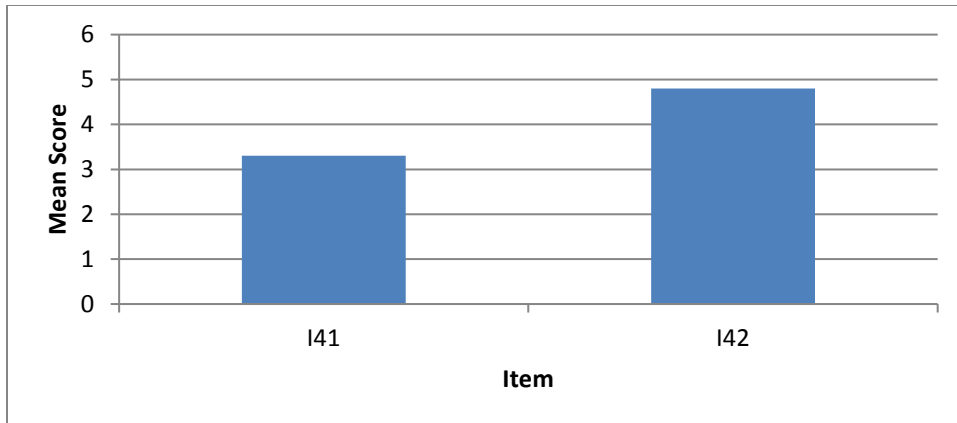


Figure 6.24: General impression of service delivery mean scores (Source: Own)

The results indicate that the citizens disagreed with statement I41 (Services are on track and there is no need for public protests), but agreed with statement I42 (Have you ever suffered due to service delivery failures?).

Section I contained two questions about the general impression about the state of service delivery in the EMM. Item I41 asked whether “services were on track and there is no need for public protests”. A mean score of 3.29 showed that the respondents partially disagreed with the statement and that service delivery was not on track. Item 142 asked whether respondents had ever suffered due to service delivery failures and the assumption here is that the mean score of 4.76 indicates partial agreement indicating that respondents had suffered due to non-delivery of services. However, in retrospect the question was vague as the extent of suffering and what was meant by it were not stipulated. There are arguably few citizens in South Africa that have not suffered some or other inconvenience or even financial losses due to poor service delivery, especially electrical and water supply.

6.2.12 General comments about service delivery in the EMM

Item I43 asked respondents to give comments on service delivery issues in the EMM. The responses varied but the researcher placed them in themes according to the lack of

Batho Pele principles except for the positive responses. A summary of the responses is given in Table 6.32.

Table 6.32: Frequencies with which aspects relating to service delivery issues in EMM

	Frequency	Percent	Valid Percent	Cumulative Percent
No answer	377	41.9	41.9	41.9
Lack of consultation	104	11.6	11.6	53.5
Lack of service standards	15	1.7	1.7	55.2
Lack of access	4	.4	.4	55.6
Lack of courtesy	9	1.0	1.0	56.6
Lack of information	19	2.1	2.1	58.7
Lack of openness and transparency	4	.4	.4	59.2
Lack of redress	94	10.5	10.5	69.6
Lack of value for money	221	24.6	24.6	94.2
Positive comments	52	5.8	5.8	100.0
Total	899	100.0	100.0	

(Source: Own)

The data in Table 6.32 indicate that 41.9% of respondents did not provide any comment whilst 58.1% did comment. Of the 58.1% who provided comments 5.8% were positive whilst 52.3% provided negative comments. Of the negative comments the greatest number referred to the perception that the services they receive are not up to standard and could be characterised as respondents who feel that they are not getting value for their money, as the services are inefficient and of poor quality. Common complaints were about lack of sewerage, electricity, water, refuse removal, health clinics, and upkeep of roads and infrastructure. However, one should also remember that “you get what you pay for” and if you are not paying rates and taxes then you should not be complaining. There also seems to be a sense of entitlement among many of the respondents and they want

“everything free”. All respondents need to be informed that differential rates apply and that nothing is free, as someone is paying for the services rendered.

A lack of appropriate consultation also featured as a relevant complaint, namely it was provided by 11.6% of the respondents. It is an almost impossible task to get all municipal respondents together at any meeting and even the meetings where the annual budgets are discussed are characterised by poor attendance. The citizens should also realise that if you do “not attend meetings then you should not complain”. However, a comprehensive communication strategy needs to be designed together with the communities, as their involvement is crucial. In addition, the annual budget needs to be communicated to the citizens in a way that they can understand. The role of the governing party also needs to be carefully explicated and politicians must refrain from statements which cannot possibly be realised. Hence, the perception of ‘free service delivery’ needs to be subjected to an open discussion where people feel free to voice their opinions, referred to as participative openness by Sengé (1990:277). This participative openness should be accompanied by reflective openness on the part of all involved as this involves one in a willingness to challenge your own opinions (Sengé, 1990:277). Therefore, people need to participate with an attitude of “I may be wrong and the other person may be right”. However, where politicians have made promises in order to obtain votes such inward reflection would be extremely difficult to obtain in practice. Local government officials must also practice what they preach and be prepared to face the public even when they report back to a constituency in which they are not in favour.

A lack of redress also featured regularly in the answers given (10.5%) with the most common complaint being “a lack of job creation” of some or other kind. This was especially paramount among the young respondents. Free housing, electricity and water were among the most common demands. Such demands for free services leads to a sense of entitlement and is a popular means of winning votes. However, this makes it extremely difficult for municipal employees to render any efficient services as people will always complain about the costs they incur. It is thus important for citizens be informed that differential rates are applicable and the extent to which poor communities are

subsidised. Honest and transparent feedback is thus essential even if it is unpopular with the community.

A lack of information was also mentioned relatively often (2.1%), which mostly had to do with perceived nepotism, corruption and undeserving appointments in posts. Greater openness regarding the advertising of posts and the relevant qualifications needed to be appointed to such posts requires clear communication to the public on these issues. The appointment to such posts should not be according to political party affiliation. The public needs to know what services they are entitled to and what they can realistically expect. Feedback to the public on service delivery needs to be more widely published and failure to deliver needs to be confronted in an open manner. The standards of service delivery also need to be clearly specified and officials need to be accountable for inefficient service delivery where they were at fault. It also seems as if the tender process is not as open as it is espoused to be and the public has the perception that tenders are awarded on a basis of “party affiliation” and not according to merit. Sengé (1990:274) suggests that one needs to build a climate where merit predominates over politics, as then one does “what is right” rather than doing “who wants what done”.

Another relevant complaint was a lack of courtesy (1.0%). In this regard it is important that all municipal employees as public servants be polite, open, and transparent and deliver good service to the public. However, such attitudes are not learnt quickly and intensive training and development of public officials in communication skills and of emotional intelligence in interpersonal relationships are essential.

A major shortcoming of effective service delivery was that the services people received were not up to standard. In general, respondents felt that they were not getting value for money (as the services were inefficient and of a poor quality). This applied mostly to sewerage, electricity, water, refuse removal, health clinics, and roads and infrastructure. There seemed to be a sense of entitlement among many of the respondents who wanted “everything for free”. Lack of appropriate consultation, redress (especially regarding job

creation), information and courtesy also featured prominently. Lack of job creation was mostly raised by young respondents.

6.2.13 Synthesis of the various factors present in the questionnaire

From the various analytic procedures, it appears as if one factor, namely “Perceptions of citizens in the EMM regarding the optimisation of public participation for effective service delivery” (F3.0) is built on the basis of the seven factors found. In order to investigate this assumption, the seven factors found were subjected to a PCA with Varimax rotation. A KMO value of 0.897 with Bartlett’s sphericity of 0.000 suggested that this assumption was plausible. One factor resulted, which had a Cronbach Alpha reliability coefficient of 0.887 and which explained 60.0% of the variance present. Hence one can conclude that this factor (F3.0) is a multifactorial factor consisting of seven sub-dimensions or factors. The correlation coefficients were all statistically significant and the seven sub-dimensions are associated with one another. The factor or dimension formed can be named “Perceptions of citizens in the EMM regarding the optimisation of public participation for effective service delivery” (F3.0). This will serve as an advantage when analysing associations, as any significant statistical difference found at the multifactorial level (all seven sub-dimensions) can be further investigated to see which of the seven sub-dimensions were responsible for the multifactorial difference. The various dimensions in this factor (F3.0) are given in Table 6.33.

Table 6.33: The dimensions present in the perceptions of EMM citizens regarding optimisation of public participation for effective service delivery (F3.0)

Name of dimension	Loading	Cronbach Alpha
FD1.0-People centeredness in effective municipal service delivery	0.864	0.828
FE1.0-Communication for effective municipal service delivery	0.849	0.838
FC1.0-Accountability and transparency in effective municipal service delivery	0.828	0.843
FB1.0-Public participation in effective municipal service delivery	0.823	0.930
FH1.0-Gender representation and effective municipal service delivery	0.709	0.864
FF1.0-Knowledge, social background, and effective municipal service delivery	0.689	0.732
FG2.0-The influence of power struggles on effective municipal service delivery.	0.620	0.773

(Source: Own)

The data distribution for the seven sub-dimensions involved in the perceptions of EMM citizens regarding optimisation of public participation for effective service delivery (F3.0) is given in Figure 6.25.

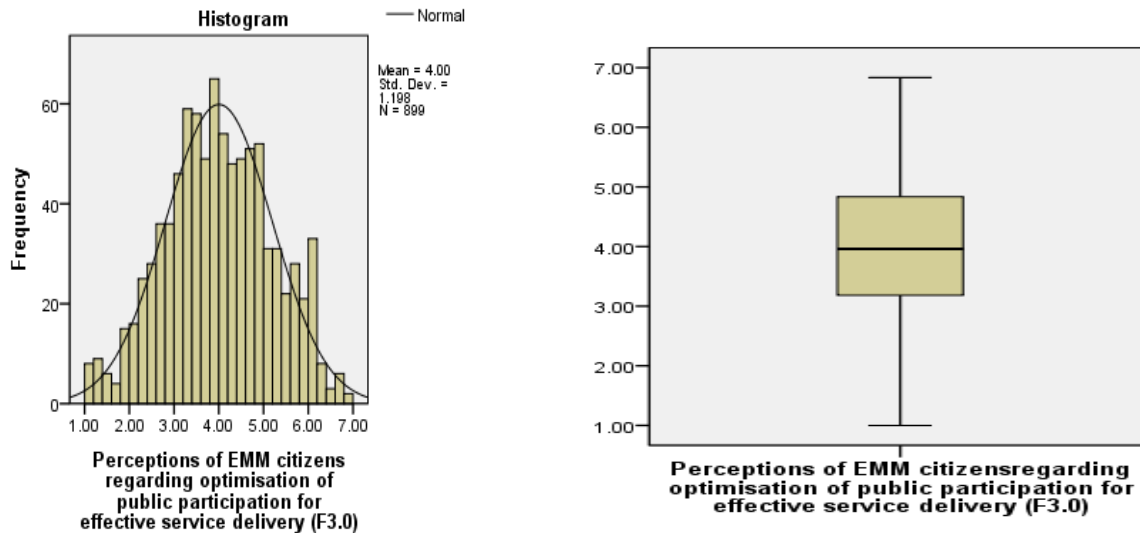


Figure 6.25: Histogram and boxplot showing the data distribution in the perceptions of EMM citizens regarding the optimisation of public participation in effective municipal service delivery (F3.0)
(Source: Own)

The mean score of 4.00 with a median of 3.96 indicates that citizens are undecided regarding their perceptions of public participation for effective service delivery (F3.0). All factors or sub-dimensions had high factor loadings and so, they are all substantively important (Field, 2009:645). People centeredness, communication, accountability and transparency and public accountability all had factor loadings above 0.8 indicating that they were particularly important. In fact, there is a significant correlation between these factors and the themes displayed in Table 6.24 ($r=0.11$; $p = 0.001$). The research objective to identify the various factors as to their validity and reliability as well as their nature and composition as found from the literature has thus been realised. However, the perceptions of other groups also need to be investigated and the actual grouping of factors may change slightly.

6.2.14 Inferential analysis of the factor perceptions of citizens in the EMM regarding the optimisation of public participation for effective service delivery (F3.0)

In this research the independent variables are those as found in Section A of the questionnaire. The various independent groups in these variables will be tested in order to determine a possible statistically significant association with the dependent variables.

6.2.14.1 Analysis of two independent groups

When two independent groups are tested for significant differences one can make use of the independent t-test at univariate level for normally distributed data.

6.2.14.1.1 GENDER (A1).

No statistically significant differences could be found between male and female respondents at the multifactorial level and hence the null hypothesis that male and female respondents differ significantly statistically in their perceptions regarding the optimisation of citizen participation in effective service delivery cannot be rejected. Thus although male respondents agreed to a larger extent with the factor than female respondents did, this difference was not statistically significant. The relevant values for this test were:

$$[\Lambda(7,890) = 0.993; p > 0.05; \text{Box's } M = 35.81; p > 0.05; \bar{X}_{Males} = 4.06; \bar{X}_{Females} = 3.95]$$

If no differences are present at the multifactorial level, then no differences are likely at the unifactorial level.

6.2.14.1.2 PLACE OF RESIDENCE IN EKURHULENI (A5REC)

The 20 areas of residence were collapsed to two, namely former municipalities and former Townships. At the multifactorial level no statistically significant differences were found.

The appropriate results were:

$$[\text{Box's } M = 40.83; p > 0.05; \Lambda = 0.92; F(7,890) = 1.560; p > 0.05]$$

6.2.14.2 Analysis of three or more independent groups

When three or more independent groups are involved one can make use of Analysis of variance (ANOVA) and any differences found at this multifactorial level can then be further examined using appropriate post-hoc tests. In this particular research the factor optimisation of citizen participation in effective service delivery (F3.0) consisted of various sub-dimensions and differences found at the multifactorial level could be investigated using multivariate analysis of variance.

6.2.14.2.1 AGE GROUPS

The hypotheses could be:

HoM – The vectors of the mean scale scores of the three age groups do not differ significantly statistically with respect to the optimisation of citizen participation in effective service delivery tested together.

HaM - The vectors of the mean scale scores of the three age groups do differ significantly statistically with respect to the optimisation of citizen participation in effective service delivery tested together.

The results of this test for the three age groups were:

[Box's $M = 45.73$; $p > 0.05$; $\Lambda = 0.960$; $F(14,1776) = 2.61$ $p < 0.05$; $r = 0.14$]

As there was a statistically significant difference at this multifactorial level ($p < 0.05$) the null hypothesis cannot be accepted and further investigation at the unifactorial level is needed.

The null hypotheses would be:

- HoA – There is statistically no significant difference between the three age groups with respect to each of the factors considered separately, namely:
 - HoA1 – Public participation in effective municipal service delivery.

- HoA2 – Accountability and transparency for effective municipal service delivery.
- HoA3 – People centeredness in effective municipal service delivery.
- HoA4 – Communication and effective municipal service delivery.
- HoA5 – Knowledge, social background and effective municipal service delivery.
- HoA6 – The influence of power struggles on effective municipal service delivery.
- HoA7 – Gender representation and effective municipal service delivery.

The alternative hypotheses would be similar except that they would indicate that there was a statistically significant difference present. The appropriate values obtained for the univariate tests are shown in Table 6.34.

Table 6.34: Univariate test for the seven factors involved in optimisation of citizen participation in effective service delivery (F3.0)

Factor	Group	Mean	ANOVA (p-value)	Effect size (r)
1.Public participation in effective municipal service delivery (FB1)	19-35 years	3.56	0.05	-
	36-45 years	3.26		
	46+ years	3.56		
2.Accountability and transparency for effective municipal service delivery (FC1)	19-35 years	3.86	0.007**	0.10
	36-45 years	3.50		
	46+ years	3.92		
3.People centeredness in effective municipal service delivery (FD1)	19-35 years	3.67	0.032*	0.09
	36-45 years	3.31		
	46+ years	3.48		
4.Communication and effective municipal service delivery (FE1)	19-35 years	4.10	0.137	-
	36-45 years	3.86		
	46+ years	4.03		
	19-35 years	4.37	0.049*	0.08

Factor	Group	Mean	ANOVA (p-value)	Effect size (r)
5. Knowledge, social background and effective municipal service delivery (FF1)	36-45 years	4.08		
	46+ years	4.18		
6. The influence of power struggles on effective municipal service delivery (FG2.0)	19-35 years	4.41	0.025*	0.09
	36-45 years	4.30		
	46+ years	4.63		
7. Gender representation and effective service delivery (FH1)	19-35 years	4.49	0.847	-
	36-45 years	4.54		
	46+ years	4.56		

** = Statistically significant at the 1% level ($p < 0.01$)

* = Statistically significant at the 5% level ($p > 0.01$ but $p < 0.05$)

Effect size $r = 0.1 - 0.29$ small; $r = 0.30 - 0.49$ = moderate; $r = 0.50$ or larger = large

(Source: Own)

The data in Table 6.34 indicate that HoA2, HoA3, HoA5 and HoA6 cannot be accepted and so, the alternative hypotheses are accepted. Therefore, the three age groups differ significantly statistically from one another with respect to HoA2 (Communication for effective municipal service delivery – FC1.0), HoA3 (Accountability and transparency in effective municipal service delivery – FD1.0), HoA5 (Gender representation and effective municipal service delivery – FE1.0) and HoA6 (Knowledge, social background and effective municipal service delivery – FF1.0). Each of these the age groups differed significantly statistically from one another and a pair-wise comparison using appropriate post-hoc tests had to be done to determine which of the individual age groups differed from one another. The values for the pair-wise comparisons as per Hochberg GT2 tests (because of differing group sizes) are given in Table 6.35.

Table 6.35: Pair-wise comparisons of the three age groups

Factor	Group	Hochberg GT2			
			1	2	3
Accountability and transparency for effective municipal service delivery (FC1)	19-35 years	1	/	**	*
	36-45 years	2	**	/	*
	46+ years	3	-	*	/
People centeredness in effective municipal service delivery (FD1)	19-35 years	1	/	*	-
	36-45 years	2	*	/	-
	46+ years	3	-	-	/
Knowledge, social background and effective municipal service delivery (FF1)	19-35 years	1	/	*	-
	36-45 years	2	*	/	-
	46+ years	3	-	-	/
The influence of power struggles on effective municipal service delivery (FG2.0)	19-35 years	1	/	-	-
	36-45 years	2	-	/	*
	46+ years	3	-	*	/

** = Statistically significant at the 1% level ($p < 0.01$)

* = Statistically significant at the 5% level ($p > 0.01$ but $p < 0.05$)

(Source: Own)

The results in Table 6.35 indicated that it was mostly the middle age group (36-45 years) who differed in their perceptions from the other age groups. In the accountability and transparency factor (FC1) they differed from both the youngest age group (19-35) and the oldest age group (46+), as in each case they had the lowest level of agreement with the factor mean. The reason for this is difficult to determine, but it is possible that age group 36-45 years is mostly in promotion posts and so, the accountability and transparency factor is important to them and they may have observed that it is problematic. This age group (36-45 years) also differed from the oldest age group (46+) with respect to power struggles, as this age group obtained the highest factor score and tended towards partially agreeing with this power struggles factor.

6.2.14.1.2 RACE GROUPS (A3REC)

There were four race groups involved in the sample with only Black respondents having a large number of respondents (768). The appropriate values for the multivariate test was:

[*Wilks' Lambda* (Λ) = 0.957; $F(20,3199) = 1.284$; $p > 0.05$; *Box's M* = 112.6; $p > 0.05$]

No statistically significant differences were found between the four race groups at the multifactorial level, which is probably due to the large difference in the four groups of respondents.

6.2.14.1.3 HIGHEST LEVEL OF EDUCATIONAL QUALIFICATION (A4)

The multivariate test values for the highest educational qualification groups was:

[*Box's M* = 138.16; $p > 0.05$; *Wilks' Lambda* (Λ) = 0.945; $F(35,3730) = 1.45$; $p = 0.045$;

There was thus a statistically significant difference at the multivariate level ($p=0.045$), but no statistically significant differences could be found at the univariate level between the educational groups with respect to any of the seven univariate factors.

6.3 ANALYSIS OF DATA – BUSINESSES

6.3.1 Descriptive statistics

6.3.1.1 Gender

The ratio of male business persons in the sample to females is 2.7 to 1. The population of Ekurhuleni has 1.05 males for every female. Males still appear to be in the majority regarding businesses in Ekurhuleni, which is probably true for most of South Africa. See Table 6.36.

Table 6.36: Frequency of the gender groups in the business sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Male	156	72.9	72.9	72.9
Female	58	27.1	27.1	100.0
Total	214	100.0	100.0	

(Source: Own)

No official statistics on the actual frequencies of females to males in business in Ekurhuleni could be found, but this unequal ratio is likely to become more equitable in the future. Among other reasons, the Employment Equity Act (No. 55 of 1998) has legislated the more equitable employment of females in all sectors of society. See Figure 6.26.

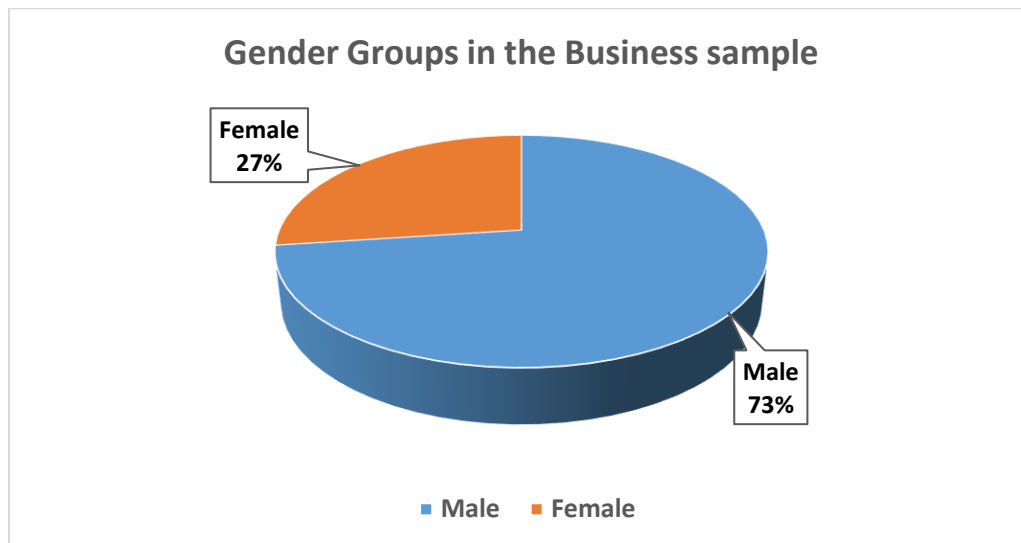


Figure 6.26: Gender groups in the business sub-sample
(Source: Own)

6.3.1.2 Age (A2)

There were five age group categories in the questionnaire and the relevant frequencies are given in Table 6.37. See also Figure 6.27.

Table 6.37: Frequency of the age groups in the business sample

	Frequency	Percent	Valid Percent	Cumulative Percent
19-35 years	70	32.7	32.7	32.7
36-45 years	87	40.7	40.7	73.4
46-55 years	31	14.5	14.5	87.9
56-65 years	12	5.6	5.6	93.5
Above 65 years	14	6.5	6.5	100.0
Total	214	100.0	100.0	

(Source: Own)

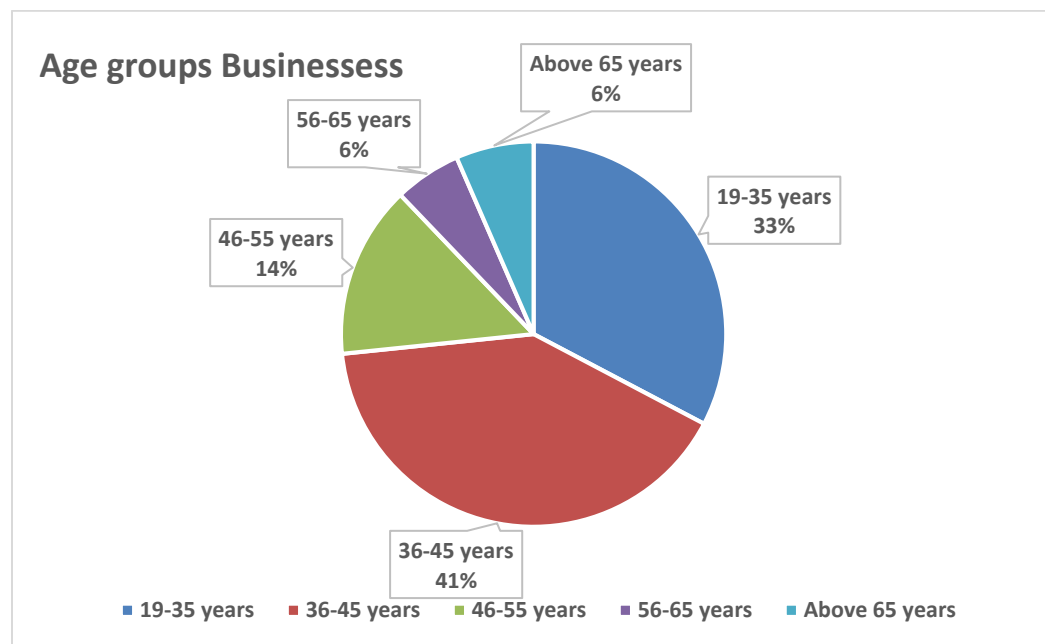


Figure 6.27: Age Group in the Business Sample
(Source: Own)

According to the website www.localgovernment.co.za (Accessed 5 May 2016) there are more or less 32.71% of persons in the 19 to 35-year age group in Ekurhuleni; 16.12% in the 36 to 45-year age group; 9.66% in the 46 to 55-year age group; 4.96% in the 56 to 65-year age group; and 3.53% in the 65 years or older group. The data in Table 6.38 indicates that the majority of respondents fall in the 36 to 45-year age group (40.7%). The age groups were collapsed into three categories as given in Table 6.38.

Table 6.38: Frequency of recoded age groups in the business sample

	Frequency	Percent	Valid Percent	Cumulative Percent
19-35 years	70	32.7	32.7	32.7
36-45 years	87	40.7	40.7	73.4
46+ years	57	26.6	26.6	100.0
Total	214	100.0	100.0	

(Source: Own)

6.3.1.3 Race (A3)

The frequencies of the race groups are given in Table 6.39.

Table 6.39: Frequencies of the race groups in the business sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Black	153	71.5	71.5	71.5
Coloured	13	6.1	6.1	77.6
Indian	21	9.8	9.8	87.4
White	26	12.1	12.1	99.5
Missing	1	.5	.5	100.0
Total	214	100.0	100.0	

(Source: Own)

The website (www.localgovernment.co.za - Accessed 5 May 2016) reveals that the Ekurhuleni population consists of 78.74% Black Africans, 2.70% Coloured persons, 2.15% Indians, and 15.81% Whites. The sample is thus reasonably representative of the race groups in the Ekurhuleni population. Figure 6.28 illustrates this more clearly.

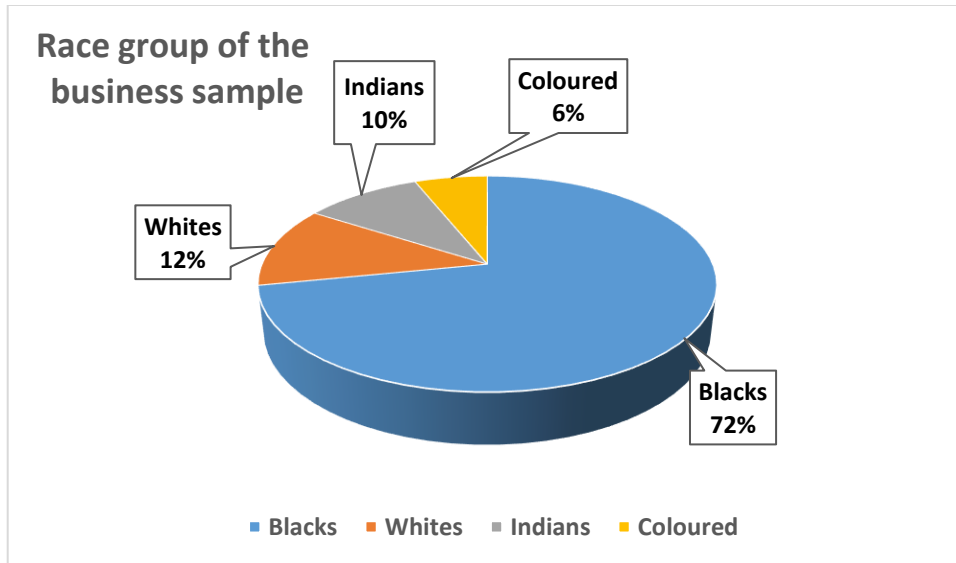


Figure 6.28: Race groups in the business sample (Source: Own)

6.3.1.4 Highest level of completed formal education (A4)

The frequencies of the various categories in the questionnaire is given in Table 6.40.

Table 6.40: Frequencies of the highest educational qualification groups in the business sample

	Frequency	Percent	Valid Percent	Cumulative Percent
No formal education	2	.9	.9	.9
Primary Education	3	1.4	1.4	2.3
Matric	56	26.2	26.2	28.5
Diploma	83	38.8	38.8	67.3
Degree	69	32.2	32.2	99.5
Missing	1	.5	.5	100.0
Total	214	100.0	100.0	

(Source: Own)

The data in Table 6.40 indicates that only 0.9% of respondents had no formal education, while 71.0% had diplomas or degrees. As the numbers in the first two categories were

low these were collapsed together with the matric category and only three groups were utilised as shown in Table 6.41.

Table 6.41: Frequency of recoded highest educational qualification groups in the business sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Grade 12 and less	61	28.5	28.5	28.5
Diploma	83	38.8	38.8	67.3
Degree	69	32.2	32.2	99.5
Missing	1	0.05	0.05	100
Total	213	100.0	100.0	

(Source: Own)

Of note in this data in Table 6.41 is that businesses seem to be associated with higher educational qualifications (71.4%) than those without a diploma or degree (28.6%).

6.3.1.5 Region of your business (A5)

The data relevant to the regions the businesses are situated in is given in Table 6.42.

Table 6.42: Frequency of the region in which business is situated

	Frequency	Percent	Valid Percent	Cumulative Percent
Alberton	28	13.1	13.1	13.1
Benoni	45	21.0	21.0	34.1
Boksburg	28	13.1	13.1	47.2
Brakpan	4	1.9	1.9	49.1
Daveyton	6	2.8	2.8	51.9
Duduza	3	1.4	1.4	53.3
Edenvale	16	7.5	7.5	60.7

	Frequency	Percent	Valid Percent	Cumulative Percent
Etwatwa	1	.5	.5	61.2
Germiston	11	5.1	5.1	66.4
Katlehong 1	1	.5	.5	66.8
Katlehong 2	1	.5	.5	67.3
Kempton Park	14	6.5	6.5	73.8
Kwa Thema	6	2.8	2.8	76.6
Nigel	4	1.9	1.9	78.5
Springs	12	5.6	5.6	84.1
Tembisa 1	7	3.3	3.3	87.4
Tembisa 2	2	.9	.9	88.3
Tokoza	13	6.1	6.1	94.4
Tsakane	5	2.3	2.3	96.7
Vosloorus	7	3.3	3.3	100.0
Total	214	100.0	100.0	

(Source: Own)

The data in Table 6.42 indicate that the majority of respondents have their region of business as Benoni (21.0%), followed by Alberton (13.1%), and Boksburg (13.1%). The majority of businesses are thus still in the previously advantaged or former municipalities of Alberton, Benoni, Boksburg, Brakpan, Edenvale, Germiston, Kempton Park, Nigel and Springs (75.7%). Only 24.3% of respondents indicated that their region of business were in the former disadvantaged areas.

6.3.1.6 How many years is your business in this Region (A6)

The frequencies of the number of year businesses was in the region are given in Table 6.43.

Table 6.43: Frequency table of number of years the business has been in this region

	Frequency	Percent	Valid Percent	Cumulative Percent
1-10 years	161	75.2	75.2	75.2
11-15 years	25	11.7	11.7	86.9
16-20 years	11	5.1	5.1	92.1
21-25 years	7	3.3	3.3	95.3
26-30 years	4	1.9	1.9	97.2
31-40 years	2	.9	.9	98.1
More than 40 years	4	1.9	1.9	100.0
Total	214	100.0	100.0	

(Source: Own)

The vast majority indicated that they had only been there for a period of 1 to 10 years (75.2%). It would thus be convenient to collapse the original categories into two groups only, namely 1-10 years and 11 or more years (24.8%).

6.3.1.7 Type of business (A7)

The type of business was coded on the questionnaire and captured on an Excel spreadsheet which was then captured in SPSS 23.0. The frequencies provided by the respondents of their type of business is given in Table 6.44.

Table 6.44: Frequency table of the type of business the respondent managed

	Frequency	Percent	Valid Percent	Cumulative Percent
Agricultural services	5	2.3	2.3	2.3
Building/construction/maintenance & civil engineering	71	33.2	33.2	35.5

	Frequency	Percent	Valid Percent	Cumulative Percent
Food Industry (catering, beverages) events management	14	6.5	6.5	42.1
Mechanical Engineering	9	4.2	4.2	46.3
Chemical Industry	4	1.9	1.9	48.1
Cleaning	31	14.5	14.5	62.6
Clothing and Textiles	3	1.4	1.4	64.0
ICT	10	4.7	4.7	68.7
Transport & logistics	12	5.6	5.6	74.3
Electrical related	8	3.7	3.7	78.0
Printing & Stationery	5	2.3	2.3	80.4
Professional services	14	6.5	6.5	86.9
Security services	2	.9	.9	87.9
Other	26	12.1	12.1	100.0
Total	214	100.0	100.0	

(Source: Own)

The data in Table 6.44 indicate that the majority of respondents were in the building/construction/maintenance or civil engineering business (33.2%). Cleaning services were indicated by 14.5% of respondents.

6.3.1.8 Location of your business (A8)

The relevant frequencies are given in Table 6.45.

Table 6.45: Frequency table of the location of business groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
CBD	100	27.2	46.7	46.7
Industrial area	42	11.4	19.6	66.4

	Frequency	Percent	Valid Percent	Cumulative Percent
Informal settlement	14	3.8	6.5	72.9
Other (specify)	58	15.8	27.1	100.0
Total	214	58.2	100.0	

(Source: Own)

The majority of respondents indicated that their business was located in the Central Business District, namely 46.7%, while 27.1% specified other and 19.6% indicated an industrial area.

6.3.1.9 How well do you know the Batho Pele Principles? (A9)

Responses to this item had to be given on a seven-point interval scale where 1 indicated 'very bad' and 7 stood for 'very good'. The frequencies of the responses are given in Table 6.46.

Table 6.46: Frequencies of responses to knowledge of Batho Pele principles

	Frequency	Percent	Valid Percent	Cumulative Percent
Very bad	28	13.1	13.1	13.1
Bad	16	7.5	7.5	20.6
A little bad	25	11.7	11.7	32.2
Neither	13	6.1	6.1	38.3
A little good	48	22.4	22.4	60.7
Good	40	18.7	18.7	79.4
Very good	44	20.6	20.6	100.0
Total	214	100.0	100.0	

(Source: Own)

For the purpose of analysis this researcher collapsed the seven categories to three only, namely very bad and bad (Group 1), a little bad, neither and a little good (Group 2) and

good and very good (Group 3). These frequencies are given in Table 6.47. See also Figure 6.29.

Table 6.47: Frequencies of knowledge of Batho Pele principles collapsed to three groups (A9Rec)

	Frequency	Percent	Valid Percent	Cumulative Percent
Bad to very bad	44	20.6	20.6	20.6
Neither good nor bad	86	40.2	40.2	60.7
Good to very good	84	39.3	39.3	100.0
Total	214	100.0	100.0	

(Source: Own)

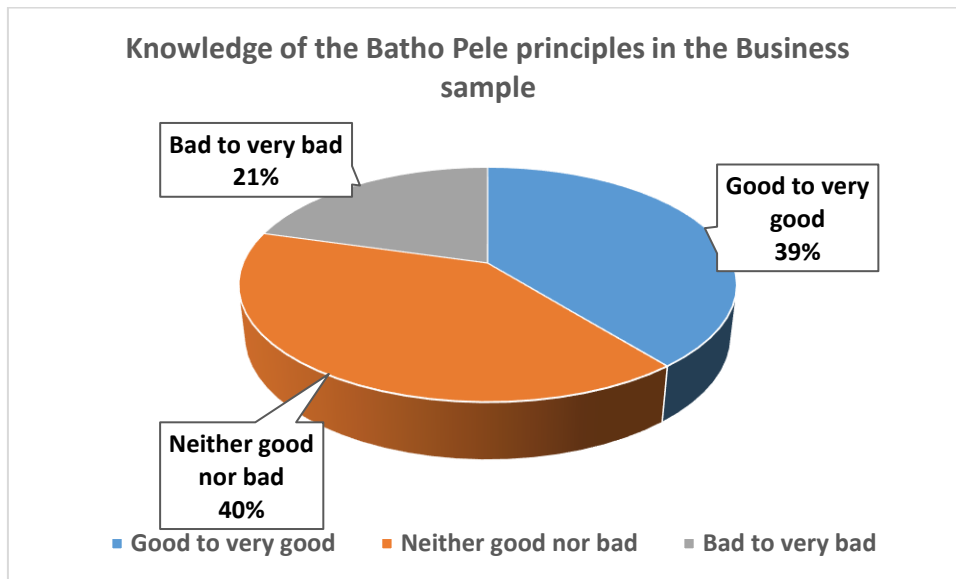


Figure 6.29: Knowledge of the Batho Pele principles in the business sample (Source: Own)

The results show that 39.0% believed that they had a good knowledge of the *Batho Pele* principles, while 40.0% indicated neither good nor bad knowledge, whilst 21.0% indicated bad to very bad knowledge of the *Batho Pele* principles. Interestingly, Blacks were associated with good knowledge, compared to Whites who were uncertain and Indians and Coloureds who claimed to have poor knowledge of the principles.

The majority of the sample answered a little, bad, neither good nor bad, and a little good, namely 40.2%. This was closely followed by 39.3% who indicated that they had a good to very good knowledge of the principles. The appropriate values for the CA were:

$[\chi^2 = 23.69; p < 0.005; \text{Proportion of inertia accounted for } D1 = 0.651; D2 = 0.349]$

The correspondence analysis (CA) biplot of knowledge of *Batho Pele* principles versus race given is shown in Figure 6.30. The biplot indicates that Black respondents are associated with good to very good, White respondents with neither good nor bad, and Indian and Coloured respondents with bad to very bad.

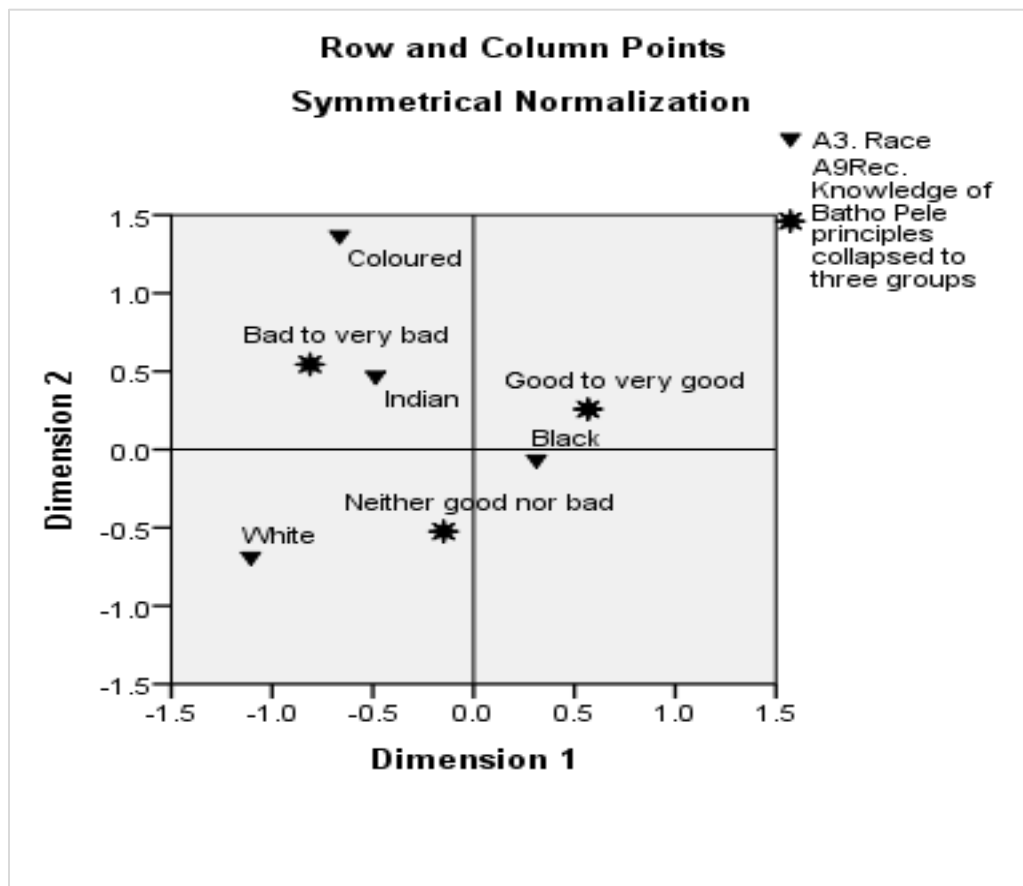


Figure 6.30: A CA biplot of knowledge of Batho Pele principles versus race (Source: Own)

6.3.2 Factor analysis of public participation (Section B) of the questionnaire

Table 6.48 and Figure 6.31 show the mean scores for public participation. According to the table, the businesses were undecided about the first statement, B1 (Meetings are held regularly with the public/communities) and the fourth statement, B4 (Municipality and the public work together in budgeting to enhance service delivery). They agreed with statement B3 (Community problems are taken seriously by the municipality), but disagreed with all the remaining statements.

Table 6.48: Public participation mean scores

C. Public Participation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	1. Meetings are held regularly with the public/communities	26 (12.2)	36 (16.8)	23 (10.8)	35 (16.4)	34 (15.9)	41 (19.2)	19 (8.9)	4	1.9	4	0 (.500)
3. Community problems are taken seriously by the municipality	38 (17.8)	35 (16.4)	37 (17.3)	27 (12.6)	39 (18.2)	32 (15.0)	6 (2.8)	3.5	1.8	3	-3.8 (.000)	Reject (Agree)
4. Municipality and the public work together in budgeting to enhance service delivery	26 (12.2)	25 (11.7)	41 (19.2)	22 (10.2)	43 (20.1)	45 (21.0)	12 (5.6)	4	1.8	4	0 (.500)	Accept (Neutral)
5. Municipality and the public work together in planning process on service delivery	34 (15.9)	34 (15.9)	37 (17.3)	25 (11.7)	38 (17.8)	36 (16.8)	10 (4.7)	3.7	1.9	4	-2.5 (.007)	Reject (Disagree)
6. Municipality and the public work together in implementation on service delivery	30 (14.0)	31 (14.5)	38 (17.8)	29 (13.6)	38 (17.8)	36 (16.8)	12 (5.6)	3.8	1.8	4	-1.6 (.051)	Reject (Disagree)
7. Communities are informed about projects year marked for their regions.	35 (16.4)	37 (17.3)	43 (20.1)	23 (10.8)	27 (12.6)	31 (14.5)	18 (8.4)	3.6	1.9	3	-2.8 (.003)	Reject (Disagree)
8. Communities are involved in the budgeting process on municipal service delivery	49 (22.9)	38 (17.8)	37 (17.3)	30 (14.0)	23 (10.8)	30 (14.0)	7 (3.3)	3.3	1.8	3	-5.8 (.000)	Reject (Disagree)
9. Are you regularly consulted on matters that affect you?	47 (22.0)	51 (23.8)	35 (16.4)	22 (10.3)	24 (11.2)	27 (12.6)	8 (3.7)	3.2	1.8	3	-6.5 (.000)	Reject (Disagree)
10. Feedback is given to communities regularly	40 (18.7)	56 (26.2)	34 (15.9)	22 (10.3)	27 (12.6)	27 (12.6)	8 (3.7)	3.2	1.8	3	-6.1 (.000)	Reject (Disagree)

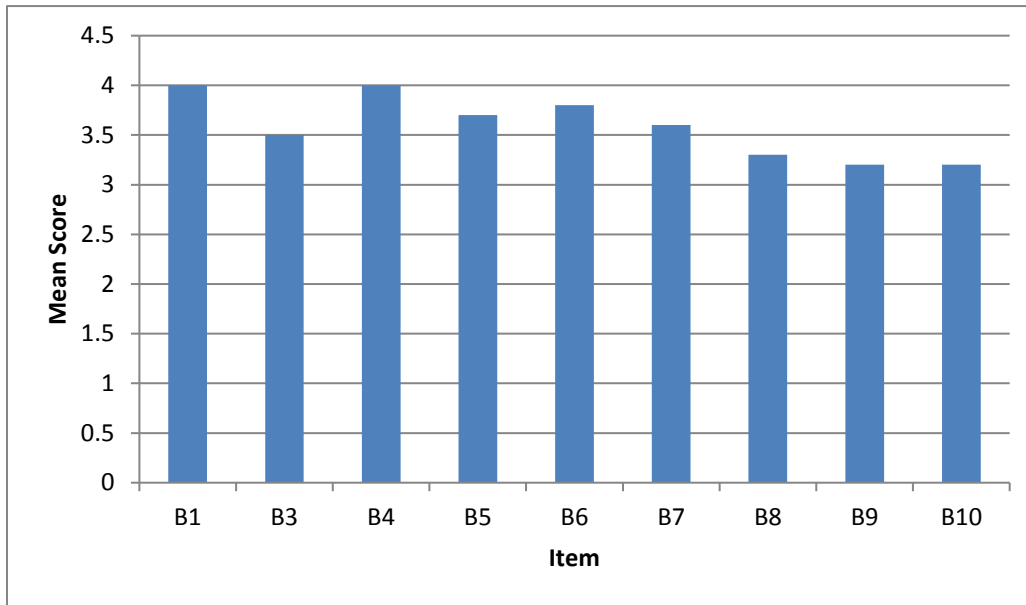


Figure 6.31: Public participation mean scores
(Source: Own)

In this research, Section B of the questionnaire had nine items which asked respondents their perceptions about public business participation in service delivery on a seven-point interval scale. As the items were correlated with one another it was likely that a reduction procedure such as factor analysis would reduce the variables to a more parsimonious number. A PCA analysis with Varimax rotation was conducted and a Kaiser-Meyer-Olkin value of 0.914 and Bartlett's sphericity of $p=0.000$ indicated that this would be a good idea. A PFA analysis gave similar results. One factor resulted, which explained 68.10% of the variance present and which had a Cronbach reliability of 0.940. It was named public business participation (FB1.0) and this construct is thus valid and reliable. The items, their factor loadings and mean scores are given in Table 6.49. The data distribution is given in Figure 6.32.

Table 6.49: Items in the factor public participation with factor loadings and mean scores

Item	Description: Public participation:	Loading	Mean
B5	Municipality & local businesses work together in the planning process of service delivery	0.88	4.00
B6	Municipality & local businesses work together in the implementation of service delivery	0.87	3.53

Item	Description: Public participation:	Loading	Mean
B4	Municipality & local business work together on service delivery	0.86	4.00
B3	Business problems are taken seriously by local government	0.85	3.69
B9	You are consulted on service delivery matters affecting your business	0.85	3.80
B10	You receive feedback on business related issues	0.84	3.63
B8	Businesses are involved in the budgeting process on municipal service delivery	0.82	3.27
B7	Businesses are informed about projects year marked for their regions	0.82	3.18
B1	Meetings are held with businesses	0.64	3.25
Average		0.82	3.59

(Source: Own)

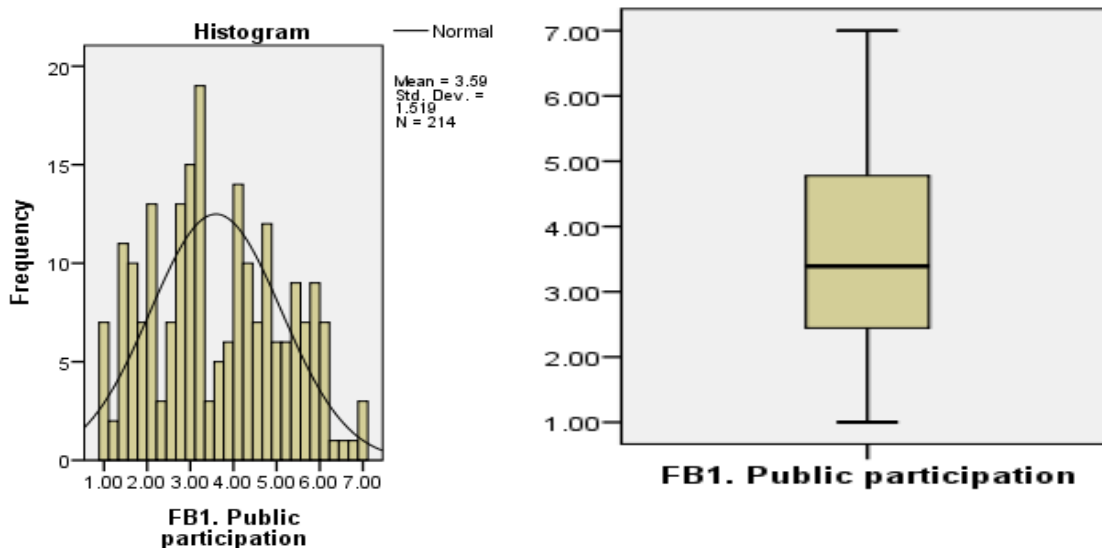


Figure 6.32: Histogram and boxplot showing the distribution of data in the public business participation factor (FB1.0)

(Source: Own)

The mean score of 3.59 and median of 3.39 shows that business respondents partially disagreed with the items in the factor. The data distribution is slightly positively skewed as most respondents had relatively low scores. However, all factor loadings were large, indicating that the items were all substantially significant (Field, 2009:645). Item B7 (Businesses are informed about projects year marked for their regions) had the lowest

mean score of 3.18, indicating partial disagreement with the item. This is obviously a concern to the EMM as the business fraternity is vital for economic development and job creation in the various regions of Ekurhuleni.

Item B2 asked respondents to give the number of meetings that were held during the last 12 months and as it was not asked on an interval scale it needs to be analysed separately. The frequencies of the responses received are given in Table 6.50.

Table 6.50: Frequency table of how many meetings were held during the last 12 months

	Frequency	Percent	Valid Percent	Cumulative Percent
None	140	65.4	65.4	65.4
One	14	6.5	6.5	72.0
Two	11	5.1	5.1	77.1
Three	9	4.2	4.2	81.3
Four	11	5.1	5.1	86.4
Five	6	2.8	2.8	89.3
Six	4	1.9	1.9	91.1
Seven	2	.9	.9	92.1
Eight	1	.5	.5	92.5
Nine	1	.5	.5	93.0
Ten	2	.9	.9	93.9
Twelve	5	2.3	2.3	96.3
More than twelve	8	3.7	3.7	100.0
Total	214	100.0	100.0	

(Source: Own)

The data in Table 6.50 show that the vast majority indicated that no meetings had been held with them (65.4%). In retrospect the item should rather have asked how many meetings they had attended, as it is unlikely that no meetings took place. It is thus obvious that better communication is needed between the EMM and the various businesses in the Ekurhuleni municipal area.

6.3.3 Factor analysis of accountability and transparency (Section C) of the questionnaire

Table 6.51 and Figure 6.33 show the mean scores for public participation.

Table 6.51: Accountability & transparency mean scores

C. Accountability & Transparency	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
	11. Municipality takes complete responsibility for service delivery failures.	30 (14.0)	40 (18.7)	35 (16.4)	30 (14.0)	32 (15.0)	37 (17.3)	10 (4.7)	3.7	1.8	4	-2.6 (.005)
13. Municipality shifts the blame to appointed contractors for failures.	10 (4.7)	27 (12.6)	26 (12.2)	40 (18.7)	33 (15.4)	48 (22.4)	30 (14.0)	4.5	1.8	5	4.2 (.000)	Reject (Agree)
14. Public is clear about the services they receive.	14 (6.5)	27 (12.6)	26 (12.2)	34 (15.9)	45 (21.0)	56 (26.2)	12 (5.6)	4.3	1.7	5	2.9 (.002)	Reject (Agree)
15. Municipality is clear about the cost of the services they provide.	2 (9.8)	32 (15.0)	31 (14.5)	30 (14.0)	36 (16.8)	49 (22.9)	15 (7.0)	4.1	1.8	4	0.8 (.217)	Accept (Neutral)
16. Municipality is clear about the quality of the services they provide.	26 (11.7)	35 (16.4)	30 (14.0)	30 (14.0)	30 (14.0)	46 (21.5)	18 (8.4)	4.0	1.9	4	0.0 (.486)	Accept (Neutral)

(Source: Own)

According to the results, businesses disagreed with statement C11 (Municipality takes complete responsibility for service delivery failures). They agreed with statements C13 and C14, but were undecided on statements s C15 AND C16.

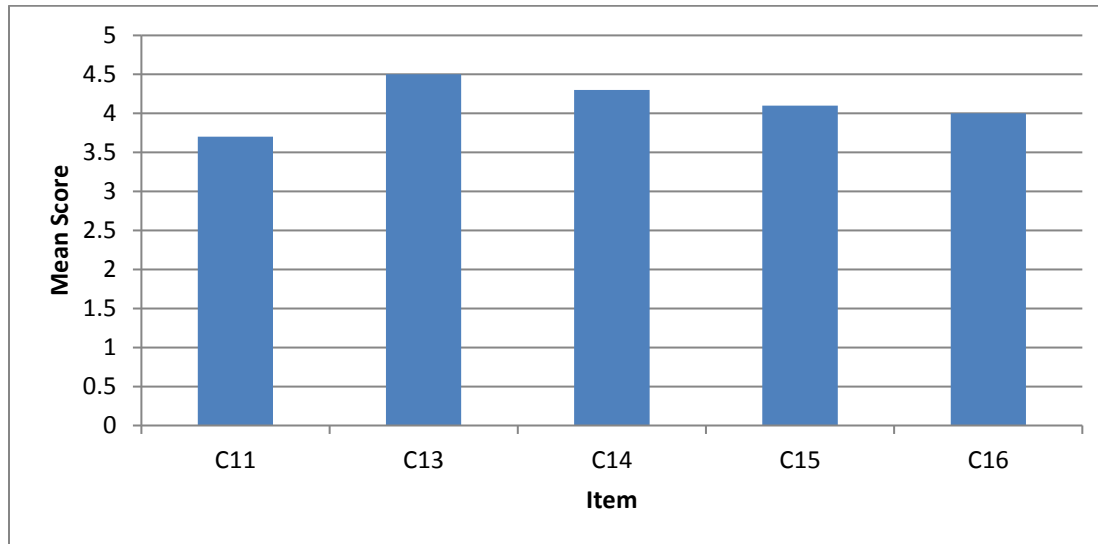


Figure 6.33: Accountability & transparency mean scores (Source: Own)

There are seven items in Section C of the questionnaire that probes the perceptions of business people about issues of accountability and transparency regarding the services they receive. Item C12, however, asks for a reason to be given for the answer provided in C11 and as such it was not a scaled item. Item C13 (The municipality shifts the blame to the appointed contractors for failures) had a Measure of Sampling Adequacy (MSA) less than 0.60 and communality value <0.2 and was removed from the factor analytic procedure. In retrospect the question is not about accepting accountability, but about shifting it onto contractors and as such it is unlikely to correlate with the others. The remaining four items were subjected to a PCA with Varimax rotation and the KMO of 0.850 and Bartlett's sphericity of $p < 0.005$ indicated a more parsimonious solution was plausible. One factor resulted which explained 70.80% of the variance present and had a Cronbach reliability coefficient of 0.860. This factor is thus a valid and reliable construct which can be used to test perceptions of businesses in the EMM. The items in the factor are shown in Table 6.52.

Table 6.52: Items in the factor accountability and transparency with factor loadings and mean scores

Item	Description: Accountability & Transparency	Loading	Mean
C16	Businesses are informed about the quality of the services they should receive	0.91	4.00
C14	The public and businesses are clear about the services they receive	0.87	4.33
C15	The public and businesses are informed about the cost of the services they receive	0.84	4.10
C11	Municipality takes responsibility for service delivery failures	0.74	3.68
Average		0.84	4.03

(Source: Own)

The data in Table 6.52 show a factor mean of 4.03 displaying uncertainty on the side of business people regarding the accountability and transparency process. The item with the highest mean score was C14 with a mean of 4.33 showing uncertainty regarding clarity about the services they receive. This certainly should not be scored so low, for if they have to pay for these services, then they should be clear about them. Item C13 (The municipality shifts the blame to the appointed contractors for failures) had a mean score of 4.60 indicating that the business people partially agreed that blame was shifted to the contractors. Item C12 was recoded to four categories, namely 0 for no answer provided (42.1%), 1 for I do not know (0.5%); 2 for unsatisfied (48.1%) and 3 for satisfied (9.31%). This item thus corroborates the general tendency in the accountability and transparency factor of dissatisfaction on the part of businesses. The data distribution in the factor is given in Figure 6.34 and is close to normality.

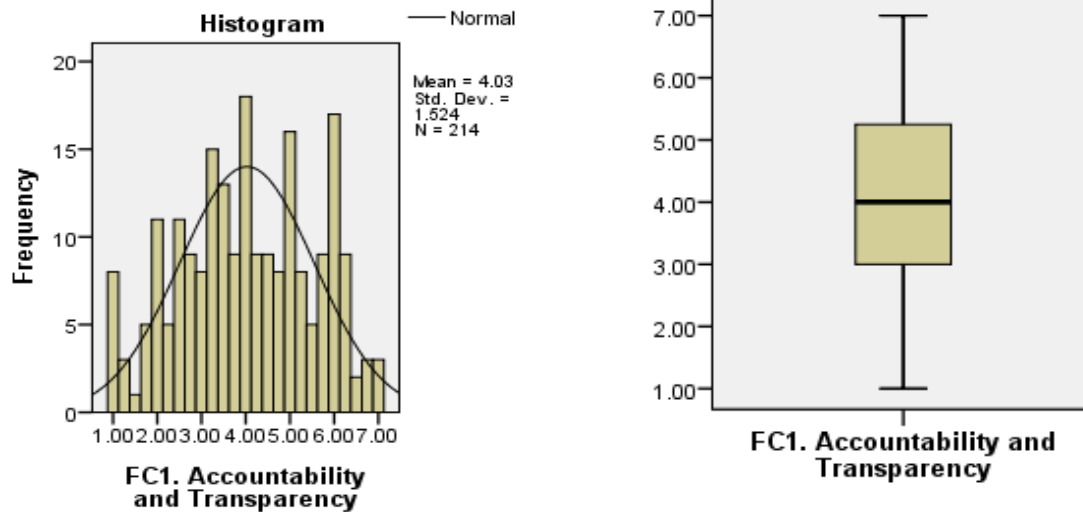


Figure 6.34: Histogram and boxplot showing the distribution of data in the accountability and transparency factor (FC1)
(Source: Own)

6.3.4 Factor analysis of people centeredness (Section D) of the questionnaire

According to Table 6.53 and Figure 6.35, businesses were undecided about all the statements except statement D21 (Complaints are resolved fast and efficiently), which they disagreed with.

Table 6.53: People centeredness mean scores

D. People Centeredness	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
	17. Municipality promotes excellence by putting "People First"	21 (9.8)	33 (15.4)	37 (17.3)	26 (12.2)	43 (20.1)	41 (19.2)	13 (6.1)	4.0	1.8	4	-0.1 (.470)
19. Municipality creates a better life for all its citizens.	23 (10.8)	31 (14.5)	29 (13.6)	24 (11.2)	55 (25.7)	41 (19.2)	11 (5.1)	4.0	1.8	5	0.4 (.351)	Accept (Neutral)
20. Municipality listens to the concerns of the people.	16 (7.5)	38 (17.8)	37 (17.3)	30 (14.0)	44 (20.6)	41 (19.2)	8 (3.7)	3.9	1.7	4	-0.4 (.329)	Accept (Neutral)
21. Complaints are resolved fast and efficiently.	43 (20.1)	45 (21.0)	32 (15.0)	29 (13.6)	33 (15.4)	23 (10.8)	9 (4.2)	3.3	1.8	3	-5.4 (.000)	Reject (Disagree)

(Source: Own)

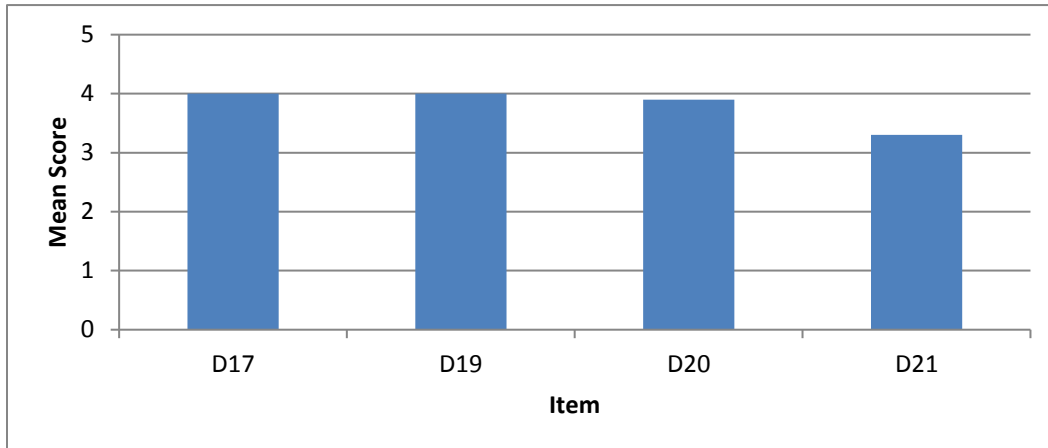


Figure 6.35: People centeredness mean scores
(Source: Own)

Section D of the questionnaire asks business persons to respond to five items on a seven point interval scale, where 1 is strongly disagree and 7 is strongly agree regarding issues about the business centeredness of the EMM. Item D18 asks respondents to give a response to their answer in D17 and so, it was not a scaled item. The remaining four items were exposed to a PCA with Varimax rotation and a KMO of 0.827 and Bartlett's sphericity of $p=0.000$ indicated that fewer variables were likely. One factor resulted which explained 80.26% of the variance present and had a Cronbach reliability of 0.917. This factor of business centeredness of the EMM is thus a valid and reliable construct. The items present in the factor are shown in Table 6.54 and the data distribution in Figure 6.36.

Table 6.54: Items in the factor business centeredness with factor loadings and mean scores

Item	Description: Business centeredness:	Loading	Mean
D20	Municipality listens to the concern of others	.92	3.95
D19	Municipality creates a good working relationship with local businesses	.90	4.05
D17	Municipality promises excellence to putting "people first"	.89	4.00
D21	Complaints are resolved fast and efficiently	.88	3.32
Average		.90	3.83

(Source: Own)

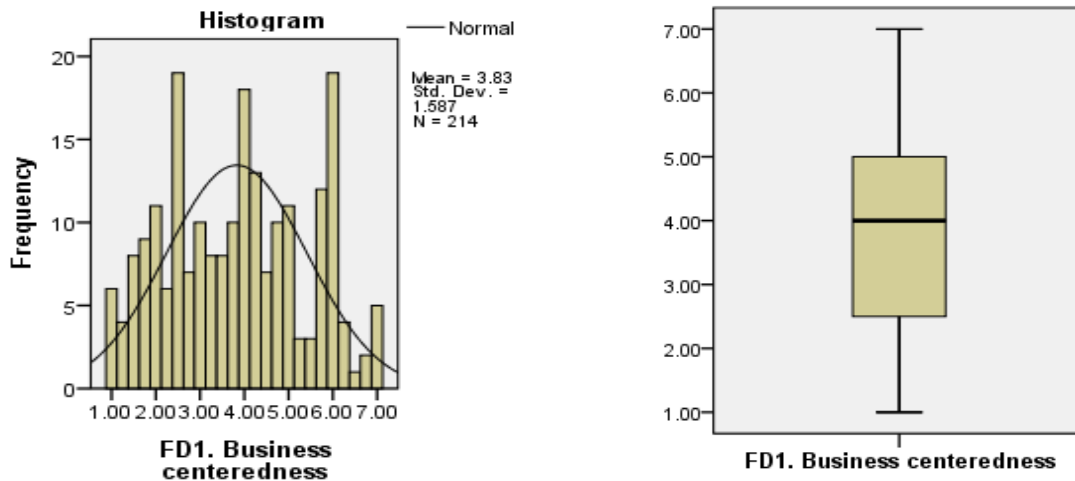


Figure 6.36: Histogram and boxplot showing the distribution of data in the business centeredness factor (FD1)
(Source: Own)

The data in the table and in the histogram reveal a factor mean of 3.83 indicating partial disagreement with the items in the factor. The median of 4.00 also shows that 50% scored lower than 4.00. The data distribution is thus slightly positively skew, as most respondents partially disagreed or disagreed with the items in the business centeredness factor. Item D21 (Complaints are resolved fast and efficiently) had the lowest mean score of 3.32 and it is therefore a cause of concern with respect to service delivery of the EMM.

Item D18 asked respondents to give a reason for their particular answer given to item D17 (The municipality promotes excellence to putting people first). There were 43.0% of respondents who provided no answer; 0.5% who indicated “I do not know”; 36.4% who said they were dissatisfied; and 20.1% who indicated satisfaction.

6.3.5 Factor analysis of communication (Section E) of the questionnaire

According to Table 6.54 and Figure 6.37, businesses agreed with all the statements except statement E22 (The public receive accurate and up-to-date information about services they are entitled to), which they were undecided about.

Table 6.55: Communication mean scores

E. Communication	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
	22. The public receive accurate and up-to-date information about services they are entitled to.	19 (8.9)	41 (19.2)	34 (15.9)	30 (14.0)	40 (18.7)	41 (19.2)	9 (4.2)	3.9	1.7	4	-0.9 (.175)
23. Local media is used to inform the public on matters concerning them.	9 (4.2)	28 (13.0)	29 (13.6)	31 (14.5)	60 (28.0)	51 (23.8)	6 (2.8)	4.3	1.6	5	3.0 (.002)	Reject (Agree)
24. Information is given in languages that the public understand.	7 (3.3)	12 (5.6)	23 (10.8)	21 (9.8)	49 (22.9)	75 (35.1)	27 (12.6)	5.0	1.6	5	9.3 (.000)	Reject (Agree)
25. Reports are widely published.	12 (5.6)	20 (9.4)	35 (16.4)	42 (19.6)	43 (20.1)	50 (23.4)	12 (5.6)	4.3	1.6	4	2.9 (.002)	Reject (Agree)
26. Use of "suggestion boxes" helps the public in the participatory and service delivery processes.	16 (7.5)	27 (12.6)	22 (10.3)	34 (15.9)	55 (25.7)	45 (21.0)	15 (7.0)	4.3	1.7	5	2.6 (.005)	Reject (Agree)

(Source: Own)

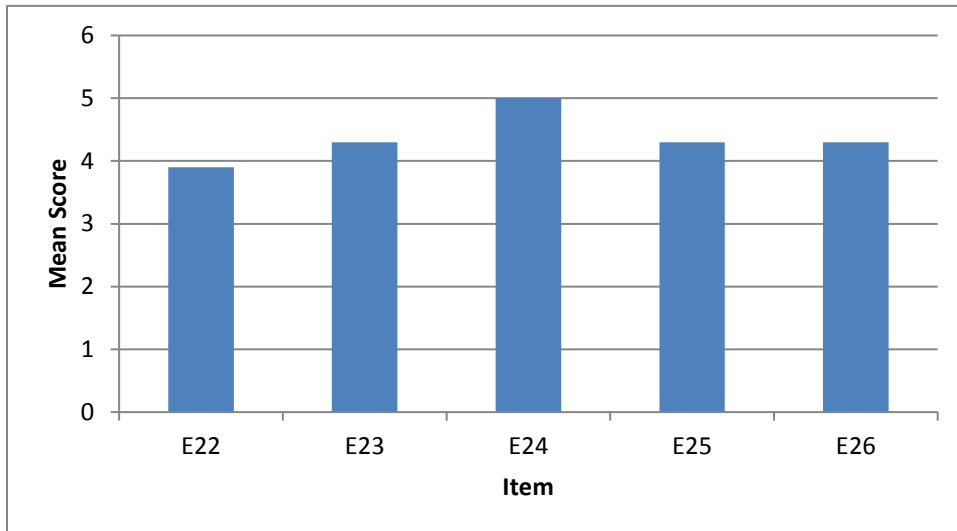


Figure 6.37: Communication mean scores
(Source: Own)

Section E of the questionnaire contained eight items related to issues of communication with businesses. The first six had to be answered according to a seven-point interval scale where 1 was for strongly disagree and 7 for strongly agree. The factor analytic procedure of a PCA with Varimax rotation resulted in a KMO of 0.847 and a significant Bartlett's sphericity value of $p=0.000$. One factor resulted which explained 61.67% of the variance present and which had a Cronbach reliability of 0.843. This construct of communication of the EMM with businesses is thus a valid and reliable construct. The items in the factor are given in Table 6.56 and the data distribution is shown in Figure 6.38.

Table 6.56: Items in the factor communication with factor loadings and mean scores

Item	Description: Communication	Loading	Mean
E25	Reports are widely published	0.83	4.32
E23	Local media is used to inform the businesses on matters concerning them	0.83	4.32
E22	Communities are given accurate and up to date information about services you are entitled to	0.81	3.89
E26	Use of suggestion boxes or a call centre helps you in the participatory and service delivery processes	0.76	4.31
E24	Information is done in languages that you understand	0.68	5.00
Average		0.78	4.37

(Source: Own)

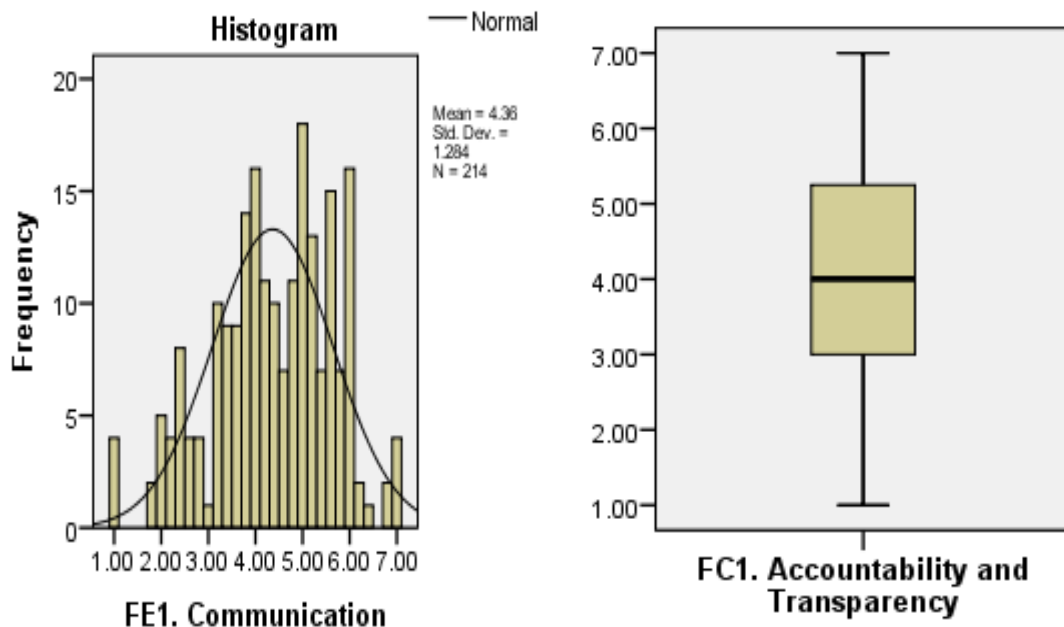


Figure 6.38: Histogram and boxplot showing the distribution of data in the communication factor (FE1)

(Source: Own)

The mean score of 4.36 and median of 4.40 show that the respondents were undecided about their agreement or disagreement with the items in this factor. Item E24 (Information is done in languages that you understand) had the highest mean of 5.00 and respondents partially agreed with this item. The data distribution was slightly negatively skew.

6.3.5.1 Communication media ad service delivery (E27)

6.3.5.1.1 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH RADIO

Table 6.57: Frequency table of yes and no groups regarding communication through radio

	Frequency	Percent	Valid Percent	Cumulative Percent
No answer	107	29.1	50.0	50.0
Yes	72	19.6	33.6	83.6
No	34	9.2	15.9	99.5
Missing	1	.3	.5	100.0
Total	214	58.2	100.0	

(Source: Own)

The data in Table 6.57 show that the majority provided no answer (50.0%); 33.6% answered yes; and 15.9% said no.

6.3.5.1.2 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH TELEVISION

The results are given in Table 6.58.

Table 6.58: Frequency table of yes and no groups regarding communication through television

	Frequency	Percent	Valid Percent	Cumulative Percent
No answer	110	29.9	51.4	51.4
Yes	54	14.7	25.2	76.6

	Frequency	Percent	Valid Percent	Cumulative Percent
No	49	13.3	22.9	99.5
Missing	1	.3	.5	100.0
Total	214	58.2	100.0	

(Source: Own)

The “yes” respondents are more or less the same as the “no” respondents. Those who answered yes (25.2%) are likely to have been influenced by the service delivery protests. However, this happened after the collection of these questionnaires.

6.3.5.1.3 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH EMM OFFICES

The relevant frequencies are given in Table 6.59.

Table 6.59: Frequency table of yes and no groups regarding communication through the EMM office

	Frequency	Percent	Valid Percent	Cumulative Percent
No answer	75	20.4	35.0	35.0
Yes	110	29.9	51.4	86.4
No	28	7.6	13.1	99.5
Missing	1	.3	.5	100.0
Total	214	58.2	100.0	

(Source: Own)

The data in Table 6.59 show that the majority (51.4%) answered that they had received communication regarding municipal service delivery issues from the EMM office. However, this communication could also have been in the form of a monthly invoice regarding the rates and taxes that have to be paid.

6.3.5.1.4 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH NEWSPAPERS

The frequency data relevant to this item are given in Table 6.60.

Table 6.60: Frequency table of yes and no groups regarding communication through newspapers

	Frequency	Percent	Valid Percent	Cumulative Percent
No answer	76	35.5	35.5	35.5
Yes	118	55.1	55.1	90.7
No	19	8.9	8.9	99.5
Missing	1	.5	.5	100.0
Total	214	100.0	100.0	

(Source: Own)

Of the 214 respondents, 118 (55.1%) answered that they had received communication through newspapers. However, this surmises that they had read about some or other issue relevant to their businesses, such as tenders on offer or electrical supplies that would be disrupted as these are also municipal service delivery issues.

6.3.5.1.5 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH CELL PHONES

The frequency data relevant to this item are given in Table 6.61.

Table 6.61: Frequency table of yes and no groups regarding communication through cell phones

	Frequency	Percent	Valid Percent	Cumulative Percent
No answer	129	35.1	60.3	60.3
Yes	29	7.9	13.6	73.8
No	56	15.2	26.2	100.0
Total	214	58.2	100.0	

(Source: Own)

The frequency table shows that only 7.9% indicated yes. This seems surprising as the majority of business people, even in townships, probably possess cell phones.

6.3.5.1.6 WHICH OFFICIAL LANGUAGE IS USED TO COMMUNICATE SERVICE DELIVERY ISSUES?

Although respondents were provided with all official languages to respond to, only three categories received responses. These are indicated in Table 6.62.

Table 6.62: Frequencies of communication in official language

	Frequency	Percent	Valid Percent	Cumulative Percent
0	7	3.3	3.3	3.3
Afrikaans	21	9.8	9.8	13.1
English	182	85.0	85.0	98.1
Pedi	4	1.9	1.9	100.0
Total	214	100.0	100.0	

(Source: Own)

The vast majority (85.0%) indicated English was the language of communication. This seems logical as English is the language of practical use for most municipalities.

6.3.6 Factor analysis of knowledge and social background (Section F) of the questionnaire

Table 6.63 and Figure 6.39 show the mean scores of knowledge and social background. The results indicate that the businesses agreed with all the statements.

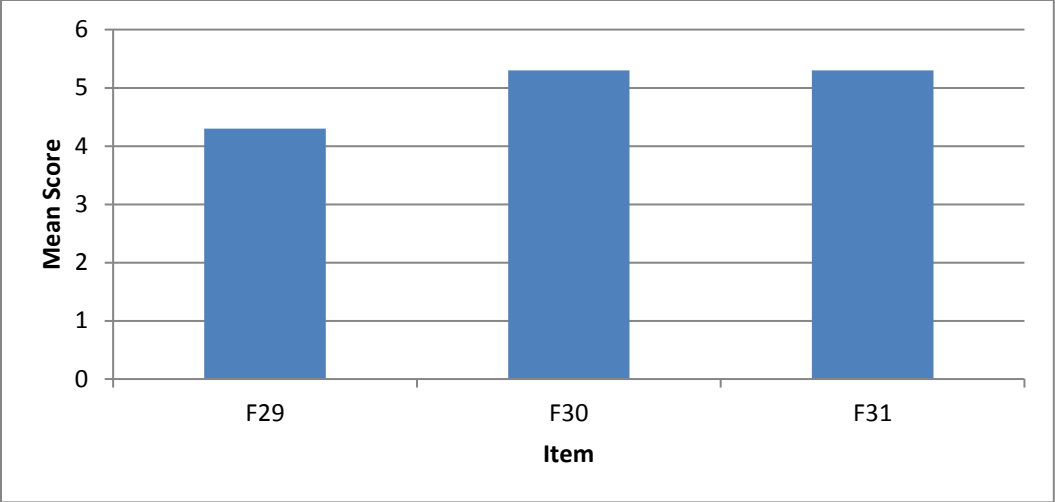


Figure 6.39: Knowledge and social background mean scores (Source: Own)

Table 6.63: Knowledge and social background mean scores

F. Knowledge and social background	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
29. The public is generally knowledgeable about service delivery issues.	17 (7.9)	26 (12.2)	23 (10.8)	29 (13.6)	58 (27.1)	50 (23.4)	11 (5.1)	4.3	1.7	5	2.6 (.005)	Reject (Agree)
30. Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery.	6 (2.8)	10 (4.7)	14 (6.5)	16 (7.5)	49 (22.9)	77 (36.0)	42 (19.6)	5.3	1.5	6	12.6 (.000)	Reject (Agree)
31. Social disparity / inequalities deter participation and service delivery.	4 (1.9)	12 (5.6)	8 (3.7)	23 (10.8)	52 (24.3)	75 (35.1)	40 (18.7)	5.3	1.4	6	13.2 (.000)	Reject (Agree)

(Source: Own)

This section of the questionnaire had only three items related to knowledge and social background issues. The factor analytic procedure indicated that item F29 (The businesses are generally knowledgeable about service delivery issues) was unrelated to the other two items and after reversing the scale it was removed from the factor analysis as it still had a low communality with the other two items. The resulting PCA with Varimax rotation indicated one factor only which explained 83.05% of the variance present and which had a Cronbach reliability of 0.795. This construct is thus deemed to be a valid and reliable construct. The items in this factor (FF1) are shown in Table 6.64. The distribution of the data in the knowledge and social background factor is shown in Figure 6.40.

Table 6.64: Items in the factor knowledge and social background with factor loadings and mean scores

Item	Description: Knowledge and social background:	Loading	Mean
F30	Lack of knowledge and expertise lead to misunderstanding and misinterpretation on SD	0.91	5.29
F31	Social disparity/inequalities deter participation and SD	0.91	5.30
Average		0.91	5.30

(Source: Own)

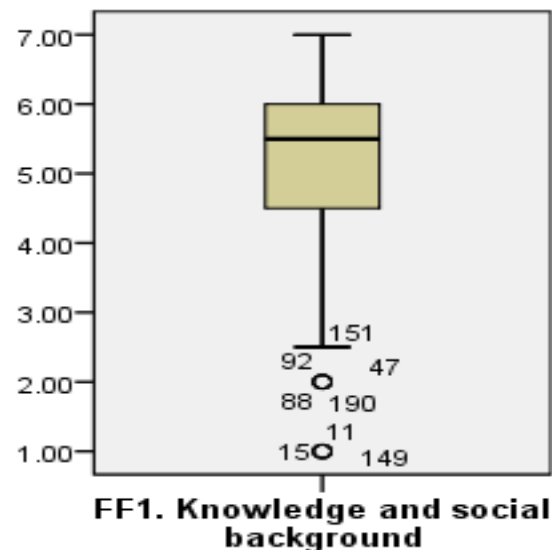
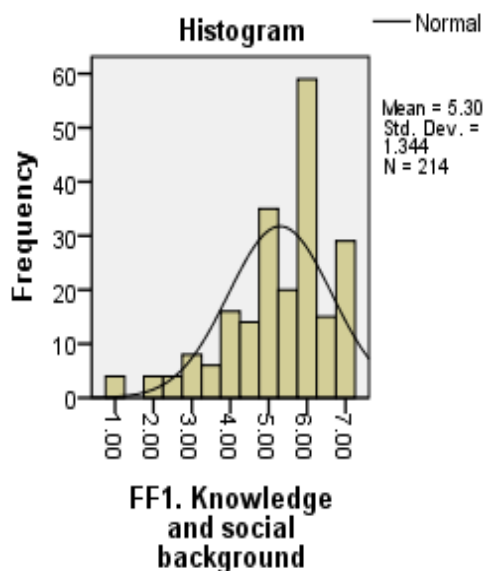


Figure 6.40: Histogram and boxplot showing the distribution of data in the knowledge and social background factor
(Source: Own)

The mean score of 5.30 and median of 5.50 indicate that the majority of the respondents agreed with the issues raised in the items and that knowledge and social background do indeed influence service delivery issues. However, the boxplot does show that seven respondents scored lower values than expected and they could be responsible for the negative skewness of the data distribution. As their removal would permanently exclude them from the data analysis they were retained. In retrospect the three questions asked are probably too few to probe into an involved construct such as social background and how this influences issues of social delivery. The data distribution is negatively skewed and so, non-parametric tests could be necessary when this factor is further analysed.

6.3.7 Factor analysis of power struggles (Section G) of the questionnaire

According to Table 6.65 and Figure 6.41, the businesses agreed with all the statements about power struggles, except statement G37 (A healthy relationship exists between municipality and ward communities), which they were undecided about.

Table 6.65: Power struggle mean scores

G. Power Struggles	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
	32. Party politics deter public participation	5 (2.3)	18 (8.4)	9 (4.2)	22 (10.3)	45 (21.0)	67 (31.3)	48 (22.4)	5.2	1.6	6	11.2 (.000)
33. Party politics hamper service delivery	6 (2.8)	14 (6.5)	10 (4.7)	20 (9.4)	37 (17.3)	78 (36.5)	49 (22.9)	5.3	1.6	6	12.3 (.000)	Reject (Agree)
34. There are power struggles in public participation	7 (3.3)	7 (3.3)	14 (6.5)	30 (14.0)	28 (13.1)	78 (36.5)	50 (23.4)	5.3	1.6	6	12.5 (.000)	Reject (Agree)
35. There are power struggles in service delivery	4 (1.9)	14 (6.5)	17 (7.9)	25 (11.7)	34 (15.9)	66 (30.8)	54 (25.2)	5.3	1.6	6	11.5 (.000)	Reject (Agree)
36. A healthy relationship exists between municipality and communities	16 (7.5)	24 (11.2)	28 (13.1)	37 (17.3)	42 (19.6)	51 (23.8)	16 (7.5)	4.3	1.7	5	2.7 (.004)	Reject (Agree)
37. A healthy relationship exists between municipality and ward communities	18 (8.4)	29 (13.6)	31 (14.5)	33 (15.4)	46 (21.5)	39 (18.2)	17 (7.9)	4.1	1.8	4	1.1 (.142)	Accept (Neutral)

(Source: Own)

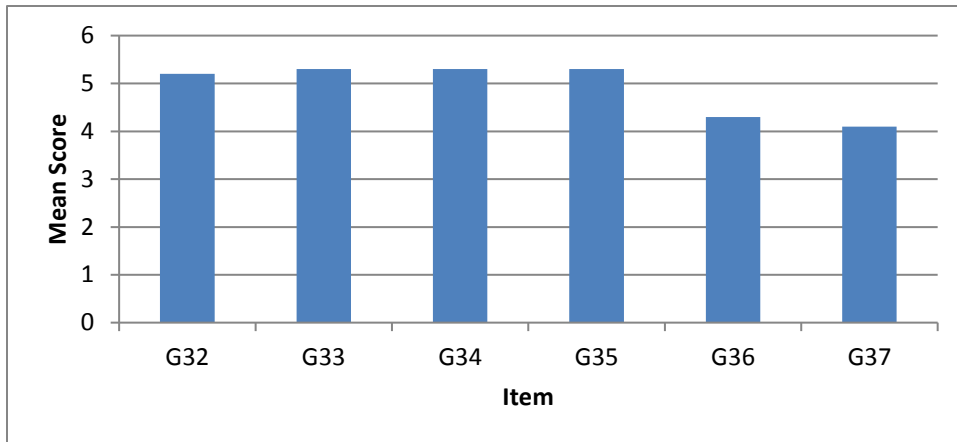


Figure 6.41: Power struggles mean scores (Source: Own)

There were six items which probed perceptions about power struggles and their influence on service delivery issues. Two of the items (B36, B37) had low communalities as they asked about the existence of healthy relationships between local government and local businesses. As they were not asking about power struggles their communalities were low and so, they were removed from the factor analytic procedure. The resulting four items had a KMO of 0.841 with Bartlett's value of $p = 0.000$ indicating that less than four variables were plausible. Only one factor resulted which had a Cronbach reliability of 0.921 and explained 82.16% of the variance present. This construct is thus deemed to be a valid and reliable construct. It was named power struggles in service delivery (FG) and the items in it are given in Table 6.66. Its data distribution is provided in Figure 6.42.

Table 6.66: Items in the factor power struggles and service delivery with factor loadings and mean scores

Item	Description: Power struggles:	Loading	Mean
G33	Party politics hamper service delivery	0.93	5.33
G35	There are power struggles in service delivery	0.92	5.27
G34	There are power struggles in public participation	0.90	5.33
G32	Party politics deter public participation	0.88	5.23
Average		0.91	5.29

(Source: Own)

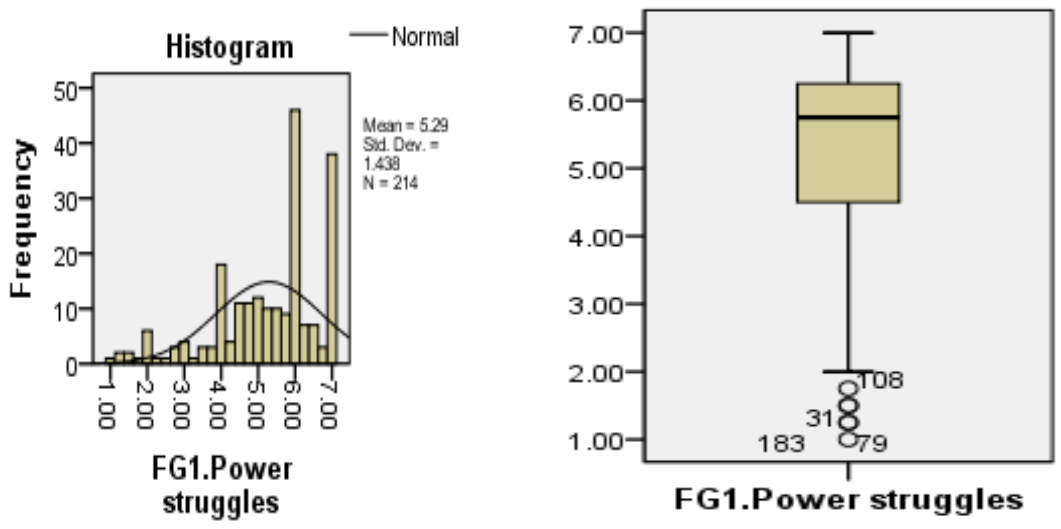


Figure 6.42: Histogram and boxplot showing the distribution of data in the power struggles factor (Source: Own)

The mean score in the power struggles factor of 5.29 indicates that the respondents agreed that there were power struggles present which influence service delivery issues. The median value of 5.75 shows that 50% of the respondents scored higher values and so, they agreed with the items. The data distribution was negatively skew and non-parametric procedures should therefore be used when the power struggles factor is analysed on its own. Item B36 which asked about a healthy relationship being present between business and the public had a mean of 4.32 showing that respondents neither agreed nor disagreed with this item, while item B37 which asked about a healthy relationship being present between local government and local businesses had the lowest mean of 4.13. It would thus seem as if the influence of power struggles had a negative influence on perceptions of service delivery between the local municipalities and businesses. The boxplot also shows four respondents as outliers as they scored less than 2.0, but they were not removed from the data

6.3.8 Factor analysis of gender representation (Section H) of the questionnaire

Table 6.67 and Figure 6.43 show the mean scores for gender representation. The results indicate that the businesses agreed with all the statements about gender representation.

Table 6.67: Gender representation means scores

H. Gender Representation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
38. Women and men are equally represented in the public participation forum.	11 (5.1)	36 (16.8)	27 (12.6)	47 (22.0)	32 (15.0)	43 (20.1)	18 (8.4)	4.2	1.7	4	1.6 (.057)	Reject (Agree)
39. Women and men are equally included in the decision making processes on services they receive.	8 (3.7)	38 (17.8)	26 (12.2)	52 (24.3)	33 (15.4)	42 (19.6)	15 (7.0)	4.1	1.6	5	1.5 (.069)	Reject (Agree)
40. Contribution of women groups helps the participatory and service delivery process.	5 (2.3)	23 (10.8)	20 (9.4)	45 (21.0)	39 (18.2)	60 (28.0)	22 (10.3)	4.7	1.6	5	6.2 (.000)	Reject (Agree)

(Source: Own)

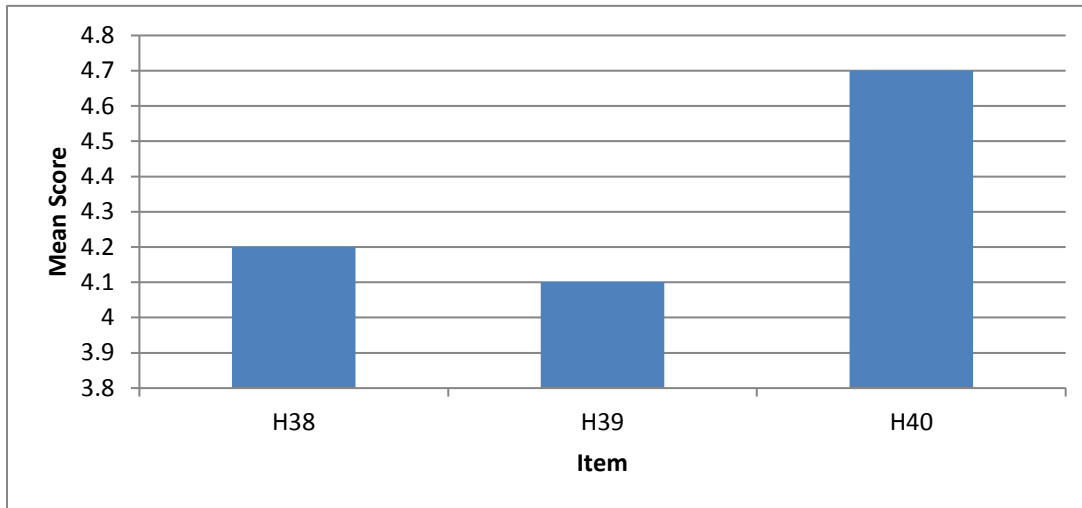


Figure 6.43: Gender representation means scores
(Source: Own)

Section H of the questionnaire had three items that asked respondents to provide their perception regarding gender representation on a seven-point interval scale, where strongly disagree was anchored by 1 and strongly agree was anchored by 7. The items were subjected to a PCA factor analysis with Varimax rotation and the KMO value of 0.654 and Bartlett's sphericity of $p=0.000$ indicated that a more parsimonious fitting of variables was possible. Although the KMO could be considered to be only mediocre it was not less than 6.0 and as such was acceptable (Field, 2009:660). One factor resulted which explained 79.25% of the variance present and which had a Cronbach reliability of 0.868. This construct was thus a valid and reliable one and could be used for further statistical testing. The items in the factor named gender representivity are shown in Table 6.68.

Table 6.68: Items in the factor gender representation and service delivery with factor loadings and mean scores

Item	Description: Gender representation:	Loading	Mean
H39	Business women and business men are equally included in the decision making processes on service they receive.	0.94	4.17
H38	Business women and business men are equally represented in the local government participatory forum.	0.91	4.19
H40	Contribution of business women helps the participatory and service delivery process.	0.81	4.67
Average		0.89	4.34

(Source: Own)

The factor mean of 4.34 shows that the respondents neither disagreed nor agreed on gender representation. The item with the highest mean was H40 (4.67), where respondents tended towards partial agreement with the item (the contribution of women helps the participatory service delivery process). One would have expected a more positive answer and the relatively low score is probably due to the under-representation of female opinion of businesses in the sample. The data distribution is given in Figure 6.44.

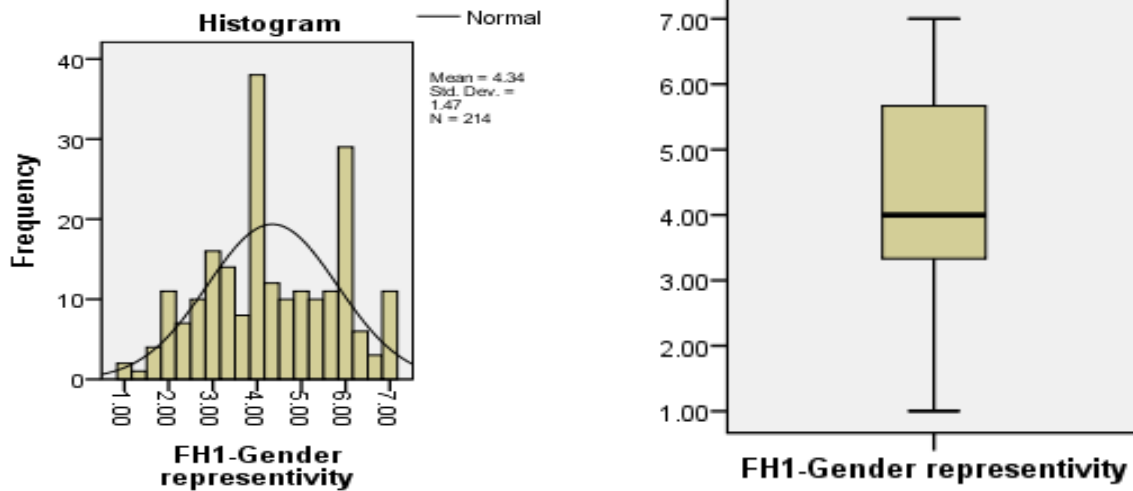


Figure 6.44: Histogram and boxplot showing the distribution of data in the gender representation factor (Source: Own)

The median of 4.00 shows that half of the respondents in the sample obtained scores above this value. Both boxplot and histogram indicate a slight negative skewness of data distribution.

6.3.9 Factor analysis of general impression of service delivery of EMM (Section I) of the questionnaire

Table 6.69 and Figure 6.45 indicate that the businesses disagreed with statement I41 (Services are on track and there is no need for public protests), but agreed with statement I42 (Have you ever suffered due to service delivery failures?).

Table 6.69: General impression of service delivery mean scores

I. General Impression about state of service delivery in EMM	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
41. Services are on track and there is no need for public protests.	38 (17.8)	44 (20.6)	33 (15.4)	25 (11.7)	27 (12.6)	33 (15.4)	14 (6.5)	3.5	1.9	3	-3.6 (.000)	Reject (Disagree)
42. Have you ever suffered due to service delivery failures?	24 (11.2)	28 (13.1)	17 (7.9)	22 (10.3)	37 (17.3)	58 (27.1)	28 (13.1)	4.4	2.0	5	3.2 (.001)	Reject (Agree)

(Source: Own)

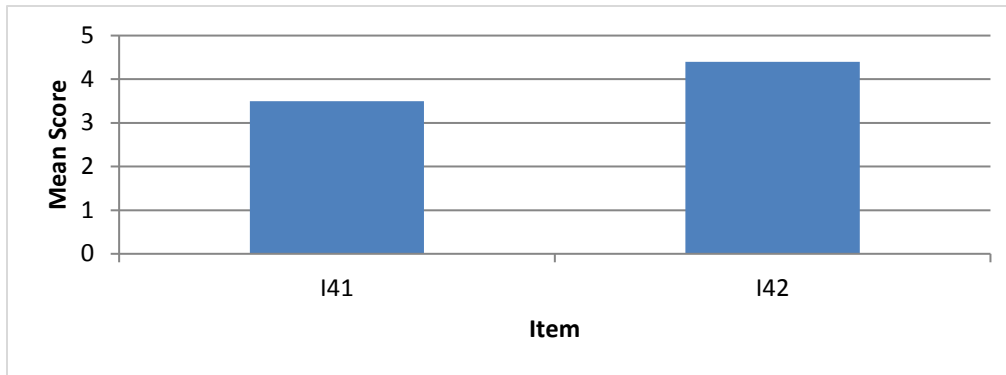


Figure 6.45: General impression of service delivery mean scores (Source: Own)

Section I of the questionnaire contained only two items and so, factor analysis would serve little purpose. The items asked respondents to give their general impression about the state of service delivery in the EMM. The items are analysed separately below.

6.3.9.1 Services are on track and there is no need for public protests.

The data distribution of this question is given in Figure 6.46. The mean score of 2.98 indicates partial disagreement that services are on track. Furthermore, the median value of 2.50 indicates that half of the respondents obtained less than 2.50. The mode was 2. Respondents thus disagreed that “services are on track and that public protests are not necessary”. The data distribution was positively skew.

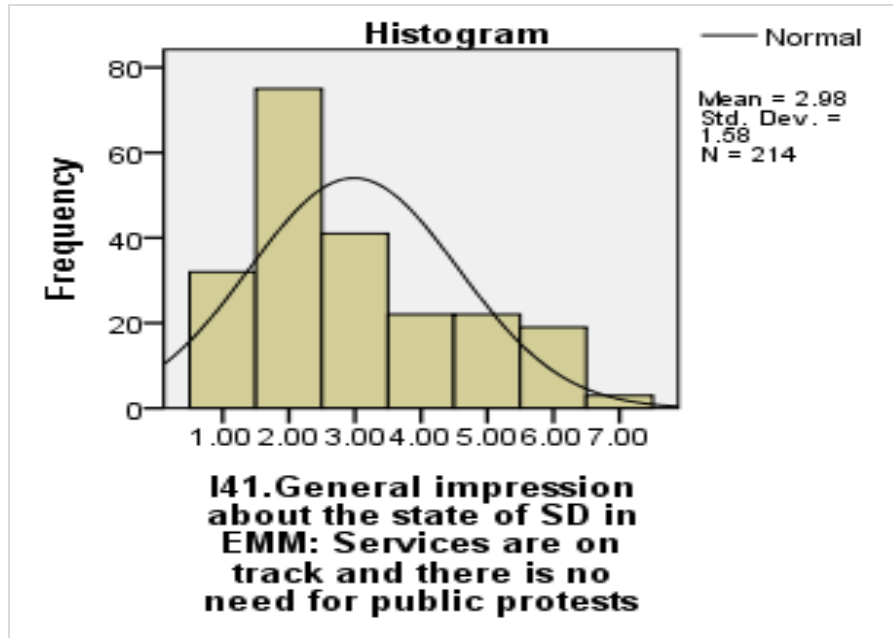


Figure 6.46: Histogram and boxplot showing the distribution of data in the services are on track item
(Source: Own)

6.3.9.2 *Has your business ever suffered due to service delivery protests (I42)?*

The item had a mean of 4.52 with a median of 5.00 and mode of 6. These values thus indicate partial agreement tending to agreement, namely that their businesses had suffered due to service delivery protests. The data distribution is negatively skew as shown in Figure 6.47.

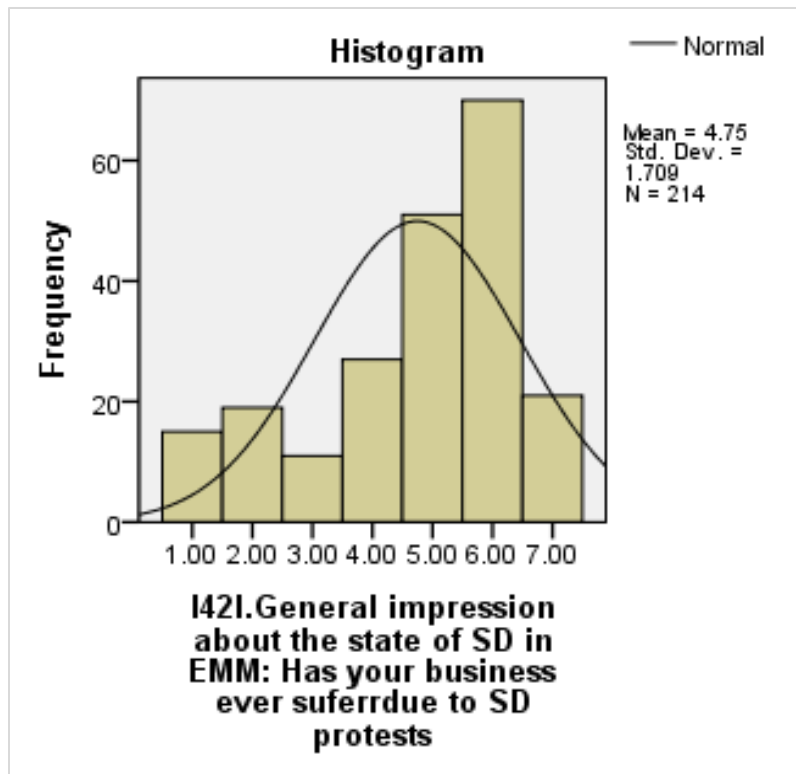


Figure 6.47: Histogram and boxplot showing the distribution of data in the item about business suffering due to service delivery protests (Source: Own)

As items I41 and I42 used the same respondents one could test them against one another to see if any statistically significant difference was present. Item I41 obtained a response indicating disagreement that service delivery was on track. One would thus expect respondents to agree with item I42 which asked the opposite, namely whether their businesses had suffered because of service delivery protests. The non-parametric Wilcoxon signed ranks test (Field, 2009:544) gave the following results: ($Z=7.764$; $p<0.0005$; $r=0.53$). The effect size was large ($r=0.53$) and so, the substantive effect is important, namely that persons who disagreed with item I41, agreed with I42 indicating a reliability in their answers. Service delivery by the EMM is thus seen as problematic by the businesses in the sample.

6.3.10 Factor structure of the data in the business sample

All of the seven factors identified in the literature were found to be significant in the measurement model. The mean scores achieved by the items in each factor are briefly explored below.

- i. **Public participation:** This factor had a mean score of 3.59 showing that businesses partially disagreed with its statements. The “Municipality and local businesses work together in the planning process of service delivery” had the highest mean score of a 4.00 indicating uncertainty. Another statement, namely “Businesses are informed about projects year marked for their region”, was associated with the lowest mean score of 3.18, indicating that businesses partially disagreed with the statement.

The majority of the respondents (65.4%) indicated that no meetings had been held with them within the past 12 months. It was thus obvious that better communication was needed between the EMM and the businesses in the Ekurhuleni municipal area.

- ii. **Accountability and transparency.** The items in this factor had a mean score of 4.03 indicating uncertainty on the side of business people regarding the accountability and transparency process. The statement “The public and businesses are clear about the services they receive” had the highest mean score of 4.33, which implied that businesses were uncertain about clarity on the services they receive. Another statement, namely “The municipality shifts the blame to the appointed contractors for failures”, had a mean score of 4.60 indicating that the business people partially agreed with this statement. This statement thus corroborates the general tendency of dissatisfaction with this aspect of service delivery on the part of businesses.
- iii. **Business centeredness.** The items in this factor had a mean score of 3.83 indicating partial disagreement with the statements in general. The item D19 “The

municipality creates a good working relationship with local businesses (4.05) and the “Municipality promises excellence to putting people first” (4.00) had the highest mean scores and showed uncertainty about these statements. Item D21, namely “Complaints are resolved fast and efficiently”, had the lowest mean score of 3.32 which indicated a disagreement with the statement. The mean scores of all these items should be a cause for concern.

Only about 20% of the respondents were satisfied with the statement of “putting people first”.

- iv. **Communication.** The mean score of 4.36 for the items in this factor indicated that, in general, respondents were undecided about the kind of communication people receive from the local government. “Information is done in languages that you understand” had the highest mean score of 5.00 indicating that they agreed with the statement, while the statement “Communities are given accurate and up to date information about services you are entitled to” was associated with the lowest mean score of 3.89, implying disagreement with the statement. This is a distressing state of affairs.

The majority of respondents (51.4%) acknowledged that they received communication about service delivery from the EMM office (possibly in the form of a monthly invoice regarding electricity, rates and taxes that had to be paid). Other channels were radio (33.6%), television (25.2%) and newspapers (55.1%). English was the major language of communication.

- v. **Knowledge and social background.** The mean score of 5.30 indicated that on average, the respondents agreed with the two statements in this factor. These were (1) “Social disparity/inequalities deter participation and service delivery” (5.30) and (2) “A lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery” (5.29).

- vi. **Power struggles.** The mean score for this factor of 5.29 indicated that the respondents agreed that power struggles were present in the areas which influenced service delivery. Statements such as “Party politics hamper service delivery” and “There are power struggles in public participation” had the highest mean score of 5.33, and “Party politics deter public participation” had the lowest of 5.23. The implication of these results was that the respondents partially agreed with the statements in general. Therefore, power struggles should also be a cause for concern when it comes to effective service delivery.

- vii. **Gender representation.** This factor had a mean score of 4.34 indicating that the respondents neither disagreed nor agreed with the statements that captured the responses of the business people in the sample. The results might have been influenced by a lack of female representation in the sample. The statement with the highest mean score of 4.67 was “Contribution of business women helps the participatory and service delivery process”, while the one with the lowest mean score of 4.17 was “Business women and business men are equally included in the decision making processes on services they receive”. Both these mean scores indicated that the respondents were uncertain about the statements showing under-representation of female opinion among the business sample

The items in Section I of the questionnaire were analysed separately. In the items I41 “Services are on track and there is no need for public protests” the respondents had a mean score of 2.98 showing that they disagreed with the statement. Business respondents thus disagree that services are on track and that public protests are necessary. In item I42 respondents also indicated that their businesses suffered due to service delivery protests (4.52), and about 30% of them claimed that the services they received were not up to standard. The general impression of businesses about service delivery is rather negative.

Two major factors

The seven factors were collapsed into two major factors, namely, (1) a factor facilitating effective service delivery and (2) a factor impeding effective service delivery. The first major factor consisted of five first-order factors, which were (1) business centeredness, (2) accountability and transparency, (3) communication, (4) public participation, and (5) gender representation. The second major factor comprised two first-order factors, namely (1) power struggles, and (2) knowledge and social background.

The first major factor (the facilitating one) had an overall mean score of 3.97 indicating that the respondents were uncertain about facilitation in effective service delivery processes. The second major factor had a mean score of 5.29. This implied that the businesses partially agreed that power struggles existed in the area and this affected facilitation negatively in effective service delivery processes. Figure 6.48 summarises the two factors.

Factors	Predictors
Facilitating Service Delivery	Public Participation Accountability & Transparency People Centeredness Communication Gender Representation
Impeding Service Delivery	Power Struggles Knowledge & Social background

Figure 6.48: Two factors for optimization of effective municipal service delivery (Source: Own)

In conclusion, there are two major factors in the perceptions of businesses believed to affect the optimisation of effective service delivery processes as shown in Figure 6.43, namely:

1. a factor that facilitates effective service delivery processes; and
2. a factor that impedes effective service delivery processes.

6.3.10.1 Associations between the factors and various business groups in the sample

No significant associations were found between the gender, age, race, education, and location of residence and the two major second-order facilitation and impeding factors. Significant differences were found between former municipalities and townships and the years that a business had existed in the region. It was found that businesses from former municipalities were uncertain about the aspects which facilitated effective service delivery of the EMM, whereas those the former townships in general partially agreed with the statements of the facilitation of business factor. The most important first-orders factor was “business centeredness”, followed by the “accountability and transparency” factor. The shorter the number of years a business had been located in the region the larger the extent of agreement with the statements of the facilitation factor.

There was an association between the knowledge of the *Batho Pele* principles a person claimed to have and the perceptions of the facilitation factor in effective service delivery processes. The implication was that the more knowledgeable about the *Batho Pele* principles businesses were, the better. This calls for the involvement of businesses when training on *Batho Pele* principles and consulting them on service delivery issues.

6.3.11 Comments on municipal service delivery issues

Item I43 asked respondents to give comments on service delivery issues in the EMM. The responses varied but the researcher placed them in themes according to their lack of *Batho Pele* principles, except for the positive responses. A summary of the responses is given in Table 6.70.

Table 6.70: Frequencies with which aspects relating to service delivery issues in EMM

	Frequency	Percent	Valid Percent	Cumulative Percent
No answer	140	65.4	65.4	65.4
Lack of consultation	34	15.9	15.9	81.3
Lack of service standards	3	1.4	1.4	82.7
Lack of access	1	.5	.5	83.2
Lack of courtesy	3	1.4	1.4	84.6
Lack of information	6	2.8	2.8	87.4
Lack of openness and transparency	2	.9	.9	88.3
Lack of redress	6	2.8	2.8	91.1
Lack of value for money	10	4.7	4.7	95.8
Positive comments	9	4.2	4.2	100.0
Total	214	100.0	100.0	

(Source: Own)

The data in Table 6.69 indicated that 65.4% of respondents did not provide any comment, whilst 34.6% did provide a comment. Of the 34.6% who provided comments 4.2% were positive whilst 30.4% provided negative comments. Of the negative comments the greatest number refer to the perception that the services they received were not up to standard and could be characterised as respondents who feel that there was a lack of consultation. Common complaints were about lack of electricity, refuse removal, and upkeep of roads and infrastructure. Businesses usually pay more rates and taxes than other residents and so, they may feel that they have an onus placed on them to complain about poor service delivery. However, businesses also need to remember that they have the responsibility to participate and hence to attend meetings scheduled for discussions on budgeting issues and service delivery. Experience has shown that it is an extremely difficult task to get all citizens together and businesses are no exception to the saying that “if you do not attend the relevant meetings or have a representative doing this then you should not complain”. A comprehensive communication strategy needs to be designed together with the communities, as their involvement is crucial. In addition, the annual budget needs to be communicated to the businesses in a way that they can understand.

The role of the governing party also needs to be carefully explicated and politicians must refrain from statements which cannot possibly be realised. Businesses need to participate with an attitude of “I may be wrong and the other person may be right”. However, where politicians have made promises in order to obtain votes such inward reflection would be extremely difficult to obtain in practice. Local government officials must also practice what they preach and be prepared to face the businesses even when they report back to a constituency with which they are not in favour. Openness and transparency are “two sides of the same coin” and they go together. Hence if public officials are courteous even under provocation then they are likely to be treated in a respectful manner. Businesses are generally the ones which create work for people and so, they need to become more involved in the overall planning of municipal affairs. Better strategic planning and its communication to the public is vital in this regard as they will be involved in its implementation. The involvement of party politics often results in the abuse of power and hence “all animals are equal, but some animals are more equal than others” (Orwell, 1945), and this results in nepotism and the awarding of tenders to members of the ruling party. This was also a common complaint amongst the businesses.

A lack of redress also featured regularly in the answers given (2.8%) with the most common complaint “being a lack of job creation” of some or other kind. Such demands for job creation often come because of a lack of information about the economic system leads to a false sense of being entitled to “a job” just because you live in that area. Promises from politicians about job creation that never come to fruition also lead to false perceptions that municipalities can create job opportunities without having the funds available to do this. The role of the “rate-payers” in any municipality is information that should be made available to all, as well as the extent to which poor communities are being subsidised. A lack of information was also mentioned relatively often (2.8%), which mostly had to do with perceived nepotism, corruption and undeserving appointments in posts. Greater openness regarding the advertising of posts and the relevant qualifications required needs to be clearly communicated to the public. The public need to know what services they are entitled to and what they can realistically expect. Feedback to the public on service delivery needs to be more widely published and failure to deliver needs to be

confronted in an open manner. The standards of service delivery also need to be clearly specified and officials should be accountable for inefficient service delivery where they were at fault. It also seems as if the tender process is not as open as it is espoused to be, as the public have the perception that tenders are awarded on a basis of “party affiliation” and not according to merit. Sengé (1990:274) suggests that one needs to build a climate where merit predominates over politics as then one does “what is right”, rather than doing “who wants what done”.

A lack of redress was mentioned in 2.8% of the responses, but this mostly dealt with the creation of jobs and a sense of entitlement created by people making promises in order to capture votes. It would thus seem as if government officials may espouse the *Batho Pele* principles, but their behaviour certainly does not demonstrate that which they espouse they should be doing. Thus a consultative process as suggested by Senge (1990) could go a long way towards improving the consultative process.

6.3.12 Synthesis of the various factors (businesses)

The perceptions of businesses about effective service delivery issues of the EMM seems to be composed of seven factors. In other words, it is a multifactorial construct composed of sub-dimensions or first-order factors. To test this assumption, the seven factors found above were subjected to a factor analytic procedure (PCA with Varimax rotation). The KMO of 0.801 and Bartlett’s sphericity of $p=0.000$ suggested that fewer factors would be plausible. However, the correlation matrix, the MSA and total variance explained indicated that two second-order factors which explain 67.32% of the variance would be a plausible grouping of factors. This grouping as indicated by the rotated matrix with factor loadings is displayed in Table 6.71.

Table 6.71: Grouping of factors regarding business participation in effective service delivery with their factor loadings

Factor	Name	Loading F2.1	Loading F2.2
FD1	Business centeredness	0.90	
FC1	Accountability and Transparency	0.87	
FE1	Communication	0.87	
FB1	Public participation	0.84	
FH1	Gender representivity	0.59	
FF1	Knowledge and social background		0.80
FG1	Power struggles		0.73

(Source: Own)

The first factor composed of FD1, FC1, FE1, FB1 and FH1 was ***named aspects which facilitate participation of businesses in effective service delivery (F2.1)***. It had a Cronbach reliability coefficient of 0.923 and its data distribution is given in Figure 6.49.

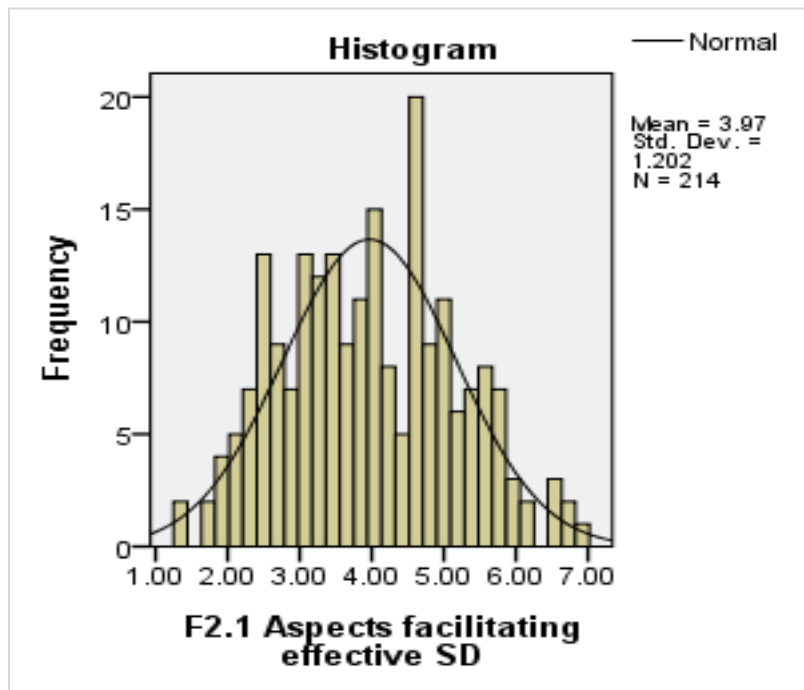


Figure 6.49: Histogram showing data distribution in the factor aspects facilitating business participation in effective municipal service delivery

(Source: Own)

The factor had a mean of 3.97 and median of 3.94 indicating that the business respondents tended towards neither agreeing nor disagreeing with the items in the factor. The data distribution was approximately normal indicating that parametric statistical tests could be utilised for further testing.

The second factor (F2.2) contained two first-order factors and had a Cronbach reliability of 0.826. It was named **aspects which impede effective business participation in effective service delivery of the EMM (F2.2)**. The data distribution is given in Figure 6.50.

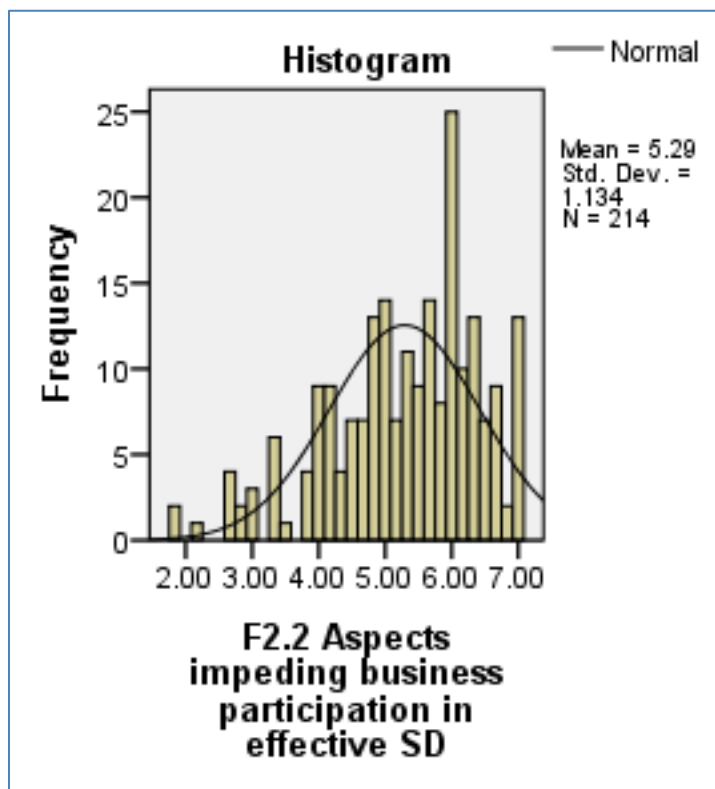


Figure 6.50: Histogram showing data distribution in the factor aspects impeding business participation in effective service delivery (Source: Own)

The mean score of 5.29 shows that the business respondents in the sample partially agreed with the items in the impeding factor (F2.2). A median of 5.5 indicated that half of the respondents obtained more than this and tended towards agreeing with the factor. The data distribution is negatively skewed and non-parametric statistics would be appropriate.

The loading plot of the two dimensions clearly shows that the factor involved with aspects which impede service delivery lies closest to one axis, whereas the other dimension involving aspects that facilitate service delivery lies closest to the other axis. This plot is shown in Figure 6.51.

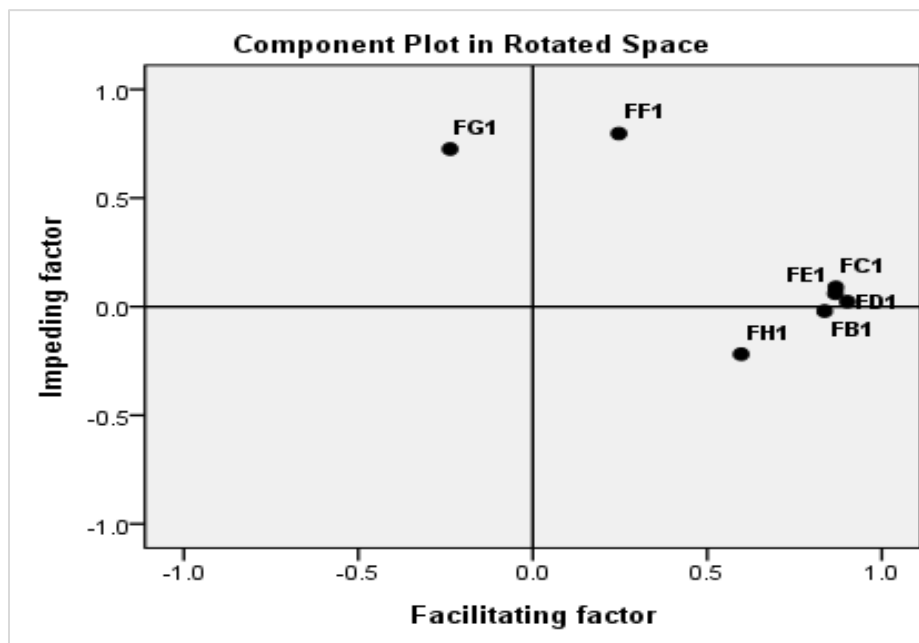


Figure 6.51: A two dimensional plot of facilitating and impeding factors (Source: Own)

In summary it can thus be seen that the perceptions of businesses about effective service delivery issues is composed of two factors namely:

F2.1 – Aspects which facilitate perceptions of businesses regarding effective service delivery of the EMM; and

F2.2 – Aspects which impede perceptions of businesses regarding effective service delivery of the EMM.

Perceptions of aspects which influence effective service delivery by the EMM according to data collected from businesses was thus a multifactorial construct composed of two orthogonal sub-dimensions, namely aspects which facilitate perceptions of business regarding effective service delivery (F2.1) and aspects which impede perceptions of

service delivery (F2.2). Each of these sub-dimensions was built on first-order factors (business centeredness, accountability and transparency, communication, public participation, and gender representation) in the one sub-dimension and power struggles and knowledge and social background in the second sub-dimension. This description thus accomplishes one of the objectives this researcher postulated in Chapter 1, namely: What is the nature and composition of the factors involved in public perceptions of effective service of the EMM?

Having established the validity, reliability and composition of these factors it is now possible to determine their association with the various independent groups in the sample of respondents. As there are multiple factors involved it is necessary to set hypotheses at the multifactorial level first and then at the univariate level should this be necessary.

- HoM – There is statistically no significant difference between the vector means of the two independent groups with respect to the two factors tested together.
- HaM – There is a statistically significant difference between the vector means of the two independent groups with respect to the two factors tested together.

Should any significant differences be found at this multivariate level then univariate tests are applicable and the univariate hypotheses for two independent groups could be:

- Hot – There is statistically no significant difference between the two independent groups with respect to the factors taken separately namely:
 - Hot1 – Aspects which facilitate perceptions
 - Hot2 – Aspects which impede perceptions
- Hot – There is statistically a significant difference between the two independent groups with respect to the factors taken separately namely:
 - Hat1 – Aspects which facilitate perceptions
 - Hat2 – Aspects which impede perceptions

Two independent groups will firstly be tested in order to determine possible significant associations with the dependent variables or factors concerned.

6.3.13 *Inferential analysis of the factor perceptions of businesses regarding effective service delivery of EMM*

When investigating whether one group of respondents (for example males) differs statistically significantly from another group (for example females) then t-tests can be utilised. T-tests are suitable when one has interval scaled data with a normal distribution of scores (Pallant, 2007:103). Independent t-tests are utilised when one has two different (independent) groups of people (such as males and females). SPSS makes use of Levene's test to check the equality of variances. Briefly if Levene's value is >0.05 then one assumes equal variances and one uses the appropriate t-value. If Levene's test has a $p < 0.05$ then the equality of variances assumption has been violated and one makes use of the t-value appropriate to "equal variances not assumed". As an example let us assume that the mean scores of males and females with equal variances differed statistically significantly from one another with respect to their use of cell phones ($p < 0.05$). Then one can conclude that female respondents reported that they used cell phones significantly more often than male respondents said they did and that this difference was significant at least at the 95% confidence limit. In other words, this finding was not due to chance factors as one would obtain a similar finding 95 times out of 100. There is something else (not chance) that is involved in this difference between male and female respondents as to how often they make use of cell phone technology; possibly the more caring and social nature of females. If one finds a statistically significant difference then it is also important to investigate the effect size, which is the value of the experimental effect namely that of manipulating the independent variable on the dependent variable. In this research the correlation coefficient (r) which gives the strength of the relationship between two variables will be used as a measure of effect size. It is useful as it is constrained to lie between 0 (no effect) and 1 (perfect effect) (Field, 2009:57). As r is a standardised value it can be used to compare effect sizes across different variables. As a rule of thumb an $r = 0.1$ represents a small effect and explains 1% of the total variance;

$r = 0.3$ is a medium or moderate effect and explains 9% of the total variance and $r = 0.5$ or larger is a large effect and explains 25% of the variance present (Field, 2009:57).

6.3.13.1 Analysis of two independent groups

At the multivariate level, no statistically significant differences could be found between the gender groups for the two service delivery factors taken together. So, no further testing is necessary. The appropriate multivariate results were:

$[\Lambda = 0.979; F(5.208) = 0.906; p > 0.05; r = 0.14]$.

Therefore, the null hypothesis could not be rejected and the two gender groups do not differ statistically significantly from one another with respect to the two service delivery factors. One could also test the facilitating and impeding factors using the independent t-test for parametric data and the Mann-Whitney U-test for non-parametric data. It is useful to show the mean scores obtained by males and females regarding the two factors.

6.3.13.1.1 GENDER (A1)

No significant associations could be found between the gender groups and the two factors involved with effective service delivery of the EMM. The appropriate statistics using the independent t-test to compare factor mean scores was:

$[(F 2.1 - \bar{X}_{Males} = 3.99; \bar{X}_{Females} = 3.91; p > 0.05); (F 2.2 - \bar{X}_{Males} = 5.33; \bar{X}_{Females} = 5.20; p > 0.05)]$

The results show that although males were neutral regarding aspects that facilitate effective service delivery by the EMM they agreed more strongly with the factor than female respondents did. However, this difference was not statistically significant ($p > 0.05$). In the aspects which impede service delivery factor (F2.2) males agreed more strongly than females did, but the difference was also not statistically significant.

6.3.14.1.2 SITUATION OF PRESENT BUSINESS (A5REC)

As there were 20 regions it was decided to collapse them to a more parsimonious number and this was done according to former municipality and townships. So, group 1 (former

municipalities) was composed of Alberton, Benoni, Boksburg, Brakpan, Edenvale, Germiston, Kempton Park, Nigel and Springs. The townships in Group 2 were composed of Daveyton, Duduza, Etwatwa, Katlehong 1, Katlehong 2, Kwa Thema, Tembisa 1, Tembisa 2, Tokoza, Tsakane and Vosloorus. A significant statistical difference could only be found with respect to the first factor, namely the facilitating factor. The null hypothesis at univariate level that the two regional groupings do not differ statistically significantly from one another is thus not acceptable and the alternative hypothesis was accepted. The appropriate statistical data using the independent t-test was:

$$[F 2.1 - \bar{X}_{Former} = 4.11; \bar{X}_{Townships} = 3.53; p < 0.05; r = 0.21]$$

Respondents from former municipalities thus agreed statistically significantly less strongly (they were neutral) with respect to aspects which facilitated effective service delivery of the EMM than did respondents from former townships who partially agreed with items in the factor.

As the aspects which facilitated perceptions of effective service delivery (F2.1) were composed of five underlying sub-dimensions or first-order factors it was necessary to see which of these were responsible for the difference at multivariate level. The appropriate statistical values at univariate level are given in Table 6.72. Gender representation (FH) is not shown as there were no significant differences at the univariate level.

Table 6.72: Statistical values of the five first-order factors involved in facilitating effective service delivery for region business is in groups

Factor	Group	Mean	MANOVA (p-value)	ANOVA (p-value)	Pair-wise comparisons	
					1	2
Business centeredness	Former M	4.02	0.046*	0.002** (r = 0.21)	1	**
	Township	3.23			2	**
Accountability & Transparency	Former M	4.20		0.003** (r=0.20)	1	**
	Township	3.48			2	**
Communication	Former M	4.51		0.004** (r = 0.19)	1	**
	Township	3.93			2	**
Public participation	Former M	3.75		0.010** (r=0.18)	1	**
	Township	3.12			2	**

** = Statistically significant at the 1% level (p<0.01)

* = Statistically significant at the 5% level (p.0.01 but p<0.05)

r = 0.1 to 0.29 - small; r=0.30 to 0.49 - moderate; r = 0.5 of larger - large

(Source: Own)

The data in Table 6.72 shows that four of the five first-order factors differed significantly statistically from one another at the univariate level with respondents from former municipalities achieving higher factor mean scores on all of the factors concerned. As the effect size (r) is a standardised value one can compare the differences directly with one another. This indicates that the most important factor was the business centeredness factor (FD1), followed by accountability and transparency (FC1). There is thus a statistically significant association between aspects facilitating business perceptions

(F2.1) and regional groupings, as this manipulation of the independent variables resulted in a significant difference in the four first-order factors shown in Table 6.73.

6.3.14.1.3 THE NUMBER OF YEARS THAT YOUR BUSINESS IS IN THIS REGION (A6REC)

The number of years of the business being in the region was collapsed to two categories namely 1 to 10 years and 11 or more years. A statistically significant difference was found regarding the facilitating factor only. The results at the multivariate level were as follows: [$\Lambda = 0.951$; $F(1) = 5.461$; $p=0.000$; $r=0.21$]. The univariate test results are given in Table 6.72.

Table 6.73: Statistical values of the five first-order factors involved in facilitating effective service delivery for years of business in region groups

Factor	Group	Mean	MANOVA (p-value)	ANOVA (p-value)	Pair-wise comparisons	
					1	2
Business centeredness	1-10 Years	4.05	0.010**	0.000** (r = 0.24)	1	**
	11+ years	3.15			2	**
Accountability & Transparency	1-10 Years	4.16		0.027* (r=0.15)	1	*
	11+ years	3.63			2	*
Communication	1-10 Years	4.51		0.005** (r = 0.19)	1	**
	11+ years	3.94			2	**
Public participation	1-10 Years	3.73		0.027* (r=0.18)	1	*
	11+ years	3.19			2	*
Gender representivity	1-10 Years	4.50		0.007** (r = 0.18)	1	**
	11+ years	3.87			2	**

** = Statistically significant at the 1% level ($p < 0.01$)

* = Statistically significant at the 5% level ($p < 0.05$)

$r = 0.1$ to 0.29 - small; $r = 0.30$ to 0.49 - moderate; $r = 0.5$ or larger - large

(Source: Own)

The data in Table 6.73 indicated that there were statistically significant differences for all five of the first-order factors with those whose businesses had been in the region for the shortest time (1-10 years) obtaining the highest factor mean score on each of the factors. The highest effect size was for business centeredness ($r = 0.240$), followed by communication (0.19), gender representation (0.18), and public participation (0.18). There was thus a statistically significant association between the number of years that the business has been located in the particular region and aspects that facilitated the perceptions of businesses regarding effective service delivery in the EMM. The shorter the number of years the business had been located in the region, the larger the extent of agreement with the factors facilitating perceptions of effective service delivery.

6.3.14.2 Analysis of three or more independent groups

When one is interested in exploring the difference in mean scores between more than two groups one can make use of an analysis of variance (ANOVA). One-way analysis of variance involves one dependent variable which has a mean score on a number of different levels. These levels correspond to different groups or conditions. For example, in comparing the mean scores of three different educational qualification groups against the factor of how often respondents make use of online sites to access brand related products, the dependent variable is the continuous variable of how often respondents utilise online sites and its mean score is found for each of groups involved (Pallant, 2007:242).

Analysis of variance (ANOVA) is so called because it compares the variance (variability in scores) between different groups (believed to be due to the independent variable) with the variability within each of the groups (believed to be due to chance) (Pallant, 2007:242). An F-ratio is calculated representing the variance between the groups, divided by the

variance within the groups. A large F-ratio indicates that there is more variability between the groups (caused by the independent variable) than there is within each group (referred to as the error term). A significant F-test thus tells one that the three or more groups differ from one another, but it does not tell one which of the groups actually differ. In order to determine this, one needs to conduct so-called post-hoc tests. There are numerous post-hoc tests available in SPSS 23.0 and this researcher mainly used Hochberg GT2 as it was designed to cope with sample sizes which differ (Field, 2009:374).

The analysis of three or more groups will firstly be conducted at the multivariate level as the perceptions of businesses about effective service delivery issues of the EMM was built on two factors, namely the facilitating and impeding factors. These two sub-dimensions will thus be tested together and should the vector mean scores be found to differ significantly statistically then the univariate factors of which they are composed (see Table 6.27) will be tested using ANOVA followed by appropriate post-hoc tests.

The hypotheses for three or more groups is similar to those for two groups except that one also conducts post-hoc tests for pairwise comparison namely group 1 versus groups 2 and 3, and group 2 versus group 3. The first grouping to be considered will be age.

6.3.14.2..1 AGE (A2)

When testing the facilitating factor (F2.1) and the impeding factor (F2.2) together no statistically significant association with the three age groups could be found. The tests at multivariate level gave the following statistics:

[$\Lambda = 0.996$; $F(4) = 0.225$; $p > 0.05$].

If no significant differences could be found at the multivariate level, then it is unlikely that there will be univariate differences. Thus there is no statistically significant association between age groups of business respondents and aspects influencing service delivery

6.3.14.2..2 RACE (A3)

At the multivariate level, when testing the facilitating and impeding factors together, no significant differences could be found between the two race groups.

The mean scores obtained were as follows:

$[\Lambda=0.996; F(4) = 0.225; p>0.05];$

$[F_{2.1} - \bar{X}_B = 4.00; \bar{X}_C = 3.87; \bar{X}_I = 3.45; \bar{X}_W = 4.19; F(3,209) = 1.66; p > 0.05]$

$[[F_{2.2} - \bar{X}_B = 5.25; \bar{X}_C = 5.17; \bar{X}_I = 5.71; \bar{X}_W = 5.33; F(3,209) = 1.12; p > 0.05]$

Thus although the mean scores differed in both the facilitating and impeding factors these differences were not statistically significant. There is thus no significant association between the race groups in the sample of business respondents and the perceptions of effective service delivery by the EMM.

6.3.14.2..3 HIGHEST LEVEL OF EDUCATION COMPLETED (A4REC)

When testing the facilitating (F2.1) and impeding (F2.2) factors together using the multivariate Wilk's Lambda test, no significant differences were found. The multivariate test results were:

$\Lambda=0.979; F(4) = 1.120; p>0.05];$

At univariate level the mean scores and ANOVA values were thus also statistically insignificant, namely:

$[F_{2.1} - \bar{X}_{G12or<} = 3.97; \bar{X}_{Dip} = 3.91; \bar{X}_{Deg} = 4.06; F(2,210) = 0.265; p > 0.05]$

$[F_{2.2} - \bar{X}_{G12or<} = 5.04; \bar{X}_{Dip} = 5.38; \bar{X}_{Deg} = 5.39; F(2,210) = 1.98; p > 0.05]$

The results show that although factor means differ they do not do so on a statistically significant level. The factor (F2.2) does show an increase in mean scores from the lowest qualification group (Grade 12 or less) to the higher qualification groups (diploma and

degree), but the differences were not statistically significant. Respondents with degrees do however agree more strongly with the impeding factor containing power struggles and knowledge and social background. This is shown in the line graph in Figure 6.52.

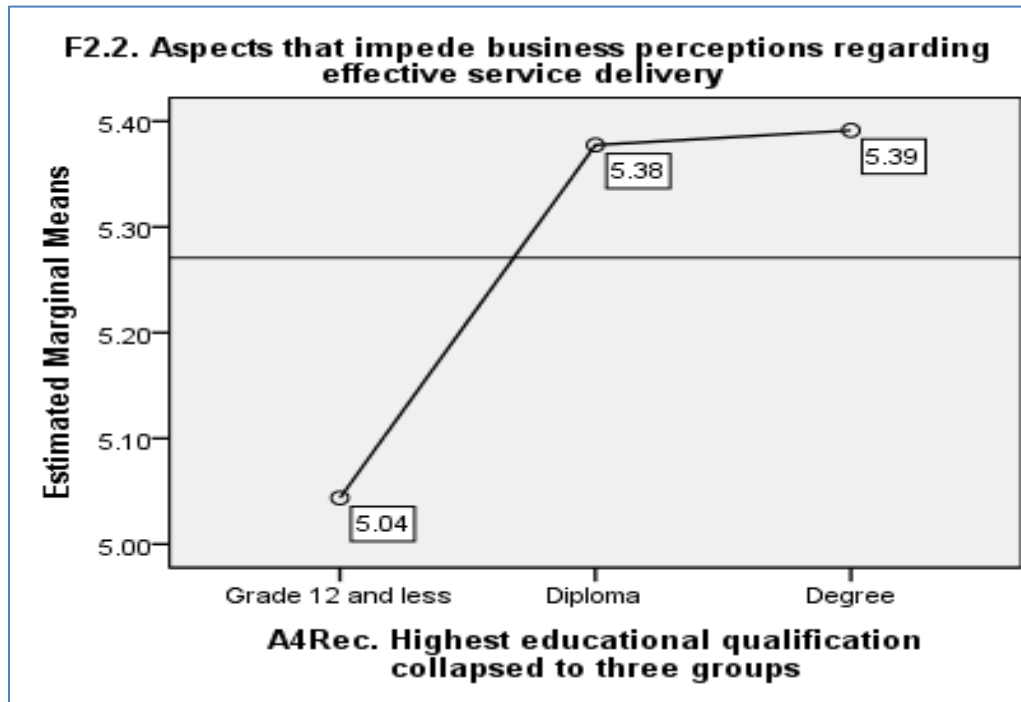


Figure 6.52: Line graph showing mean scores of the three educational qualification groups with respect to the impeding factor (F2.2) (Source: Own)

6.3.14.2.4 LOCATION OF BUSINESS (A7REC)

When testing the facilitating (F2.1) and impeding (F2.2) factors together using the multivariate Wilk's Lambda test, no significant differences were found. The multivariate test results were:

$$[\Lambda=0.993; F(4,420) = 0.343; p>0.05];$$

At univariate level the mean scores and ANOVA values were thus also statistically insignificant, namely:

$$[F_{2.1} - \bar{X}_{CBD} = 4.01; \bar{X}_{Ind} = 4.04; \bar{X}_{Other} = 3.89; F(2,210) = 0.280; p > 0.05]$$

$$[F_{2.2} - \bar{X}_{CBD} = 5.23; \bar{X}_{Ind} = 5.42; \bar{X}_{Other} = 5.29; F(2,210) = 0.399; p > 0.05]$$

**6.3.14.2.5 HOW WELL DO YOU KNOW THE BATHO PELE PRINCIPLES?
(A9REC)**

Table 6.74: Batho Pele Principles

Factor	Group	Mean	MANOVA (p-value)	ANOVA (p-value)	Hochberg GT2					
					1	2	3			
Business centeredness	Bad/very bad	3.49	0.000** (r = 0.28)	0.000** (r = 0.33)	1	/	-	**		
	Neutral	3.37			2	-	/	**		
	Good/Very G	4.47			3	**	**	/		
Accountability & Transparency	Bad/very bad	3.94		0.000** (r = 0.28)	0.000** (r = 0.32)	1	/	-	*	
	Neutral	3.51				2	-	/	**	
	Good/Very G	4.60				3	*	**	/	
Communication	Bad/very bad	4.25			0.000** (r = 0.28)	0.001** (r = 0.25)	1	/	-	-
	Neutral	4.05					2	-	/	**
	Good/Very G	4.75					3	-	**	/
Public participation	Bad/very bad	3.52	0.000** (r = 0.28)			0.000** (r = 0.31)	1	/	-	-
	Neutral	3.09					2	-	/	**
	Good/Very G	4.14					3	-	**	/
Gender Representivity	Bad/very bad	4.24		0.000** (r = 0.28)		0.006** (r = 0.22)	1	/	-	-
	Neutral	4.02					2	-	/	**
	Good/Very G	4.73					3	-	**	/

(Source: Own)

The recoding of the *Batho Pele* item was done in Table 6.74 and these categories were used in the tests which follow.

At the multivariate level the following results were applicable:

[$\Lambda=0.878$; $F(2,210) = 7.064$; $p < 0.0005$; $r = 0.25$].

As there was a significant difference, the alternative hypothesis was accepted. The probability value of less than 0.05 indicated that when the two factors are tested together there is a statistically significant difference present and hence tests at the univariate level need to be done. The univariate test results were as follows:

[$F_{2.1} - F(2,211) = 14.53$; $p < 0.0005$; $r = 0.35$; $F_{2.2} - F(2,211) = 0.252$; $p > 0.05$; $r = 0.04$]

Thus at the univariate level it is only the aspects facilitating business perceptions of effective service delivery (F2.1) where significant differences were present. However, as this facilitating factor is built on five first-order factors it would be more pertinent to test each one of them against the *Batho Pele* categories. The results are shown in Table 6.75.

Table 6.75: Statistical values of the five first-order factors involved in facilitating effective service delivery for knowledge of Batho Pele principle groups

Factor	Group	Mean	MANOVA (p-value)	ANOVA (p-value)	Hochberg GT2			
					1	2	3	
Business centeredness	Bad/very bad	3.49		0.000** ($r = 0.33$)	1	/	-	**
	Neutral	3.37			2	-	/	**
	Good/Very G	4.47			3	**	**	/
Accountability & Transparency	Bad/very bad	3.94		0.000** ($r = 0.32$)	1	/	-	*
	Neutral	3.51			2	-	/	**
	Good/Very G	4.60			3	*	**	/
	Bad/very bad	4.25		0.001**	1	/	-	-

Factor	Group	Mean	MANOVA (p-value)	ANOVA (p-value)	Hochberg GT2			
					1	2	3	
Communication	Neutral	4.05	0.000** (r = 0.28)	(r = 0.25)	2	-	/	**
	Good/Very G	4.75			3	-	**	/
Public participation	Bad/very bad	3.52		0.000** (r = 0.31)	1	/	-	-
	Neutral	3.09			2	-	/	**
	Good/Very G	4.14			3	-	**	/
Gender representivity	Bad/very bad	4.24		0.006** (r = 0.22)	1	/	-	-
	Neutral	4.02	2		-	/	**	
	Good/Very G	4.73	3		-	**	/	

(Source: Own)

** = Statistically significant at the 1% level ($p < 0.01$)

* = Statistically significant at the 5% level ($p < 0.05$)

$r = 0.1$ to 0.29 - small; $r = 0.30$ to 0.49 - moderate; $r = 0.5$ of larger - large

The data in Table 6.75 shows that the main differences were always between the lowest and highest mean factor scores as one would expect. Respondents who claim that they possessed good to very good knowledge of the *Batho Pele* principles had the highest factor means in each of the five factors, while those who are uncertain had the lowest factor mean scores. This seems strange as one would expect those respondents who claim to have 'bad to very bad' knowledge of the *Batho Pele* principles to have the lowest mean score. Possibly this tells one something about people who are uncertain in expressing their opinions, namely that they are also uncertain when it comes to giving their perceptions about the various aspects concerning public participation in service delivery issues. The factor which had the highest effect size was business centeredness (FD1), namely $r = 0.33$, followed by accountability and transparency ($r = 0.32$) and public participation ($r = 0.31$). The results thus show that respondents who claim to have 'good to very good' knowledge of the *Batho Pele* principles are associated with aspects that facilitate business perceptions of effective service delivery in the EMM. Thus there is an association between the knowledge one claims to have of the *Batho Pele* principles and

aspects which facilitate perceptions of effective service delivery. Therefore, the involvement of businesses when training on *Batho Pele* principles and consulting them in service delivery issues is important. The results of the business centeredness factor (FD1) are given in Figure 6.53 as the graphic result is visually easier to interpret.

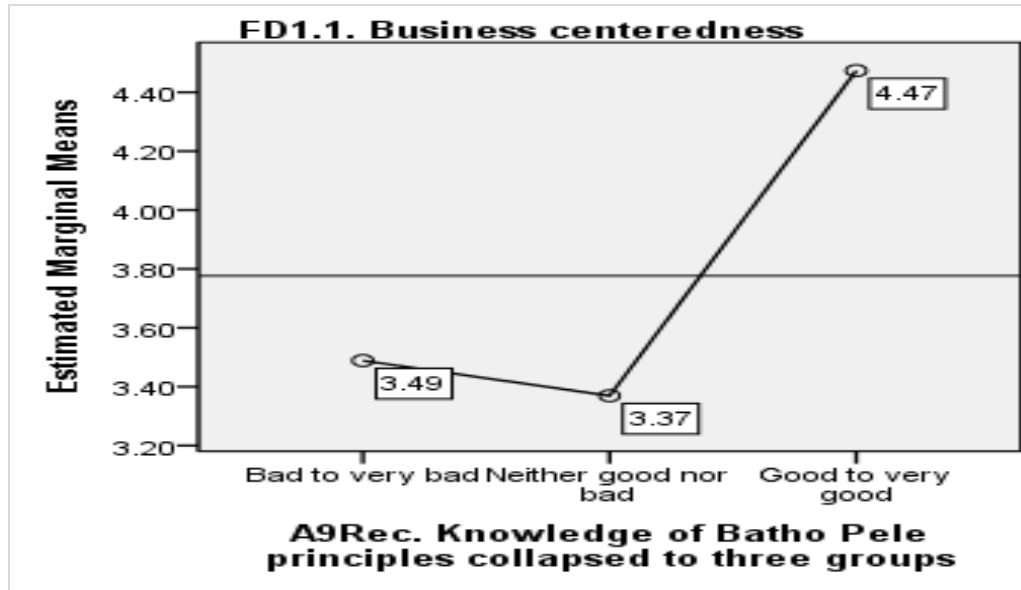


Figure 6.53: Line graph showing mean scores of the three Batho Pele knowledge groups with respect to the business centeredness factor (FD1)
(Source: Own)

6.4 DATA ANALYSIS – MANAGERS

6.4.1 Descriptive statistics

A sample of 208 managers was used in this study. The representation of gender in the sample of managers is shown by Table 6.76 and the pie-chart in Figure 6.54.

6.4.1.1 Gender (A1)

Table 6.76: Frequencies of gender groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Male	115	55.3	55.3	55.3
Female	93	44.7	44.7	100.0
Total	208	100.0	100.0	

(Source: Own)

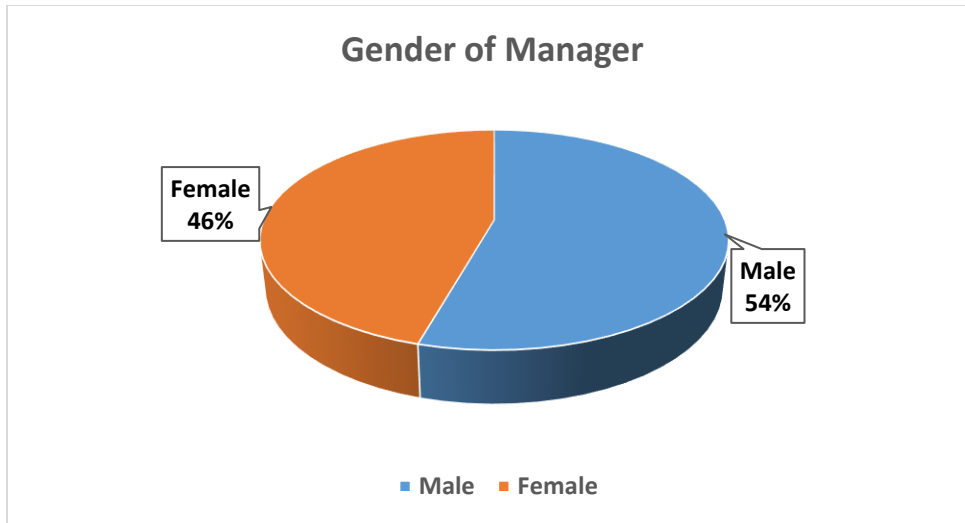


Figure 6.54: Gender groups of managers (Source: Own)

The majority were males (54%), while 46% were females which indicates that there were 1.2 males for every 1 female in the sample. With respect to managers this is probably representative of the population of Ekurhuleni.

6.4.1.2 Age (A2)

The original five categories were reduced to four. The frequencies of these four groups are given in Table 6.77 and Figure 6.55.

Table 6.77: Frequencies of age groups in the sample

Age categories	Frequency	Percent	Valid Percent	Cumulative Percent
19-35yrs	16	7.7	7.7	7.7
36-45yrs	71	34.1	34.1	41.8
46-55yrs	74	35.6	35.6	77.4
56+yrs	47	22.6	22.6	100.0
Total	208	100.0	100.0	

(Source: Own)

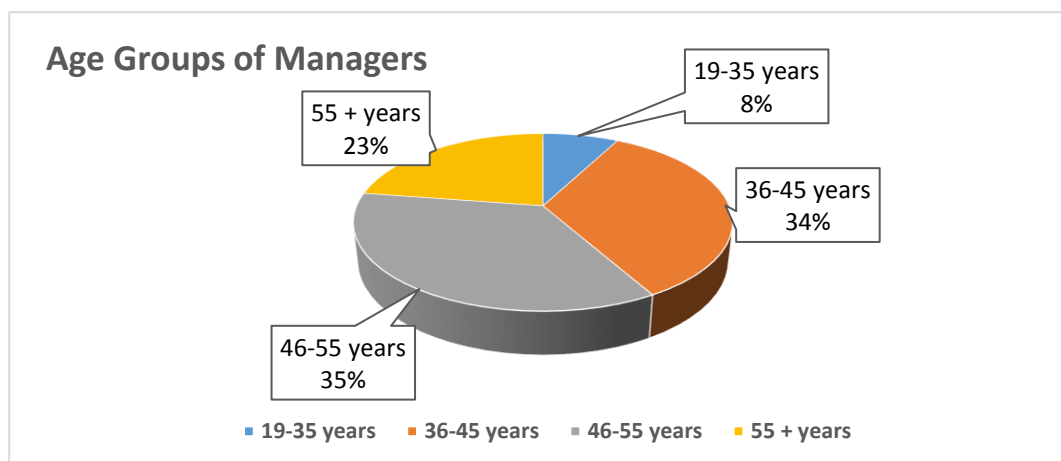


Figure 6.55: Age groups of managers
(Source: Own)

The data indicates that there were only 7.7% of respondents in the youngest age group, namely 19 to 35 years. The majority of respondents fell in the age group 36 to 55 years, namely 69.7%. There were 22.6% of the respondents who indicated that they were 56 years or older. These frequencies are probably representative of managers in the Ekurhuleni local authority.

6.4.1.3 Race (A3)

The majority of respondents indicated that they belonged to the Black racial group (54.3%). The White respondents formed 33.7% of respondents, while Indians and Coloured's formed 12.1% of the respondents. This is probably representative of the various managers according to racial groups in Ekurhuleni, but over-representative of White people according to the Equity Act (No. 55 of 1998).

Table 6.78: Frequencies of the four race groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Black	113	54.3	54.3	54.3
Coloured	13	6.3	6.3	60.6
Indian	12	5.8	5.8	66.3
White	70	33.7	33.7	100.0
Total	208	100.0	100.0	

(Source: Own)

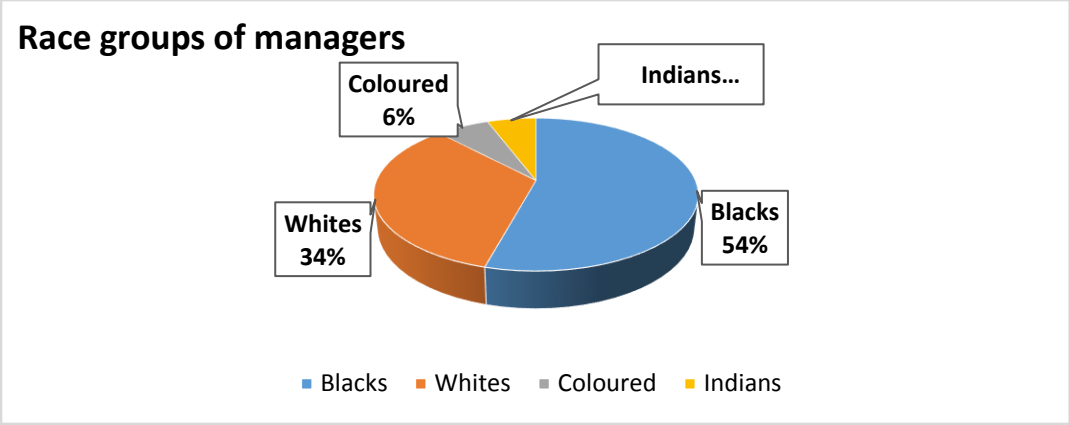


Figure 6.56: Race groups of managers
(Source: Own)

6.4.1.4 Highest educational qualification obtained (A4)

The original categories were collapsed to two as there were no respondents in the original first two groups and only five who indicated that they had a matriculation certificate. The recoded frequencies are given in Table 6.79.

Table 6.79: Frequencies of the two highest educational qualification groups in the sample

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Matric/Diploma	54	26.0	26.0	26.0
	Degree+	154	74.0	74.0	100.0
	Total	208	100.0	100.0	

(Source: Own)

The data in Table 6.79 shows that the vast majority of respondents in the sample had a degree or higher qualification. This is probably representative of managers working for the EMM, as one would expect managers to be well qualified.

6.4.1.5 Where do you live in Ekurhuleni (A5)

Table 6.80: Frequencies of the regions people stay in

	Frequency	Percent	Valid Percent	Cumulative Percent
Alberton	18	8.7	8.7	8.7
Benoni	25	12.0	12.0	20.7
Boksburg	28	13.5	13.5	34.1
Brakpan	15	7.2	7.2	41.3
Daveyton	4	1.9	1.9	43.3
Duduza	4	1.9	1.9	45.2
Edenvale	11	5.3	5.3	50.5
Etwatwa	13	6.3	6.3	56.7
Germiston	3	1.4	1.4	58.2
Katlehong 1	2	1.0	1.0	59.1
Katlehong 2	34	16.3	16.3	75.5
Kempton Park	6	2.9	2.9	78.4
Kwa Thema	7	3.4	3.4	81.7
Nigel	16	7.7	7.7	89.4
Springs	3	1.4	1.4	90.9
Tembisa 1	4	1.9	1.9	92.8
Tembisa 2	1	.5	.5	93.3
Tokoza	1	.5	.5	93.8
Tsakane	3	1.4	1.4	95.2
Vosloorus	10	4.8	4.8	100.0
Total	208	100.0	100.0	

(Source: Own)

6.4.1.6 How long have you lived in this region (A6)

The original eight categories were collapsed to three as shown in Table 6.81.

Table 6.81: Frequencies of the length of stay in a region

Years	Frequency	Percent	Valid Percent	Cumulative Percent
1 – 10	83	39.9	39.9	39.9

11 – 15	53	25.5	25.5	65.4
16 + .	72	34.6	34.6	100.0
Total	208	100.0	100.0	

(Source: Own)

Respondents residing in a particular region for the least number of years had the most respondents, namely 39.9%. A cross-tabulation of race versus years in the region indicated that it was mostly Black respondents who belonged to this group (66.3%). This could possibly be due to the allocation of housing or housing allowances given to managers in Ekurhuleni which seems to have resulted in a major shift away from residing in the previously disadvantaged areas to residing in the formerly advantaged areas of Germiston, Kempton Park and Benoni.

6.4.1.7 Type of dwelling you live in (A7)

The original four categories were collapsed to two, namely house and townhouse, as only one person indicated informal settlement dwelling. The frequencies are given in Table 6.82.

Table 6.82: Frequencies of the types of dwelling

	Frequency	Percent	Valid Percent	Cumulative Percent
House	181	87.0	87.9	87.9
Townhouse	25	12.0	12.1	100.0
Total	206	99.0	100.0	
Missing	2	1.0		
Total	208	100.0		

(Source: Own)

The vast majority of managers indicated that they resided in houses (87.0%) or townhouses (12.0%). This is probably representative of managers working for the EMM.

6.4.1.8 Knowledge of Batho Pele Principles (A8)?

The original seven categories were collapsed to four, with poorly/a little bad/neither forming one group as there were so few frequencies in these categories. The frequencies of the categories formed are given in Table 6.83.

Table 6.83: Knowledge of the Batho Pele principles groups

	Frequency	Percent	Valid Percent	Cumulative Percent
Poorly	20	9.6	9.6	9.6
A little good	37	17.8	17.8	27.4
Good	71	34.1	34.1	61.5
Very good	80	38.5	38.5	100.0
Total	208	100.0	100.0	

(Source: Own)

The majority of respondents indicated good or very good knowledge of the *Batho Pele* principles (72.6%) which was expected of managers. They have most likely received some form of training regarding the *Batho Pele* principles as all government officials and local authorities are required to be familiar with them. As there were only 20 managers who indicated they had poor knowledge of the *Batho Pele* principles, they were added to the “a little good” group of 37. So, for testing purposes three *Batho Pele* groups were formed. See Figure 6.57.

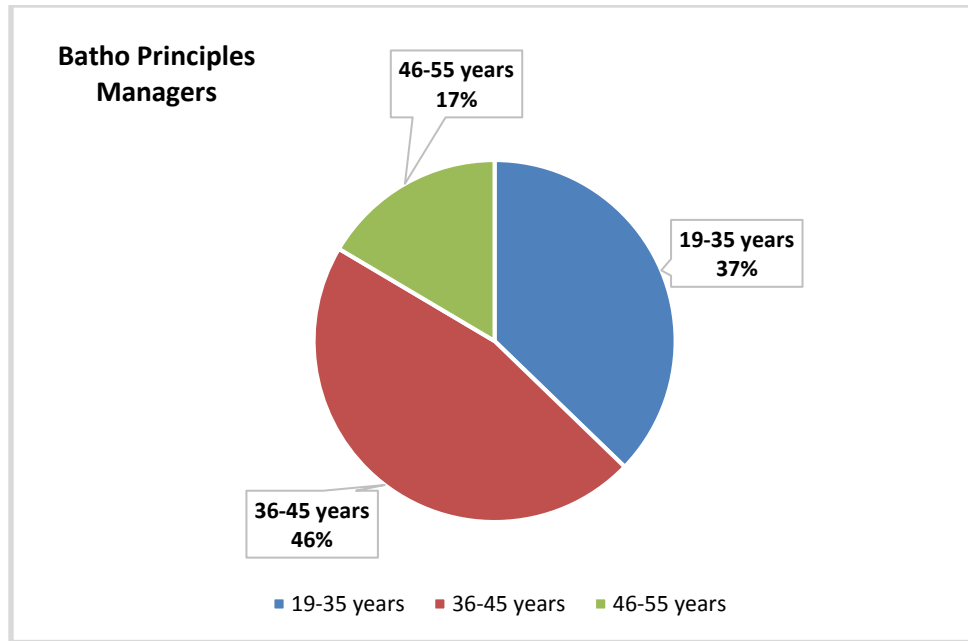


Figure 6.57: Knowledge of the Batho Pele principles (Source: Own)

6.4.2 Factor analysis of public participation (Section B) of the questionnaire

According to Table 6.84, the managers agreed with all the statements. See Figure 6.58 for better illustration.

Table 6.84: Public participation mean scores

D. Public Participation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
1. Meetings are held regularly with the public/communities	6 (2.9)	17 (8.2)	26 (12.5)	25 (12.0)	56 (26.9)	59 (28.4)	19 (9.1)	4.7	1.6	5	6.8 (.000)	Reject (Agree)
3. Community problems are taken seriously by the municipality	5 (2.4)	13 (6.3)	34 (16.4)	24 (11.5)	52 (25.0)	49 (23.6)	31 (14.9)	4.8	1.6	5	7.3 (.000)	Reject (Agree)
4. Municipality and the public work together in budgeting to enhance service delivery	6 (2.9)	17 (8.2)	42 (20.2)	38 (18.3)	43 (20.7)	35 (16.8)	27 (13.0)	4.5	1.6	5	4.3 (.000)	Reject (Agree)
5. Municipality and the public work together in planning process on service delivery	5 (2.4)	22 (10.6)	41 (19.7)	35 (16.8)	51 (24.5)	36 (17.3)	18 (8.7)	4.4	1.6	5	3.4 (.000)	Reject (Agree)
6. Municipality and the public work together in implementation on service delivery	4 (1.9)	24 (11.5)	41 (19.7)	43 (20.7)	49 (23.6)	32 (15.4)	15 (7.2)	4.3	1.5	4	2.6 (.005)	Reject (Agree)
7. Communities are informed about projects year marked for their regions.	7 (3.4)	14 (6.7)	27 (13.0)	21 (10.1)	66 (31.7)	47 (22.6)	26 (12.5)	4.8	1.6	5	7.2 (.000)	Reject (Agree)
8. Communities are involved in the budgeting process on municipal service delivery	11 (5.3)	25 (12.0)	35 (16.8)	42 (20.2)	39 (18.8)	35 (16.8)	21 (10.1)	4.3	1.7	4	2.2 (.014)	Reject (Agree)
9. Are you regularly consulted on matters that affect you?	26 (12.5)	32 (15.4)	38 (18.3)	26 (12.5)	42 (20.2)	29 (13.9)	15 (7.2)	3.8	1.8	4	-1.3 (.092)	Reject (Agree)
1. Feedback is given to communities regularly	8 (3.9)	31 (14.9)	40 (19.2)	33 (15.9)	37 (17.8)	46 (22.1)	13 (6.3)	4.2	1.7	4	1.8 (.040)	Reject (Agree)

(Source: Own)

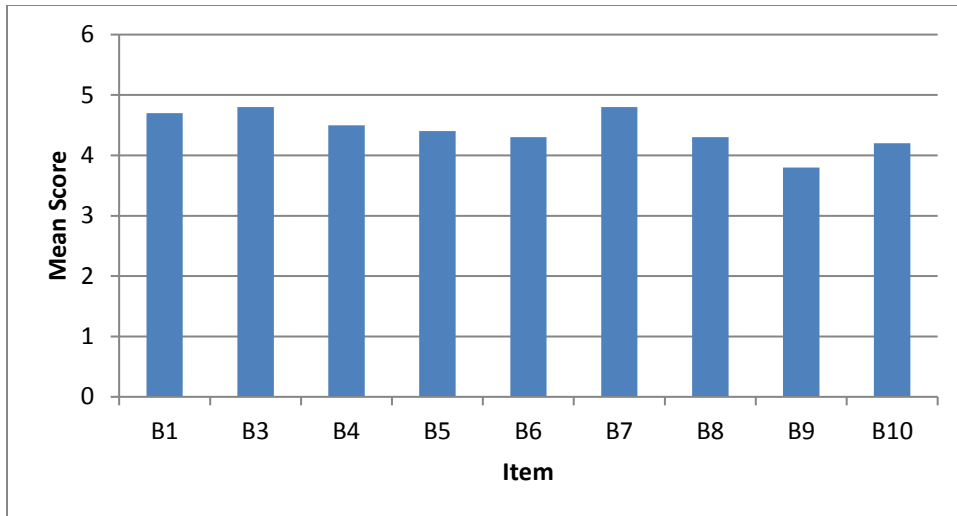


Figure 6.58: Public participation mean scores (Source: Own)

Section B of the questionnaire asked managers to give their perception on a seven-point interval scale regarding their agreement or disagreement with public participation. Item B2 asked respondents to give a reason for their particular response to item B1 and was not a scaled item. Therefore, the remaining nine items were exposed to a factor analytic procedure that is PCA with Varimax rotation. The KMO value of 0.927 and Bartlett's sphericity of $p < 0.0005$ implied that factor analysis would be a good idea; that the PCA could be performed efficiently and a more parsimonious number of variables would result. One factor emerged which explained 66.89% of the variance and which had Cronbach Alpha reliability coefficient of 0.937. It was named managers' perception of public participation in service delivery (FB1). The mean was 4.32 and the median was 4.44. The loading of the items and the mean scores obtained are given in Table 6.85 and the data distribution in Figure 6.59.

Table 6.85: Items in the managers' perception of public participation in service delivery

Item	Description: Public participation	Loading	Mean
B6	Municipality and the public work together in implementation on service delivery	0.88	4.27
B5.	Municipality and the public work together in planning process on service delivery	0.87	4.37
B10	Feedback is given to communities regularly	0.84	4.20
B4.	Municipality and the public work together in budgeting to enhance service delivery	0.83	4.48
B8.	Communities are involved in the budgeting process on municipal service delivery	0.82	4.26
B7.	Communities are informed about projects year marked for their regions	0.82	4.79
B9.	You are regularly consulted on matters that affect you	0.81	3.83
B3.	Community problems are taken seriously by the municipality	0.80	4.81
B1	Meetings are held regularly with the public/communities	0.67	4.74
Average		0.82	4.42

(Source: Own)

In the factor analytic procedure one may use EFA for a variety of purposes, such as reducing a large number of items from a questionnaire or survey instrument to a smaller number of components, uncovering latent dimensions underlying a data set, or examining which items have the strongest association with given factor loadings which are nothing but the correlations between variables and factors.

Factor score coefficients are coefficients used to compute factor/component scores out of variables. Factor scores are estimated values of the factors in factor analysis. They are used to examine the behaviour of observations and in other analyses such as regression or MANOVA. If you understand the meaning of a factor itself, then the individual scores

are "how low or high the respondent scores on this factor". Ideally, factor scores would therefore represent the score of each person on the underlying latent variable.

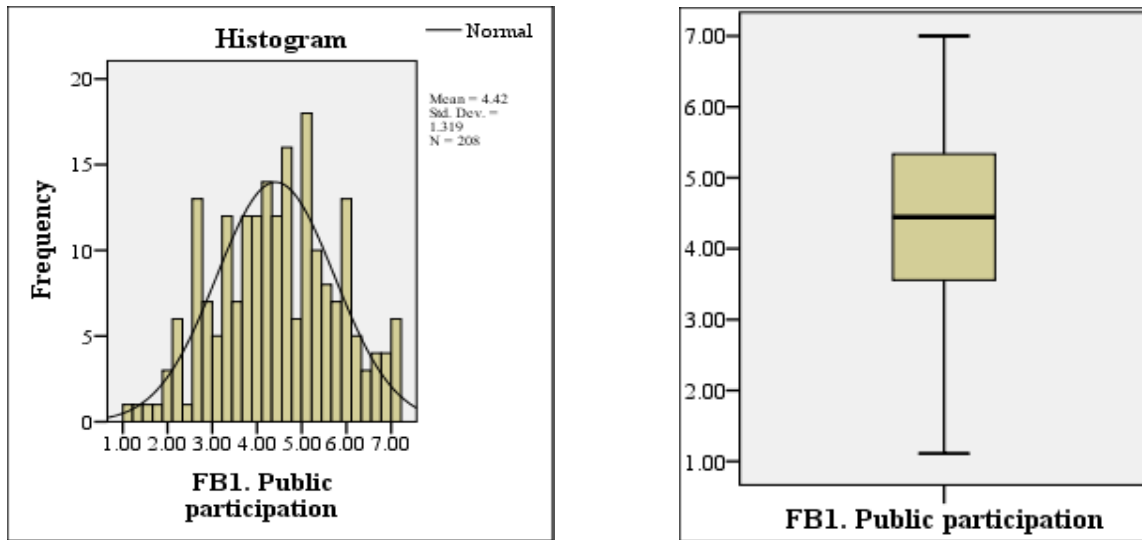


Figure 6.59: Histogram and boxplot showing data distribution in FB1 (Source: Own)

The mean score of 4.32 and median of 4.44 indicated an uncertain perception on the part of the managers with respect to public participation. The item with the highest mean of 4.81 was B3 (Community problems are taken seriously by the municipality), indicating a tendency towards partially agreeing. As community problems probably end up as being the managers' responsibility to find a solution it can be expected that managers would agree with this item. The item with the lowest factor mean score (3.83) was item B9 (You are regularly consulted on service delivery matters that affect you) showing partial disagreement on the part of managers. This is disconcerting as it could indicate a lack of collaboration from senior management or managers hiding behind their own incompetence and not accepting responsibility for solving service delivery problems, which pertains to their particular department. Item B2 asked managers as to the number of meetings that were held during the last 12 months. The answers varied from 1% of respondents who answered between 26 and 50, to 40.6% who either indicated zero or who did not answer the question.

4.4.3 Factor analysis of accountability and transparency (Section C) of the questionnaire

Table 6.86 and Figure 6.60 show the mean scores for accountability and transparency.

Table 6.86: Accountability and transparency

C. Accountability & Transparency	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/Accept
	1	2	3	4	5	6	7					
	11. Municipality takes complete responsibility for service delivery failures.	14 (6.7)	25 (12.0)	41 (19.7)	24 (11.5)	48 (23.1)	40 (19.2)	12 (5.8)	4.2	1.8	4.5	1.9 (.032)
12. Municipality shifts the blames to appointed contractors for failures.	21 (10.1)	26 (12.5)	21 (10.1)	48 (23.1)	51 (24.5)	35 (16.8)	5 (2.4)	4.0	1.7	4	.2 (.434)	Accept (Neutral)
14. Public is clear about the services they receive.	6 (2.9)	14 (6.7)	35 (16.8)	44 (21.2)	56 (26.9)	36 (17.3)	12 (5.8)	4.5	1.5	5	4.7 (.000)	Reject (Agree)
15. Municipality is clear about the cost of the services they provide.	4 (1.9)	16 (7.7)	28 (13.5)	43 (20.7)	40 (19.2)	46 (22.1)	24 (11.5)	4.8	1.6	5	6.8 (.000)	Reject (Agree)
16. Municipality is clear about the quality of the services they provide.	10 (4.8)	24 (11.5)	30 (14.4)	29 (13.9)	44 (21.2)	51 (24.5)	16 (7.7)	4.5	1.7	5	4.1 (.000)	Reject (Agree)

(Source: Own)

According to the Table 6.86 and Figure 6.60, the managers agreed with all the statements except statement C13 (Municipality shifts the blames to appointed contractors for failures), about which they were undecided.

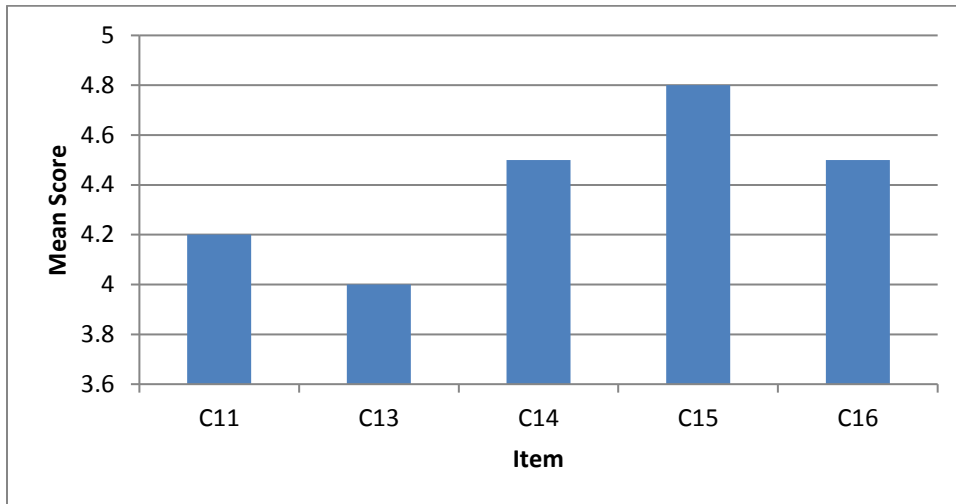


Figure 6.60: Accountability and transparency mean scores (Source: Own)

There were six items that probed the perceptions of managers regarding the perceived transparency and accountability of the municipality. When subjecting the five scaled items to a PCA with Varimax rotation the KMO value of 0.830 and Bartlett's sphericity of $p < 0.0005$ suggested that fewer factors were feasible. One factor resulted which was named managers perception of the accountability and transparency of the municipality (FC1). The factor explained 63.49% of the variance present and had a Cronbach reliability of 0.853. The items in the factor, their factor loadings and mean scores are given in Table 6.87 and the data distribution in Figure 6.61.

Table 6.87: Items in the managers' perception of the accountability and transparency of the municipality

Item	Description: Accountability and Transparency	Loading	Mean
C16	Municipality is clear about the quality of the services they provide.	.88	4.47
C15	Municipality is clear about the cost of the services they provide.	.85	4.77
C11	Municipality takes complete responsibility for service delivery failures.	.82	4.24
C14	Public is clear about the services they receive.	.79	4.48
C13R	Municipality shifts the blame to appointed contractors for failures.	.62	4.00
Average		.79	4.39

(Source: Own)

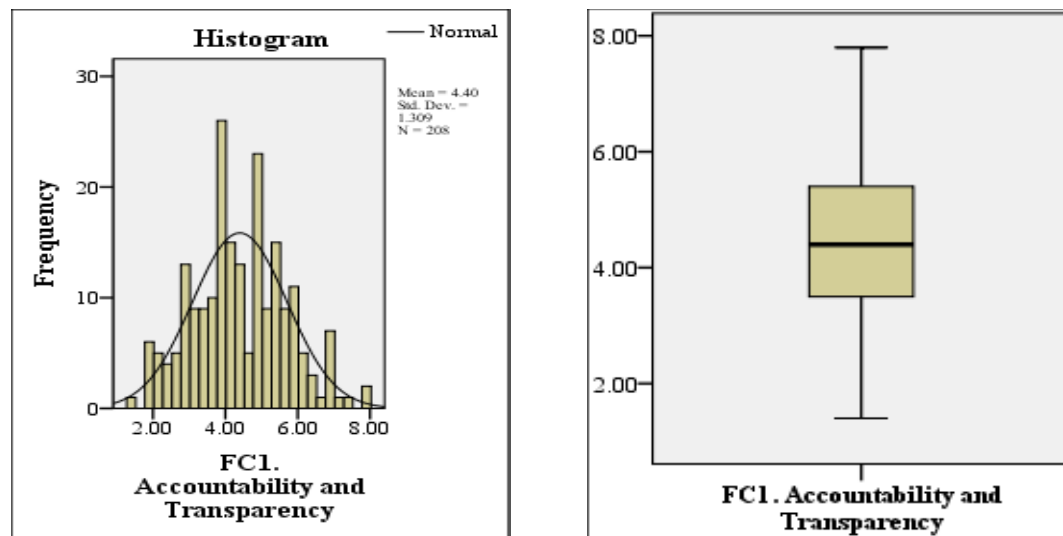


Figure 6.61: Histogram and boxplot showing data distribution in FC1
(Source: Own)

The mean score of 4.39 and median of 4.40 shows an uncertainty of perception among managers regarding the accountability and transparency of the municipality. Item C15 (Municipality is clear about the cost of the services they provide) had the highest mean score of 4.77 which suggest that managers partially agreed with this item. The lowest

mean was for item C13R (Municipality shifts the blame to appointed contractors for failures) where the scale of the item was reversed. Even on reversing the scale the respondents were still uncertain in their answers to this question which probably indicates that some of the departments were perceived to shift the blame for poor service delivery to service providers.

Item C12 asked managers to provide a reason for their answer to item C11 (Municipality takes complete responsibility for service delivery failures). There were 29.8% of managers who gave no answer, while 32.2% said they were dissatisfied and 38.0% who denoted that they were satisfied.

6.4.4 Factor analysis of people centeredness (Section D) of the questionnaire

According to the Table 6.88 and Figure 6.62, the managers agreed with all the statements except statement D21 (Complaints are resolved fast and efficiently), which they were undecided about.

Table 6.88: People centeredness mean scores

D. People Centeredness	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	17. Municipality promotes excellence by putting "People First"	8 (3.9)	24 (11.5)	30 (14.4)	26 (12.5)	55 (26.4)	43 (20.7)	22 (10.6)	4.5	1.7	5	4.4 (.000)
19. Municipality creates a better life for all its citizens.	7 (3.4)	30 (14.4)	30 (14.4)	33 (15.9)	49 (23.6)	46 (22.1)	13 (6.3)	4.3	1.6	5	3.0 (.002)	Reject (Agree)
20. Municipality listens to the concerns of the people.	8 (3.9)	15 (7.2)	36 (17.3)	34 (16.4)	48 (23.1)	50 (24.0)	17 (8.2)	4.5	1.6	5	4.7 (.000)	Reject (Agree)
21. Complaints are resolved fast and efficiently.	23 (11.1)	28 (13.5)	25 (12.0)	40 (19.2)	52 (25.0)	29 (13.9)	10 (4.8)	3.9	1.7	4	-.6 (.287)	Accept (Neutral)

(Source: Own)

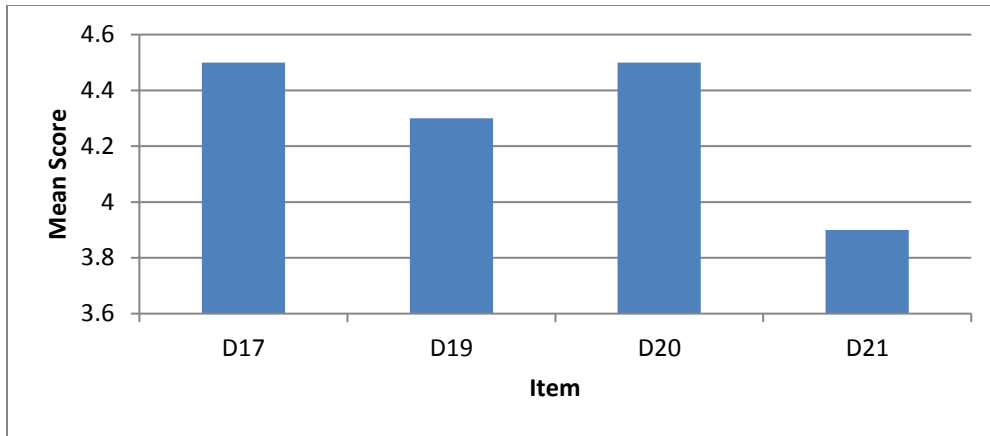


Figure 6.62: People centeredness mean scores
(Source: Own)

Five items in the questionnaire asked managers their opinions as to their extent of agreement or disagreement on a seven-point interval scale regarding the people centeredness of the municipality. Item B18 asked managers to give a reason for their answer to Item B17 (Municipality promotes excellence by putting "People First") and as it was not scaled it was omitted from the factor analytic procedure. The KMO of 0.867 and Bartlett's sphericity of $p < 0.0005$ showed that fewer factors were feasible. One factor resulted, which was named managers perceptions of the people centeredness of the municipality (FD1). The factor explained 78.17% of the variance present and had a Cronbach reliability of 0.905. The items, their factor loadings and mean scores are given in Table 6.89 (see Figure 6.63).

Table 6.89: Items in the managers' perception of the people centeredness of the municipality

Item	Description: People centeredness	Loading	Mean
D20	Municipality listens to the concerns of the people.	0.92	4.52
D19	Municipality creates a better life for all its citizens.	0.89	4.33
D17	Municipality promotes excellence by putting "People First".	0.87	4.50
D21	Complaints are resolved fast and efficiently.	0.85	3.93
Average		0.88	4.32

(Source: Own)

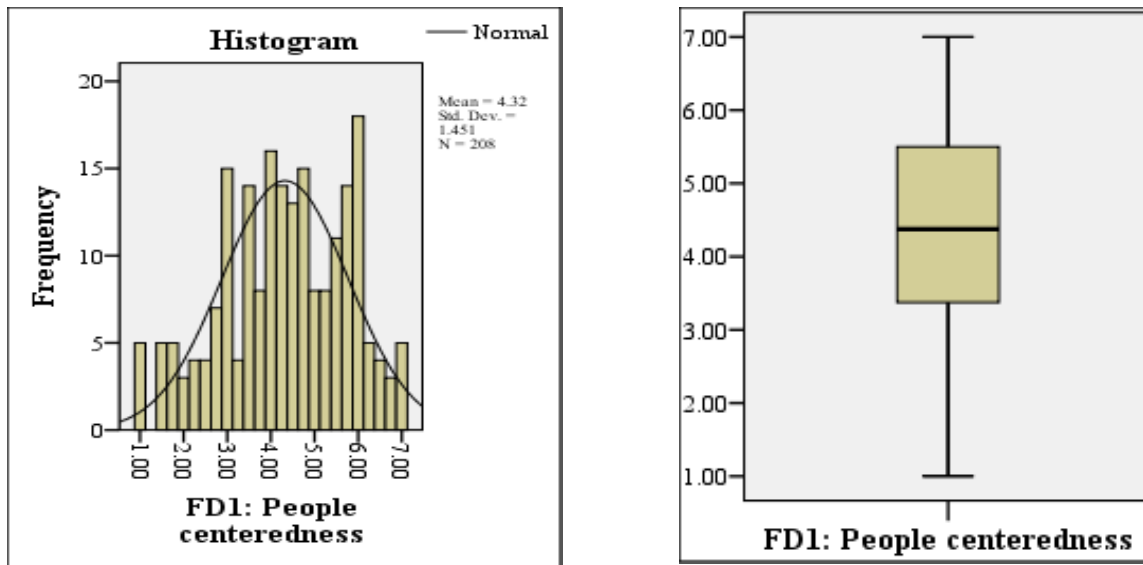


Figure 6.63: Items in the managers’ perception of the people centeredness of the municipality
(Source: Own)

The factor mean of 4.32 shows that the managers were uncertain about the people centeredness of the municipality which is a cause for concern, as the *Batho Pele* principles are based on “people first”. Item D21 (Complaints are resolved fast and efficiently) had the lowest mean of 3.93 which again shows uncertainty in perceptions with respect to the resolution of complaints in an efficient manner. There was thus little variance in how the managers answered these items as the range was only 0.59. The data distribution was slightly negatively skewed (skewness = -0.297; SE = 0.17; z = -1.74) with a median value of 4.38.

Item D18 asked managers to give a reason for their answer to D17 (Municipality promotes excellence by putting "People First"). There were 32.2% who provided no answer, 24.5% who were dissatisfied, and 42.3% who were satisfied with the municipality putting people first.

6.4.5 Factor analysis of communication (Section E) of the questionnaire

According to the Table 6.90 and Figure 6.64, the managers agreed with all the statements.

Table 6.90: Communication mean scores

E. Communication	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
22. The public receive accurate and up-to-date information about services they are entitled to.	6 (2.9)	19 (9.1)	39 (18.8)	34 (16.4)	47 (22.6)	49 (23.6)	14 (6.7)	4.4	1.5	5	4.1 (.000)	Reject (Agree)
23. Local media is used to inform the public on matters concerning them.	5 (2.4)	9 (4.3)	14 (6.7)	30 (14.4)	63 (30.3)	63 (30.3)	23 (11.1)	5.0	1.4	5	10.0 (.000)	Reject (Agree)
24. Information is given in languages that the public understand.	8 (3.9)	12 (5.8)	27 (13.0)	28 (13.5)	58 (27.9)	56 (26.9)	19 (9.1)	4.7	1.5	5	6.9 (.000)	Reject (agree)
25. Reports are widely published.	9 (4.3)	13 (6.3)	29 (13.9)	48 (23.1)	49 (23.6)	45 (21.6)	15 (7.2)	4.5	1.5	5	4.7 (.000)	Reject (Agree)
26. Use of “suggestion boxes” helps the public in the participatory and service delivery processes.	12 (5.8)	14 (6.7)	30 (14.4)	31 (14.9)	39 (18.8)	54 (26.0)	27 (13.0)	4.6	1.7	5	5.2 (.000)	Reject (Agree)

(Source: Own)

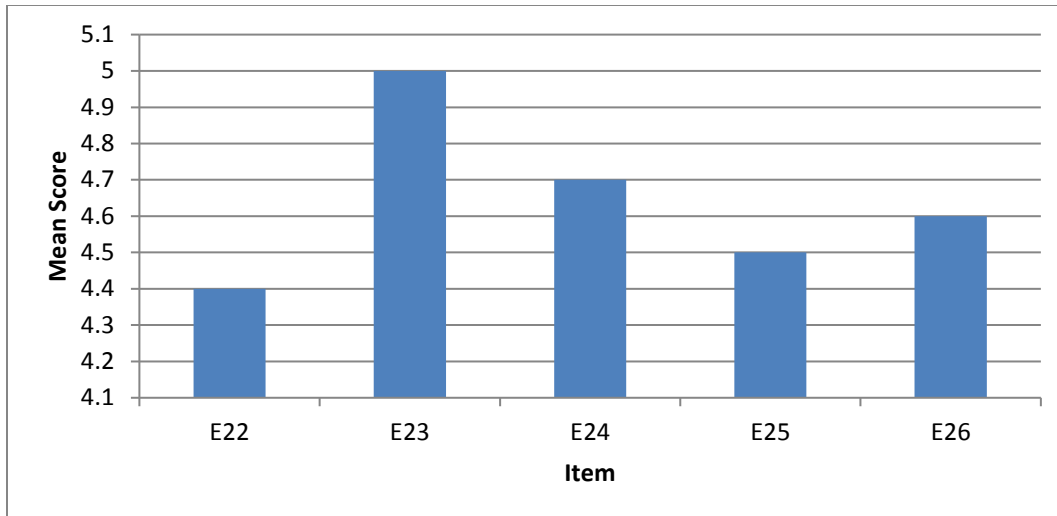


Figure 6.64: Communication mean scores
(Source: Own)

Items B22 to B26 asked managers to give their perceptions of communication issues. The PCA with Varimax rotation showed a KMO of 0.807 and Bartlett's sphericity of $p < 0.0005$ suggesting that fewer factors were plausible. One factor which explained 70.47% of the variance present and which had a Cronbach reliability of 0.892 was formed. The items with factor loadings and mean scores are given in Table 6.91.

Table 6.91: Items in the managers' perception of the of the communication of the municipality

Item	Description: Communication	Loading	Mean
E22	The public receive accurate and up-to-date information about services they are entitled to.	.88	4.44
E25	Reports are widely published.	.87	4.49
E23	Local media is used to inform the public on matters concerning them.	.85	4.99
E24	Information is given in languages that the public understand.	.83	4.73

Item	Description: Communication	Loading	Mean
E26	Use of "suggestion boxes" helps the public in the participatory and service delivery processes.	.76	4.63
Average		.84	4.66

(Source: Own)

The mean score of 4.66 and median of 4.70 shows an uncertainty in opinion among managers regarding the communication of the municipality with the community. Item E23 (Local media is used to inform the public on matters concerning them) had the highest mean score, namely 4.99, showing partial agreement that local media were used to inform the public on matters concerning them. Item E22 (The public receive accurate and up-to-date information about services they are entitled to) had the lowest mean of 4.44 which again reflects an uncertainty as to whether the public received up-to-date information about the services they were entitled to. The data distribution of the items in this factor are shown in Figure 6.65 and it is slightly negatively skew (skewness = -0.469; S.E. = 0.17z = -0.27) with the mean of 4.66 being lower than the median of 4.70.

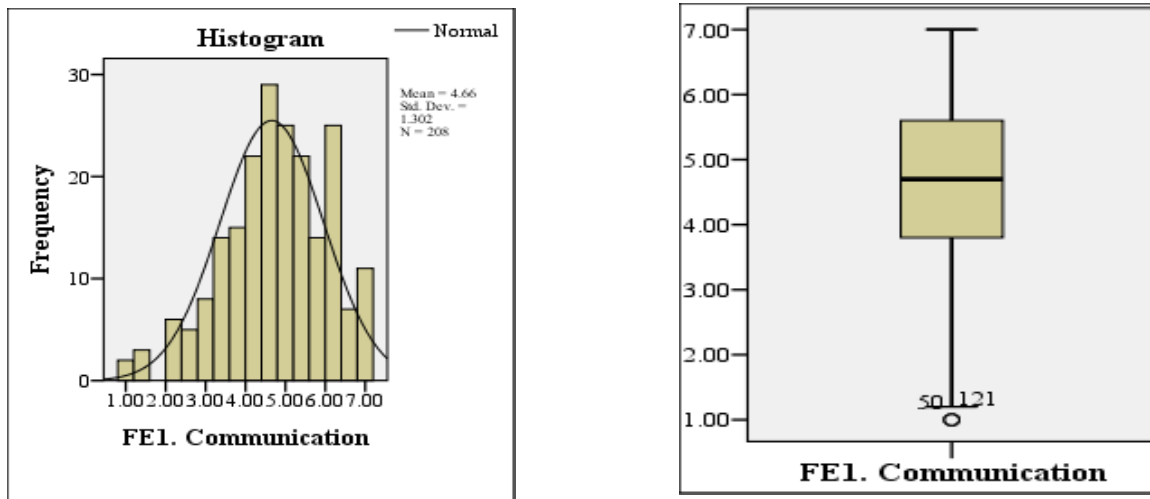


Figure 6.65: Histogram and boxplot showing the data distribution of the managers' perception communication issues regarding service delivery
(Source: Own)

6.4.5.1 Communication media and service delivery (E27)

6.4.5.1.1 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH RADIO

Table 6.92 shows that the majority answered that they do not receive communication through the radio (69.2%), while 30.8% answered that they do.

Table 6.92: Frequency table of yes and no groups regarding communication through radio

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	64	30.8	30.8	30.8
No	144	69.2	69.2	100.0
Total	208	100.0	100.0	

(Source: Own)

6.4.5.1.2 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH TELEVISION

The appropriate data is given in Table 6.93.

Table 6.93: Frequency table of yes and no groups regarding communication through television

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	38	18.3	18.3	18.3
No	170	81.7	81.7	100.0
Total	208	100.0	100.0	

(Source: Own)

Of the 208 respondents 81.7% answered no, while only 18.3% said that they did receive communication through television.

6.4.5.1.3 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH EMM OFFICES

The relevant frequencies are given in Table 6.94.

Table 6.94: Frequency table of yes and no groups regarding communication through the EMM office

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	162	77.9	77.9	77.9
No	46	22.1	22.1	100.0
Total	208	100.0	100.0	

(Source: Own)

Table 6.93 shows that the majority (77.9%) answered that they had received communication regarding municipal service delivery issues from the EMM office. There were 22.1% who indicated that they had not received any communication regarding service delivery from the EMM offices.

6.4.5.1.4 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH NEWSPAPERS

The frequency data relevant to this item are given in Table 6.95.

Table 6.95: Frequency table of yes and no groups regarding communication through newspapers

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	96	46.2	46.2	46.2
No	112	53.8	53.8	100.0
Total	208	100.0	100.0	

(Source: Own)

Of the total number of responses received, 46.2% said that they had received communication through newspapers, while 53.8% said no communication was received through newspapers.

6.4.5.1.5 COMMUNICATION REGARDING SERVICE DELIVERY THROUGH CELL PHONES

The frequency data relevant to this item are given in Table 6.96.

Table 6.96: Frequency table of yes and no groups regarding communication through cell phones

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	82	39.4	39.4	39.4
No	126	60.6	60.6	100.0
Total	208	100.0	100.0	

(Source: Own)

The frequency table shows that 39.4% indicated yes, while 60.6% said no they had not received any such communication.

6.4.5.1.6 WHICH OFFICIAL LANGUAGE IS USED TO COMMUNICATE SERVICE DELIVERY ISSUES?

Although respondents were provided with all official languages to respond to, only six categories received responses of which one was no answer provided. These are indicated in Table 6.97.

Table 6.97: Frequencies of communication in official language

	Frequency	Percent	Valid Percent	Cumulative Percent
0	9	4.3	6.0	6.0
Afrikaans	2	1.0	1.3	7.3

	Frequency	Percent	Valid Percent	Cumulative Percent
English	136	65.4	90.7	98.0
Pedi	1	.5	.7	98.7
Swati	1	.5	.7	99.3
Xhosa	1	.5	.7	100.0
Total	150	72.1	100.0	
Missing	58	27.9		
Total	208	100.0		

(Source: Own)

The vast majority (65.4%) indicated English was the language of communication. This seems logical as English is the language of practical use for most municipalities.

6.4.6 Factor analysis of knowledge and social background (Section F) of the questionnaire

According to the Table 6.98 and Figure 6.66, the managers agreed with all the statements.

Table 6.98: Knowledge and social background mean scores

(Source: Own)

F. Knowledge and social background	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	29. The public is generally knowledgeable about service delivery issues	5 (2.4)	36 (17.3)	40 (19.2)	30 (14.4)	49 (23.6)	32 (15.4)	16 (7.7)	4.2	1.6	4	1.5 (.074)
30. Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery	5 (2.4)	7 (3.4)	9 (4.3)	21 (10.1)	49 (23.6)	70 (33.7)	47 (22.6)	5.4	1.4	6	14.1 (.000)	Reject (Agree)
31. Social disparity / inequalities deter participation and service delivery.	4 (1.9)	15 (7.2)	8 (3.9)	37 (17.8)	31 (14.9)	66 (31.7)	46 (22.1)	5.2	1.6	6	10.6 (.000)	Reject (Agree)

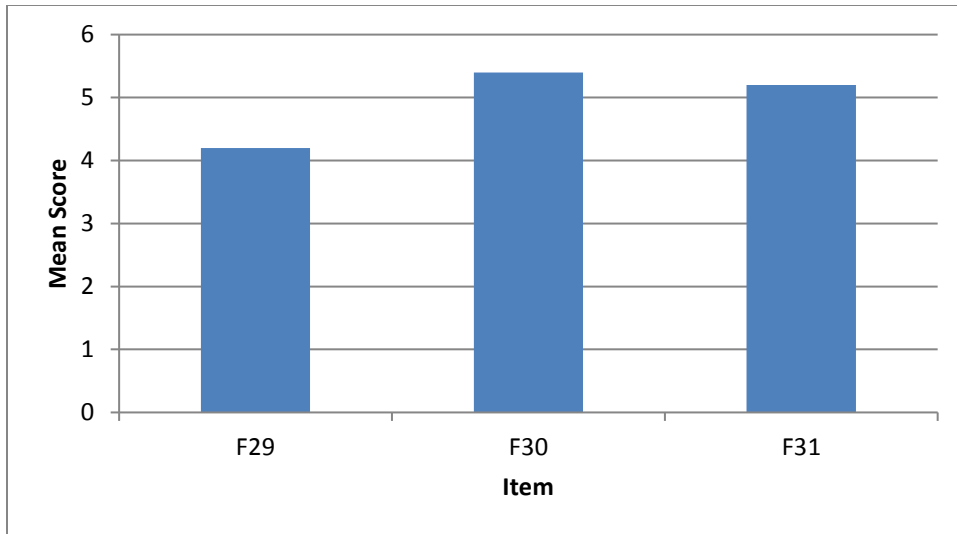


Figure 6.66: Knowledge and social background mean scores
(Source: Own)

There were three items which probed perceptions of knowledge and social background as the cause of service delivery issues. As F30 (The public are generally knowledgeable about service delivery issues) was negatively correlated its scale was first reversed and as the KMO value showed no change and its communality was below 0.3 it was removed from the factor analytic procedure. The resulting KMO was low at 0.560 and the Bartlett's sphericity of $p < 0.0005$ was significant showing that a reduction of variables was feasible. One factor resulted which explained 77.93% of the variance present and had a Cronbach reliability of 0.714. The two items and their loadings and mean scores are given in Table 6.99.

Table 6.99: Items in the managers' perception of the of the lack of knowledge and social background influencing service delivery issues

Item	Description: Lack of knowledge and social background	Loading	Mean
F30	Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery issues	.883	5.40
F31	Social disparity/inequalities deter participation and service delivery	.883	5.19
Average		.883	5.30

(Source: Own)

The mean of 5.30 and median of 5.50 shows that the managers partially agreed with the lack of knowledge and social background issues factor. However, two items are insufficient to capture the complexity of an issue such as social background and its influence on service delivery issues. It is likely that they will influence such service delivery issues. The distribution of data which is negatively skew is given in Figure 6.67.

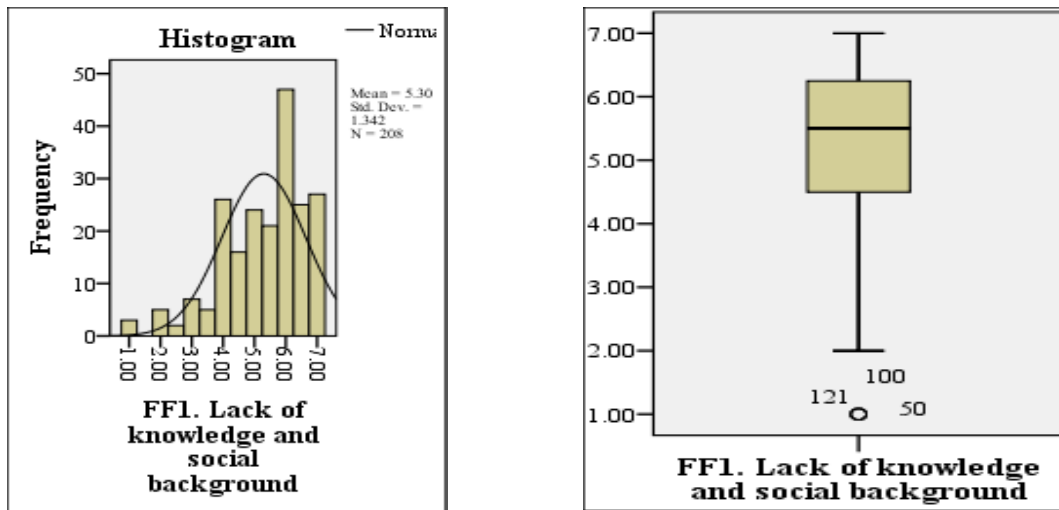


Figure 6.67: Histogram and boxplot showing the data distribution of the managers' perception of knowledge and social background regarding service delivery issues

(Source: Own)

6.4.7 Factor analysis of power struggles (Section G) of the questionnaire

According to Table 6.100 and Figure 6.68, the WCMs agreed with all the statements about power struggles, except statement G36 (A healthy relationship exists between municipality and communities) which they disagreed with, and statement G37 (A healthy relationship exists between municipality and ward communities), which they were undecided about.

Table 6.100: Power struggle mean scores

G. Power Struggles	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	32. Party politics deter public participation	4 (1.9)	21 (10.1)	8 (3.9)	47 (22.6)	37 (17.8)	48 (23.1)					
33. Party politics hamper service delivery	4 (1.9)	23 (11.1)	5 (2.4)	27 (13.0)	39 (18.8)	58 (27.9)	52 (25.0)	5.2	1.7	6	10.3 (.000)	Reject (Agree)
34. There are power struggles in public participation	4 (1.9)	19 (9.1)	7 (3.4)	41 (19.7)	46 (22.1)	50 (24.0)	41 (19.7)	5.0	1.6	5	9.3 (.000)	Reject (Agree)
35. There are power struggles in service delivery	4 (1.9)	27 (13.0)	8 (3.9)	35 (16.8)	44 (21.2)	64 (30.8)27	26 (12.5)	4.8	1.6	5	7.6 (.000)	Reject (Agree)
36. A healthy relationship exists between municipality and communities	13 (6.3)	25 (12.0)	36 (17.3)	70 (33.7)	36 (17.3)	21 (10.1)	7 (3.4)	3.9	1.4	4	-1.2 (.107)	Reject (Disagree)
37. A healthy relationship exists between municipality and ward communities	8 (3.9)	22 (10.6)	29 (13.9)	80 (38.5)	32 (15.4)	28 (13.5)	9 (4.3)	4.1	1.4	4	.9 (.189)	Accept (Neutral)

(Source: Own)

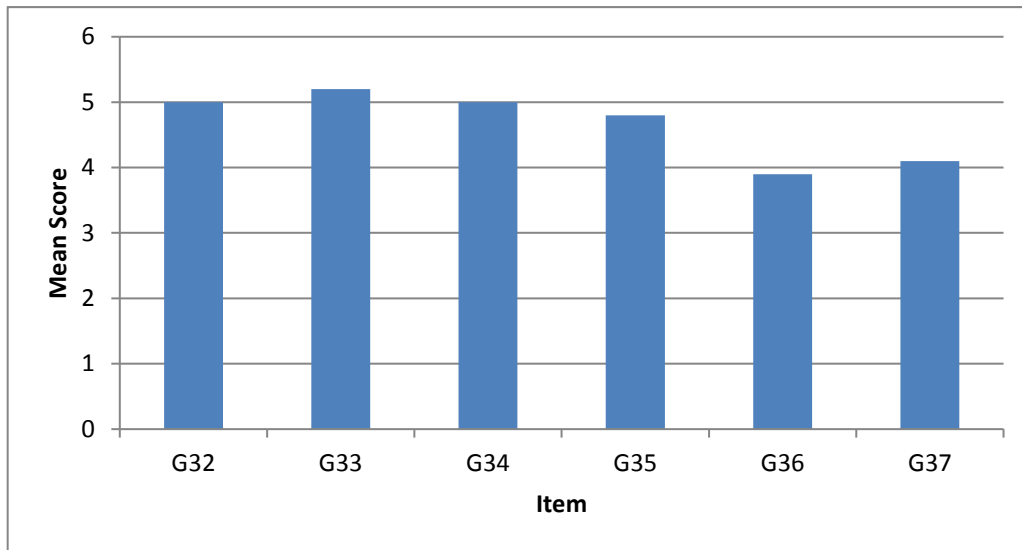


Figure 6.68: Power struggle mean scores
(Source: Own)

There were six items which asked perceptions about power struggles and service delivery. Two items asked about the presence of healthy relationships between various participating groups and as such they did not address power struggles in party politics directly. The first PCA procedure with Varimax rotation thus resulted in two first order factors. The first was related to aspects which facilitated or enhanced service delivery issues, whilst the second impeded service delivery. Therefore, the scale of G36 and G37 was reversed and the resulting KMO of 0.60 and Bartlett's sphericity of $p < 0.0005$ suggested fewer factors would be formed. One factor resulted which was named power struggles and which explained 66.47% of the variance present. It had a Cronbach reliability of 0.861, a mean of 4.68 and median of 4.67. It was named power struggles and issues of service delivery. The factor loadings of its items and mean scores are given in Table 6.101 and its data distribution in Figure 6.69.

Table 6.101: Items in the managers' perception of power struggles on service delivery issues

Item	Description: Power struggles	Loading	Mean
G33	Party politics hamper service delivery	.89	5.19
G34	There are power struggles in public participation	.88	5.02
G35	There are power struggles in service delivery	.88	4.85
G32	Party politics deter public participation in your wards	.84	4.96
G36R	A healthy relationship exists between ward committees and communities	.80	4.13
G37R	A healthy relationship exists between local government and ward committees	.75	3.91
Average		.84	4.68

(Source: Own)

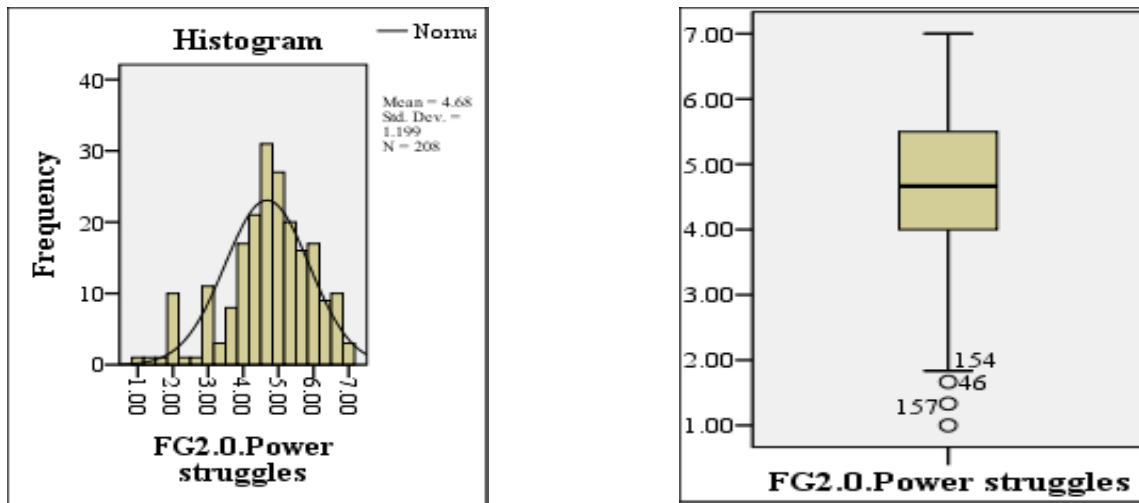


Figure 6.69: Histogram and boxplot showing the data distribution of the managers' perception of power struggles and service delivery issues

(Source: Own)

The mean of 4.68 and median of 4.67 show uncertainty with respect to power struggles and service delivery issues on the part of managers. Item G33 (Party politics hamper service delivery) had the highest mean of 5.19 showing partial agreement with this item. Item G37R (A healthy relationship exists between local government and ward committees) had the lowest mean of 3.91 which on the reversed scale shows partial

disagreement. The lack of a healthy relationship could have many reasons, but party politics was likely to be one of the main causes of this unhealthy relationship as the local government had to implement the mandate of the governing political party and ward committees often have members from the minority parties.

6.4.8 Factor analysis of gender representation (Section H) of the questionnaire

According to the Table 6.102, the managers agreed with all the statements about gender representation. See Figure 6.70.

Table 6.102: Gender representation mean scores

H. Gender Representation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
38. Women and men are equally represented in public participation forum.	10 (4.8)	22 (10.6)	14 (6.7)	66 (31.7)	44 (21.2)	40 (19.2)	12 (5.8)	4.3	1.5	4	3.3 (.001)	Reject (Agree)
39. Women and men are equally included in the decision making processes on service they receive.	11 (5.3)	20 (9.6)	12 (5.8)	55 (26.4)	47 (22.6)	47 (22.6)	16 (7.7)	4.5	1.6	5	4.6 (.000)	Reject (Agree)
40. Contribution of women groups helps the participatory and service delivery process.	2 (1.0)	6 (2.9)	10 (4.8)	66 (31.7)	37 (17.8)	63 (30.3)	23 (11.1)	5.0	1.3	5	10.3 (.000)	Reject (Agree)

(Source: Own)

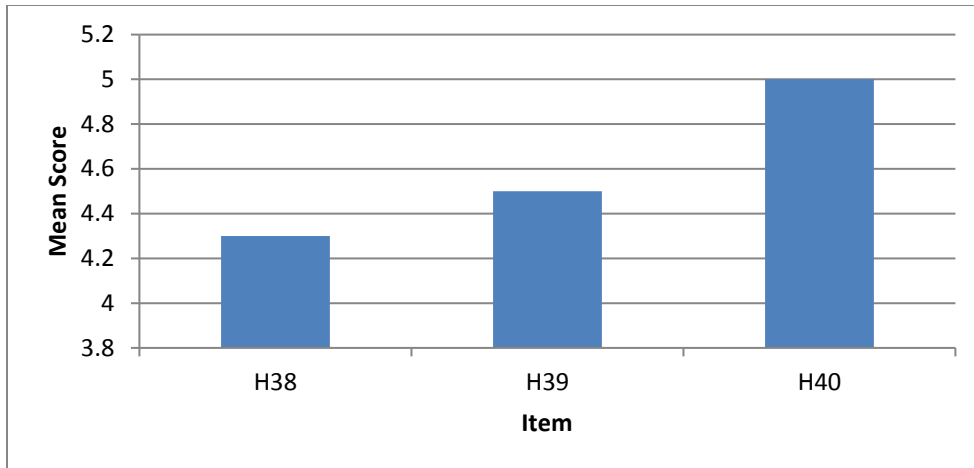


Figure 6.70: Gender representation mean scores
(Source: Own)

Section H of the questionnaire contained three items which probed managers' perceptions about gender representation issues. An initial PCA with Varimax rotation had a KMO of 0.59 and Bartlett's sphericity of $p < 0.0005$ suggesting that such a procedure would result in a more parsimonious number of factors. One factor resulted which explained 71.38% of the variance present and had a Cronbach reliability of 0.796. It was named gender representation (FH1) and its items and factor loadings are given in Table 6.103 and data distribution in Figure 6.71.

Table 6.103: Items in the managers' perception of gender representation on service delivery issues

Item	Description: Gender representation	Loading	Mean
H39	Women and men are equally included in the decision making processes on service they receive.	.93	4.35
H38	Women and men are equally represented in public participation forum	.91	4.50
H40	Contribution of women groups helps the participatory and service delivery process.	.66	4.96
Average		.84	4.60

(Source: Own)

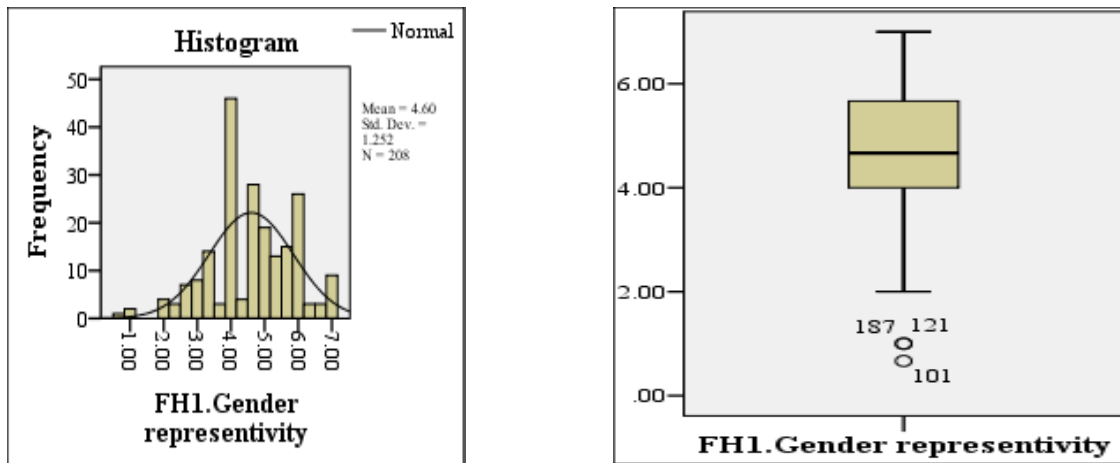


Figure 6.71: Histogram and boxplot showing the data distribution of the managers' perception of gender representation and service delivery issues (Source: Own)

The mean score of 4.60 and median of 4.67 indicated an uncertainty among managers with respect to their agreement with the items in this factor. Item H40 (Contribution of women groups helps the participatory and service delivery process) had the highest mean of 4.96 suggesting partial agreement with this item while H39 (Contribution of women groups helps the participatory and service delivery process) had the lowest mean of 4.35 showing an uncertainty as to whether the contribution of women helped the participatory and service delivery process. One would have expected a higher mean score for this item as participation on its own would be likely to provide a feeling of greater involvement of community officials.

6.4.8.1 General impression about state of service delivery in EMM

Table 6.104 and Figure 6.72 indicate that the managers disagreed with statement I41 (Services are on track and there is no need for public protests), but agreed with statement I42 (Have you ever suffered due to service delivery failures?).

Table 6.104: General impression about state of service delivery

I. General Impression about state of service delivery in the EMM	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	41. Services are on track and there is no need for public protests.	27 (13.0)	52 (25.0)	28 (13.5)	31 (14.9)	37 (17.8)	23 (11.1)	10 (4.8)	3.5	1.8	3	-3.9 (.000)
42. Have you ever suffered due to service delivery failures?	13 (6.3)	21 (10.1)	11 (5.3)	19 (9.1)	44 (21.2)	64 (30.8)	36 (17.3)	4.9	1.8	5	7.3 (.000)	Reject (Agree)

(Source: Own)

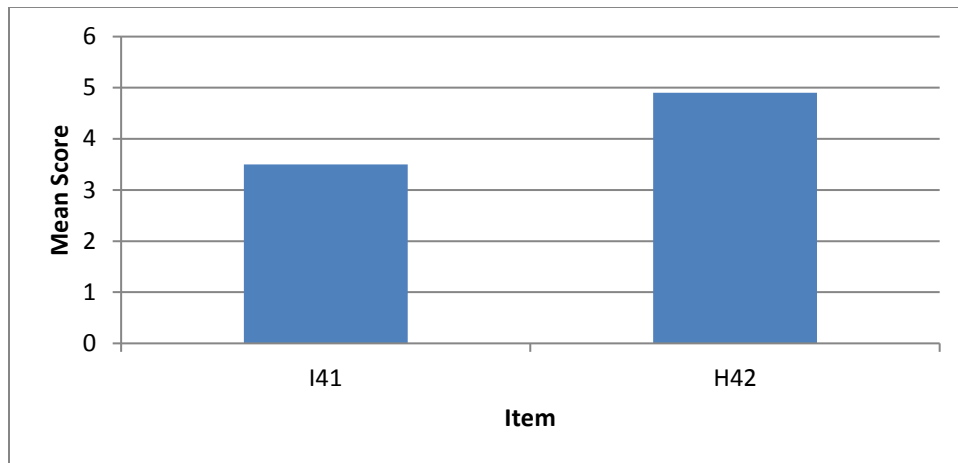


Figure 6.72: General impression about state of service delivery
(Source: Own)

6.4.9 Factor structure of the items in the sample of managers

The seven factors identified in the literature were confirmed through factor analysis and the mean scores obtained by the items in these factors are briefly discussed.

- i. **Public participation.** The factor mean score of 4.32 indicated an uncertain perception about public participation on the part of the managers. The statement with the highest mean of 4.81 was “Community problems are taken seriously by the municipality” indicating a tendency towards partial agreement. The item with the lowest mean score of 3.83 was the statement “You are regularly consulted on service delivery matters that affect you” implying partial disagreement with the statement. This could indicate a lack of collaboration from senior management or managers hiding behind their own incompetence and not accepting responsibility for solving service delivery problems which pertains to their particular department.
- ii. **Accountability and transparency.** The factor mean score of 4.39 showed an uncertain opinion for this factor. The item “The Municipality is clear about the cost of the services they provide” had the highest mean score of 4.77 which suggested that managers partially agreed with this statement. The lowest mean score of 4.00 was for statement “The Municipality shifts the blame to appointed contractors for

failures”, indicating uncertainty. This probably implies that some Departments were perceived to shift the blame for poor service delivery to service providers.

About 32% of the respondents were dissatisfied with the way the municipality takes complete responsibility for service delivery failures, compared to 38.0% who were satisfied.

- iii. **People centeredness.** The factor mean score of 4.32 indicated that the respondents were uncertain about the “people centeredness” of the municipality. The item D20 “The Municipality listens to the concerns of the people” (4.52) had the highest mean score, whereas the statement “Complaints are resolved fast and efficiently” had the lowest mean of 3.93. These results implied that managers in general were uncertain about the extent to which the municipality focused on people centeredness.
- iv. **Communication.** The factor mean score of 4.66 indicated uncertainty regarding the communication of the municipality with the community among the sample of managers. The item “Local media is used to inform the public on matters concerning them” had the highest mean score of 4.99, indicating partial agreement with this statement. The item “The public receive accurate and up-to-date information about services they are entitled to” had the lowest mean of 4.44 which again reflected an uncertainty as to whether the public received up-to-date information about the services they were entitled to or not.

About 31% of the respondents received communication through the radio, 18.3% through television, the majority (77.9%) received communication from the EMM office, 46.2% through newspapers while 39.4% received communication through cell phone. The majority (65.4%) of the respondents indicated that English was the language of communication.

- v. **Knowledge and social background.** The mean score of 5.30 for the items in this factor indicated that the respondents partially agreed with the statements of the factor in general. The two statements that were used to measure this construct were “Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery issues” (5.40) and “Social disparity/inequalities deter participation and service delivery” (5.19).

- vi. **Power struggles.** The mean score of 4.68 indicated uncertainty with respect to power struggles and service delivery issues by the managers. “Party politics hamper service delivery” had the highest mean of 5.19 implying a partial agreement whereas the statement “A healthy relationship exists between local government and ward committees” had the lowest mean of 3.91 which on the reversed scale indicated a partial disagreement. Party politics was likely to have been the reason for the lack of a healthy relationship between the local government and ward committees, as the local government had to implement the mandate of the governing political party even when ward committees had a large number of members from the minority parties.

- vii. **Gender Representation.** The mean score of 4.60 indicated an uncertainty among managers about the statements in this factor. “The contribution of women helps the participatory and service delivery process” had the highest mean of 4.96 suggesting a partial agreement, while “The contribution of women helps the participatory and service delivery process” had the lowest mean of 4.35 indicating an uncertainty as to whether the contribution of women helped the participatory and service delivery process or not.

6.4.9.1 Final factor analytic model

These factors were collapsed using the factor analytic process into two major factors, namely:

1. factors that facilitate effective service delivery processes; and
2. factors that impede effective service delivery.

The final factor analytic model for managers and businesses combined (see Figure 6.73) suggested that if the impeding political forces increase by one standard deviation then the processes which facilitate service delivery could decrease by 0.33 standard deviation units. This may imply that party politics could impede service delivery if party politics become the predominant factor used when settling disagreements. It can also be seen that public participation indirectly influences gender representation through the transparency and accountability factors. So, gender representation is influenced by both participation and transparency and accountability in an indirect way, suggesting the importance of these two factors in gender representation.

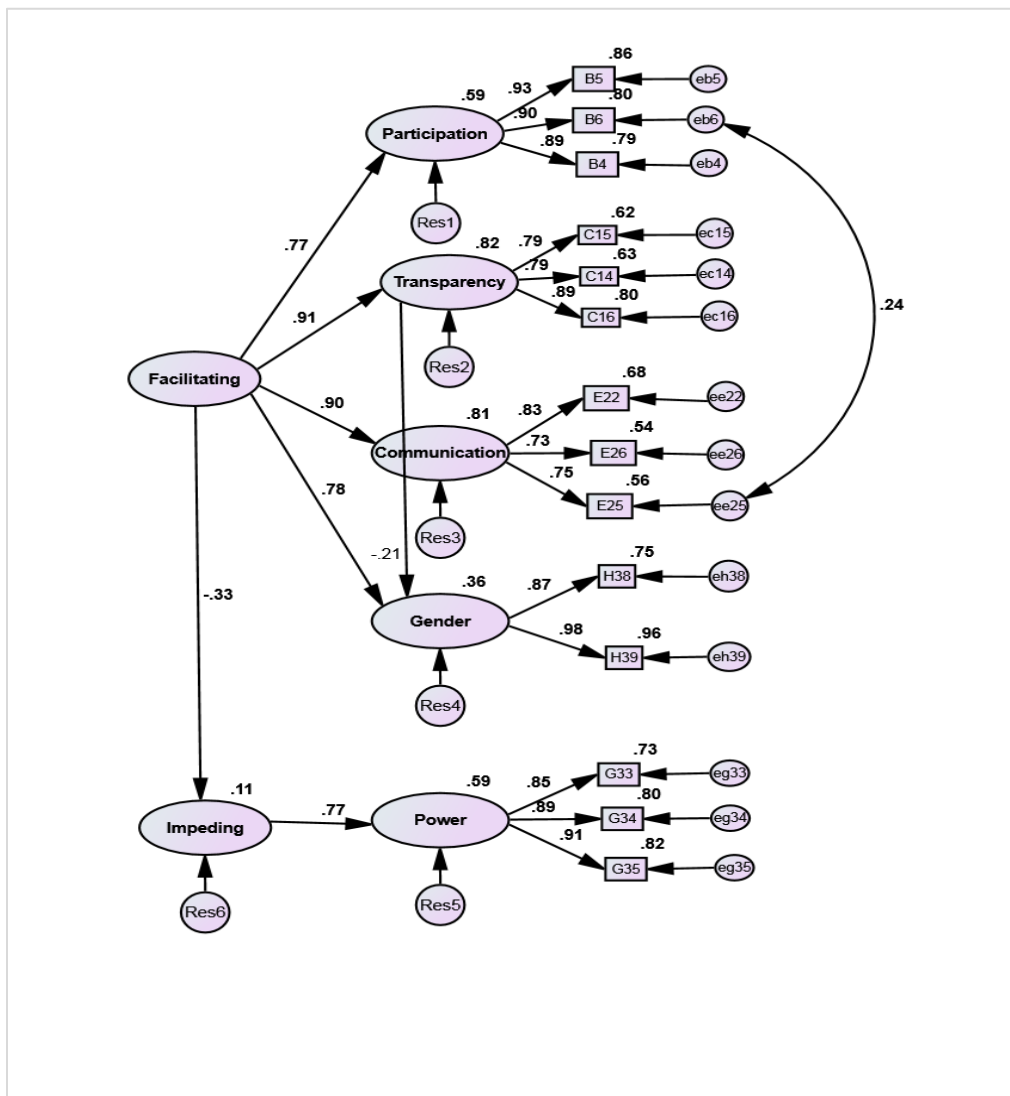


Figure 6.73: A model to optimise managers and businesses perception of effective service delivery (Source: Own)

The model indicates that facilitation of service delivery processes is enhanced by the factors public participation, transparency and accountability, communication (which is characterised by participative and reflective openness and where the public are informed about all public services they are entitled to in an honest way), gender representation (which allows for the equal participation of males and females in decision making), and power struggles (which should be minimised by getting people focusing on what is important and not making use of majorities to get motions accepted). Issues regarding service delivery should be debated in a way that allows all groups to have their opinion properly taken into account. All these factors are correlated with one another and should therefore be viewed holistically against a background of social inequalities and person centeredness, as these issues will also influence perceptions of service delivery.

6.4.10 Associations between the factors and various community groups in the sample of managers

Gender, education, age and place of residence were not associated with the major factors. Race was associated with the first-order factors of communication, gender representation, transparency and accountability, public participation and people centeredness. The largest differences were between Black managers and the White managers for transparency and accountability, public participation, people centeredness, power struggles and healthy relationships.

For power struggles, Indians had the highest mean score (5.60) with a tendency towards agreeing with the factor. Whites had the second largest mean score, partially agreeing with the factor, whereas Black respondents had the lowest mean score, agreeing to the smallest extent with the factor.

The length of residing in the region was associated only with the “facilitating” second-order factor. The respondents with shortest time of residence in the region had the highest mean scores on this factor, agreeing most strongly with the factor, whilst those with the longest term of residence had the lowest mean scores, agreeing least strongly with the factor.

The managers who claimed very good knowledge of the *Batho Pele* principles also had the highest factor mean scores and hence agreed more strongly with the five first-order factors involved with the “facilitating” factor than those who claimed not to have good knowledge of the principles. It is thus clear that managers’ knowledge of the *Batho Pele* principles was associated with the factors involved with effective service delivery. The better the perceived knowledge of the principles by the managers, the greater the agreement with the factors involved. The issues of the impeding factor also differed mainly between the managers who had good knowledge of the *Batho Pele* principles and those who had little or poor knowledge of these principles. It was clear that those with good knowledge of the *Batho Pele* principles agreed to the smallest extent with the power struggles factor which impedes effective service delivery. Blacks were mainly associated with very good knowledge of *Batho Pele* principles while Whites were mainly associated with little or poor knowledge of these principles.

Healthy relationships and power struggles factors were negatively correlated with the other five factors. This might imply for example that when the “power struggles” factor increases, the factors facilitating service delivery will decrease.

6.4.11 Synthesis of factor analyses

The various factor analytic procedures discussed above suggested that there were seven sub-dimensions or factors which influenced effective service delivery issues in the EMM according to the perceptions of managers. So, a second-order PCA with Varimax rotation could show a further reduction to a more parsimonious number of factors. Two factors resulted. The first was named factors that facilitated service delivery in the EMM (F2.1) and the second was named factors that impeded service delivery in the EMM (F2.2). It can thus be concluded that the structure of aspects influencing managers’ perceptions of service delivery issues in the EMM are founded on:

- factors that facilitated service delivery with a Cronbach reliability of 0.940 containing 22 items (F2.1); and

- factors that impeded service delivery with a Cronbach reliability of 0.831 (F2.2).

The first-order factors contained in these second-order factors or dimensions are given in Table 6.105 and the data distribution in figures 6.74 and 6.75.

Table 6.105: Factors involved in managers' perceptions of effective service delivery in the EMM

Factor	Description	Loading	Loading
FD1	People centeredness	.89	
FC1	Accountability and transparency	.89	
FE1	Communication	.87	
FB1	Public participation	.85	
FH1	Gender representivity	.75	
FF1	Lack of knowledge and social background		.90
FG2.0	Power struggles		.67
Average		.85	.78

(Source: Own)

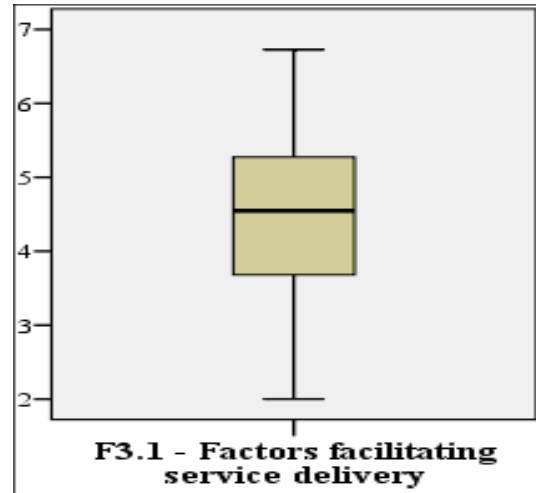
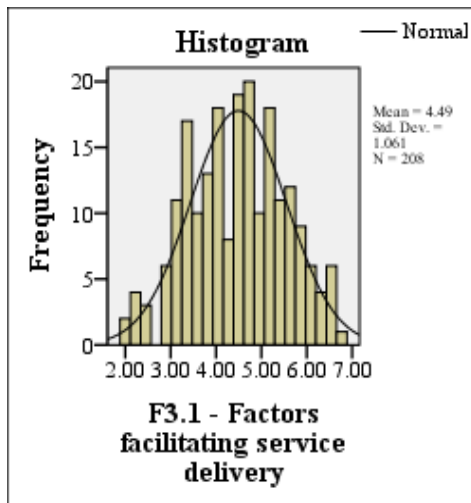


Figure 6.74: Histogram and boxplot of managers' perceptions of factors facilitating service delivery issues (Source: Own)

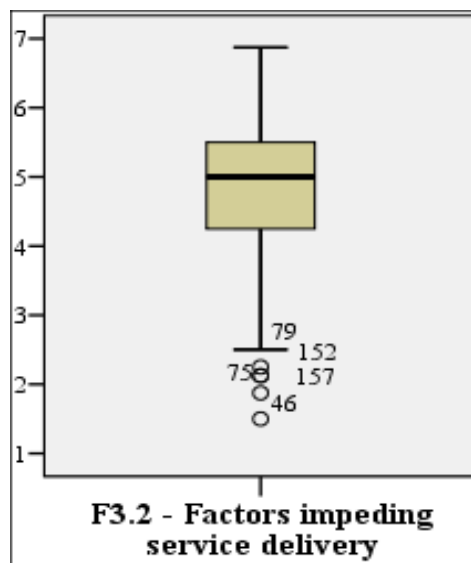
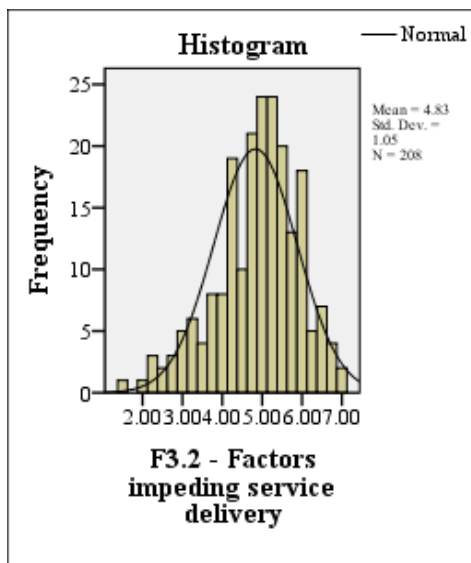


Figure 6.75: Histogram and boxplot of managers' perceptions of factors impeding service delivery (Source: Own)

6.4.12 Inferential statistics

The two second-order factors, which facilitated (F2.1) and impeded (F2.2) service delivery served as the dependent variables and the various independent groups in Section A of the questionnaire acted as independent variables. The independent variables were grouped into categories and in this sense the researcher manipulated them and as such

they are really quasi-independent variables. Inferential statistical testing was used to search for possible associations between the factors and the independent groupings. Hypotheses were similar to those used for businesses and the public and will not be set again. As two dependent variables factors were utilised, multivariate tests could be used to determine whether differences were present at this level. Should any significant differences be present when the two variables were tested together then further testing could be conducted at the univariate level.

6.4.12.1 Testing using two independent groups

6.4.12.1.1 GENDER

The factor mean scores obtained by male and female respondents were:

[$F_{2.1} - \bar{X}_{Males} = 4.51; \bar{X}_{Females} = 4.66; Shapiro - Wilk_M = 0.986; p > 0.05; Shapiro - Wilk_F = 0.984; p > 0.05; F_{2.2} - \bar{X}_{Males} = 4.75; \bar{X}_{Females} = 4.93; Shapiro - Wilk_M = 0.980; p > 0.05; Shapiro - Wilk_F = 0.798; p > 0.05; \Lambda(2,203) = 0.993; p > 0.05;$]

Thus although female respondents obtained higher factor means on both the facilitating and impeding factors, these scores were not statistically significantly different from one another. As no differences were present at this multifactorial level no further testing was necessary.

6.4.12.1.2 TYPE OF DWELLING YOU RESIDE IN (A7REC)

The two categories applicable were houses or townhouses. The results obtained were:

($F_{2.1} - \bar{X}_H = 4.48; \bar{X}_{TH} = 4.58; Shapiro - Wilk_H = 0.988; p > 0.05; S - W_T = 0.943; p > 0.05; F_{2.2} - \bar{X}_H = 4.83; \bar{X}_{TH} = 4.97; S - W_H = 0.972; p < 0.05; S - W_T; p > 0.05 = 0.975; \Lambda(2,203) = 0.995; p > 0.05$]

As the probability value (p) is greater than 0.05 there were no statistically significant differences between managers who resided in houses and those who resided in

townhouses with respect to the two service delivery factors. The null hypothesis could not be rejected.

6.4.12.1.3 HIGHEST EDUCATIONAL QUALIFICATION OBTAINED (A4REC)

There were two categories involved namely managers who had matriculation in one group and managers who had a diploma or a degree or higher educational qualification in the second group.

The multivariate test results using Wilk's Lambda were:

$$(F_{2.1} - \bar{X}_{M/D} = 4.32; \bar{X}_{D+} = 4.55; F_{2.2} - \bar{X}_{M/D} = 4.92; \bar{X}_{D+} = 4.80; \Lambda(2,205) = 0.995; p > 0.05)$$

The null hypothesis thus could not be rejected as there were no statistically significant differences at the multivariate level. With respect to the facilitating factor (F2.1), both groups were undecided as they also were for the impeding factor (F2.2).

6.4.12.2 Three or more independent groups

Multivariate testing was conducted using Wilk's Lambda, while univariate tests used ANOVA and for pair-wise comparisons the Hochberg GT2 test were utilised.

6.4.12.2.1 AGE (A2REC)

The youngest age group of 19 to 35 years had only 16 managers and this could influence the results, as the other age groups who were more balanced in numbers. No significant statistical differences could be found between the four age groups at the multifactorial level. The results were as follows:

$$[F_{2.1} - \bar{X}_{19-35} = 4.59; \bar{X}_{36-45} = 4.47; \bar{X}_{46-55} = 4.48; \bar{X}_{56+} = 4.49; \\ F_{2.2} - \bar{X}_{19-35} = 5.16; \bar{X}_{36-45} = 4.72; \bar{X}_{46-55} = 4.80; \bar{X}_{56+} = 4.94 \\ \Lambda(6,408) = 0.980; p > 0.05]$$

All age groups were undecided tending towards partial agreement with both facilitating and impeding factors.

6.4.12.2.2 RACE (A3)

At the multivariate level there were significant statistical differences between the four race-groups tested together. The appropriate results were:

$[\Lambda(2,203) = 0.891; p < 0.005; r = 0.24; F_{2.1} - F(2,204) = 4.24; p < 0.05; r = 0.24;$

$S-W_B = 0.945; p > 0.05; S-W_C = 0.931; p > 0.05; S-W_I = 0.959; p > 0.05; S-W_W = 0.931; p > 0.05;$

$F_{2.2}(2,204) = 4.77; p < 0.05; r = 0.25; S-W_B = 0.965; p > 0.05; S-W = 832; p > 0.05; S-W_I = 0.572; p > 0.05; S-W_W = 0.958; p > 0.05]$

As there were multifactorial differences tests also had to be conducted at the univariate level. The results for the facilitating factors are provided in Table 6.106.

Table 6.106: Univariate tests for the factors involved in the facilitating factor (F2.1)

Factor	Group	Mean	ANOVA (p-value)	Effect size
FB1-Public participation	Black	4.73	0.001**	0.28
	Coloured	4.52		
	Indian	4.06		
	White	4.42		
FC1 – Transparency and accountability	Black	4.76	0.000**	0.31
	Coloured	4.11		
	Indian	4.07		
	White	3.91		
FD1 – People centeredness	Black	4.63	0.005**	0.24
	Coloured	4.15		
	Indian	4.07		
	White	3.96		
FE1 – Communication	Black	4.77	0.264	-
	Coloured	5.00		
	Indian	4.40		

Factor	Group	Mean	ANOVA (p-value)	Effect size
	White	4.66		
FH1 – Gender representation	Black	4.73	0.214	-
	Coloured	4.90		
	Indian	4.40		
	White	4.45		

** = Statistically significant at the 1% level ($p < 0.005$)

Effect size – $r = 0.1$ to 0.29 is small; $r = 0.30$ to 0.49 moderate; $r = 0.50$ or larger = large
(Source: Own)

The data in Table 6.106 showed that the four race groups differed statistically significantly from one another regarding FB1, FC1 and FD1. There were no significant differences with respect to communication (FE1) and Gender representation (FH1). The largest effect size was between FC1 (Transparency and accountability) and the four racial groups, followed by public participation (FB1) and people centeredness (FD1). In order to determine which of the racial groups were involved in these differences in factor means one needs to do a pair-wise comparison. This researcher decided to use Hochberg's GT2 test, as it allows for large differences in-group numbers (Field, 2009: 374). The appropriate results are given in Table 6.107.

Table 6.107: Pair-wise comparison of the four race groups with FB1, FC1 and FD1

Factor	Group	Mean	Hochberg GT2				
				1	2	3	4
FB1- Public participation	Black	4.73	1	/	-	-	**
	Coloured	4.52	2	-	/	-	-
	Indian	4.06	3	-	-	/	-
	White	4.42	4	**	-	-	/
FC1- Transparency and accountability	Black	4.76	1	/	-	-	**
	Coloured	4.11	2	-	/	-	-

Factor	Group	Mean	Hochberg GT2				
				1	2	3	4
	Indian	4.07	3	-	-	/	-
	White	3.91	4	**	-	-	/
FD1 – People centeredness	Black	4.63	1	/	-	-	**
	Coloured	4.15	2	-	/	-	-
	Indian	4.07	3	-	-	/	-
	White	3.96	4	**	-	-	/

** = Statistically significant at the 1% level (p<0.005)

(Source: Own)

The data in Table 6.107 indicated that the statistical differences in factor means lay between the Black managers and the White managers and that they differed at the 1% level of statistical significance. It is possible that Black managers in the sample have a different conception to White managers as to what transparency and accountability of municipal officials mean. According to Hofstede (1991:50), Black persons are more collectivistic in nature and hence group loyalty and accountability is important to the group, while White persons are more individualistic in nature and accountability rests with the individual person (Sewlall, 1996:87). The graph in Figure 6.76 shows the differences for transparency and accountability (FC1) clearly.

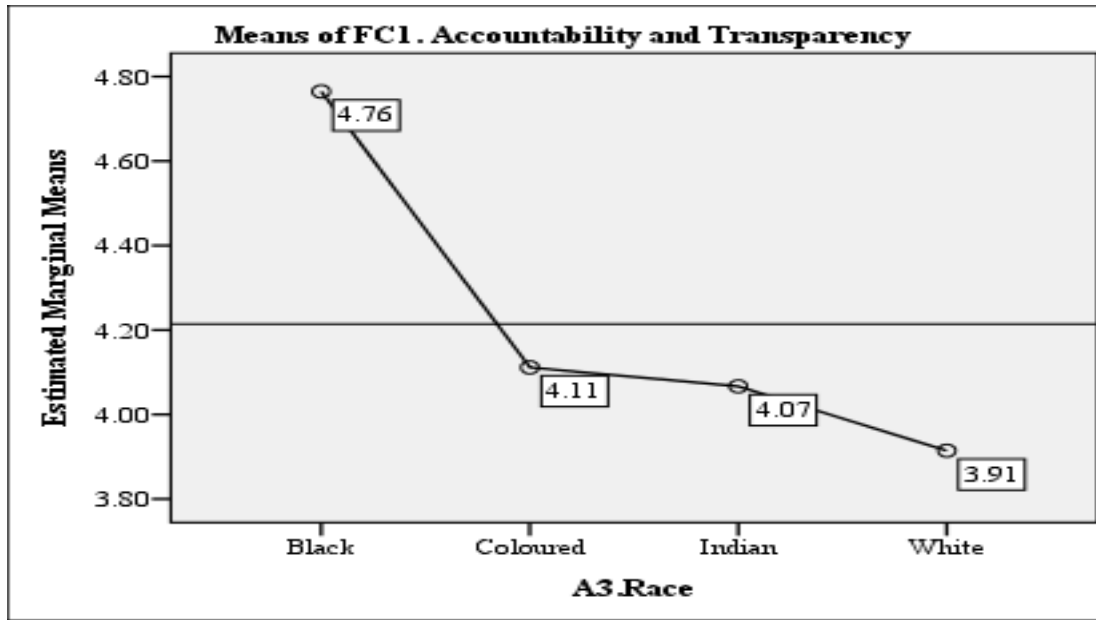


Figure 6.76: Line graph of the mean scores of the four racial groups for the transparency and accountability factor (FC1)
(Source: Own)

With respect to the impeding factor (F2.1) univariate tests are shown in Table 6.108.

Table 6.108: Univariate tests for the factors involved in the impeding factor (F2.2)

Factor	Group	Mean	ANOVA (p-value)	Effect size
FF1- Knowledge and social background	Black	5.38	0.11	-
	Coloured	5.58		
	Indian	5.83		
	White	5.01		
FG2.0- Power struggles	Black	4.40	0.001**	0.28
	Coloured	5.09		
	Indian	5.60		
	White	4.88		

** = Statistically significant at the 1% level ($p < 0.005$)

(Source: Own)

Effect size – $r = 0.1$ to 0.29 is small; $r = 0.30$ to 0.49 moderate; $r = 0.50$ or larger = large

The data in Table 6.108 indicated a statistically significant difference at the 1% level with respect to power struggles and its influence on public participation and healthy relationships (FG2.0). In order to determine which of the four racial groups differed a pair-wise comparison was necessary. The results are given in Table 6.109.

Table 6.109: Pair-wise comparison of the four race groups with the power struggles factor in Table 6.107

Factor	Group	Mean	Hochberg GT2				
			1	2	3	4	
FG2.0 – Power struggles	Black	4.40	1	/	-	**	*
	Coloured	5.09	2	-	/	-	-
	Indian	5.60	3	**	-	/	-
	White	4.88	4	*	-	-	/

** = Statistically significant at the 1% level ($p < 0.005$)

* = Statistically significant at the 5% level ($p > 0.01$ but < 0.05)

(Source: Own)

The data in Table 6.109 indicated that the Indian group had the highest mean score (5.60) and tended towards agreeing with the power struggles factor, while the White group had the second largest factor mean and tended towards partially agreeing with the factor. Black persons had the lowest mean score and agreed to the smallest extent with the factor. The Indians differ from Black persons at the 1% level, whilst White persons differed from Black persons at the 5% level of statistical significance. Similar results were obtained using non-parametric statistics (Blacks vs. Indians $Z = -3.14$; $p < 0.05$; $r = 0.28$; Blacks vs. Whites $Z = -2.84$; $p < 0.05$; $r = 0.21$). According to research conducted by Sewlall (1996:165-166) Indians and Whites have small power distance values (where power distance is the extent to which the less powerful members of organisations within a country expect and accept that power is distributed unequally), whilst Blacks have large power distances. Sewlall (1996:19) indicates that high power distance cultures perceive power as a basic

fact in society and to this end they stress coercive or referent power while low power distance cultures believe that power should only be used when it is legitimate and so, they have a preference for expert or legitimate power.

6.4.12.2.3 HOW LONG HAVE YOU LIVED IN THE REGION? (A6REC)

The multivariate tests indicated that there were significant statistical differences between the groups when the two service delivery factors are considered together. The results of the multivariate test were:

[*Box's M* = 8.13; $p > 0.05$; $\Lambda = 0.946$; $F(4.408) = 2.845$; $p < 0.05$; $r = 0.16$].

As there were differences when the two factors are considered together it was necessary to conduct tests at the univariate level. The results of significant univariate test were as follows:

[F2.1 – $F(2,205) = 5.784$; $p < 0.05$; $r = 0.16$; F2.2 – $F(2,205) = 0.960$; $p > 0.05$; $r = 0.10$]

As the results indicated that the difference was only present in the facilitating factor (F2.1) the univariate test was conducted for the first-order factor belonging to the facilitating factor only.

Table 6.110: Univariate tests for the factors involved in the facilitating factor (F2.1)

Factor	Group	Mean	ANOVA (p-value)	Effect size
FB1 – Public participation	1-10 yrs.	4.57	0.075	-
	11-15 yrs.	4.56		
	16+ yrs.	4.13		
FC1 – Transparency and accountability	1-10 yrs.	4.64	0.004**	0.23
	11-15 yrs.	4.57		
	16+ yrs.	3.99		

Factor	Group	Mean	ANOVA (p-value)	Effect size
FD1 – People centeredness	1-10 yrs.	4.52	0.020*	0.19
	11-15 yrs.	4.53		
	16+ yrs.	3.94		
FE1 – Communication	1-10 yrs.	4.95	0.002**	0.24
	11-15 yrs.	4.77		
	16+ yrs.	4.23		
FH1 – Gender representivity	1-10 yrs.	4.87	0.012**	0.20
	11-15 yrs.	4.62		
	16+ yrs.	4.28		

** = Statistically significant at the 1% level ($p < 0.005$)

Effect size – $r = 0.1$ to 0.29 is small; $r = 0.30$ to 0.49 moderate; $r = 0.50$ or larger = large
(Source: Own)

The data in Table 6.110 show that the three groups for length of residing in a particular region differed statistically significantly from one another with respect to FC1, FD1, FE1 and FH1. In all cases the managers having the shortest term of residence in the region had the highest mean scores and hence they agreed most strongly with the factor, whilst those with the longest term of residence had the lowest mean scores and agreed least strongly with the factor involved. The pair-wise comparisons are shown in Table 6.111.

Table 6.111: Pair-wise comparison of the three lengths of residence groups with the first-order factors involved with facilitating service delivery

Factor	Group	Mean	Hochberg GT2			
				1	2	3
FC1 – Transparency and accountability	1-10 yrs.	4.64	1	/	-	**
	11-15 yrs.	4.57	2	-	/	*
	16+ yrs.	3.99	3	**	*	/
	1-10 yrs.	4.52	1	/	-	*

Factor	Group	Mean	Hochberg GT2			
				1	2	3
FD1 – People centeredness	11-15 yrs.	4.53	2	-	/	-
	16+ yrs.	3.94	3	*	-	/
FE1- Communication	1-10 yrs.	4.95	1	/	-	**
	11-15 yrs.	4.77	2	-	/	-
	16+ yrs.	4.23	3	**	-	/
FH1 – Gender representivity	1-10 yrs.	4.87	1	/	-	**
	11-15 yrs.	4.62	2	-	/	-
	16+ yrs.	4.28	3	**	-	/

** = Statistically significant at the 1% level ($p < 0.005$)

* = Statistically significant at the 5% level ($p > 0.01$ but < 0.05)

(Source: Own)

The data in Table 6.111 indicates that it was mostly the shortest length of residence in a particular area or region that had the highest factor mean score and that they differ statistically significantly from the longest residence group. The mean scores of the three length of residence groups for the accountability and transparency factor is shown in Figure 6.77.

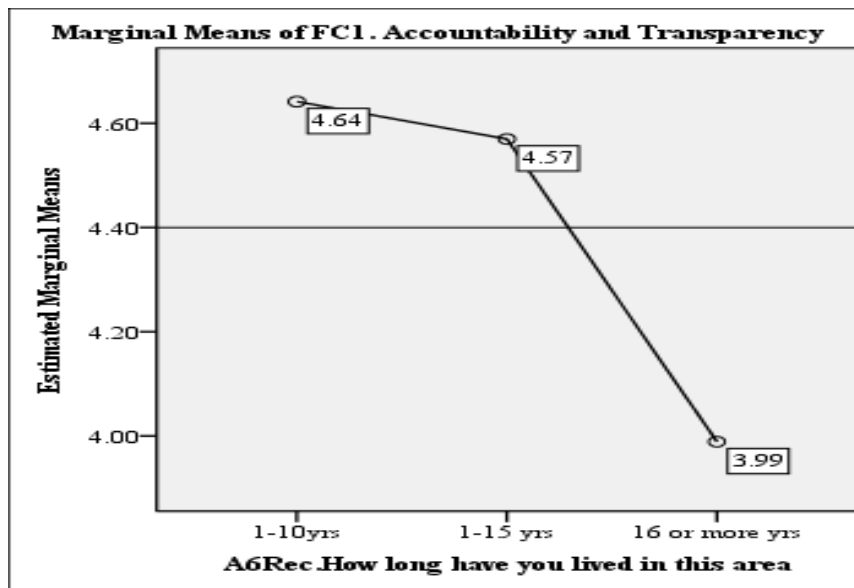


Figure 6.77: Line graph of mean scores of length residence groups with respect to FC1 (Source: Own)

6.4.12.2.4 KNOWLEDGE OF THE BATHO PELE PRINCIPLES (A9 REC)

The three groups regarding knowledge of *Batho Pele* showed significant statistical differences at the multivariate level. The appropriate test results were as follows:

[*Box*; $sM = 12.15$; $p > 0.05$; $\Lambda = 0.771$ $F(4,408) = 0.771$; $p < 0.0005$; $r = 0.35$].

The test results indicated a difference at the multivariate level and so, univariate tests were also conducted. The results at unifactorial level were:

[$F_{2.1} - F(2,205) = 28.31$; $p < 0.0005$; $r = 0.46$; $F_{2.2} - F(2,205) = 8.103$; $p < 0.0005$; $r = 0.27$]

The five first-order factors forming the facilitating factor (F2.1) were firstly tested using ANOVA. The applicable results are given in Table 6.112.

Table 6.112: Univariate tests for the factors involved in the facilitating factor (F2.1)

Factor	Group	Mean	ANOVA (p-value)	Effect size
FB1 – Public participation	Poorly	3.53	0.000**	0.48
	Good	4.34		
	Very good	5.11		
FC1 – Transparency and accountability	Poorly	3.61	0.000**	0.41
	Good	4.41		
	Very good	4.94		
FD1 – People centeredness	Poorly	3.69	0.000**	0.35
	Good	4.17		
	Very good	4.91		
FE1 – Communication	Poorly	3.97	0.000**	0.36
	Good	4.68		
	Very good	5.13		
	Poorly	4.13	0.000**	0.27

Factor	Group	Mean	ANOVA (p-value)	Effect size
FH1 – Gender representation	Good	4.56		
	Very good	4.98		

** = Statistically significant at the 1% level (p<0.005)

Effect size – r =0.1 to 0.29 is small; r =0.30 to 0.49 moderate; r = 0.50 or larger = large

(Source: Own)

The data in Table 6.112 show that the managers who indicated very good knowledge of the *Batho Pele* principles also obtained the highest factor mean scores and hence agreed more strongly with all five of the factors involved with facilitating service delivery than the other groups. As the univariate factors showed significant differences there was a need to conduct post-hoc tests. The results of these are shown in Table 6.113.

Table 6.113: Pair-wise comparison of the three knowledge of Batho Pele principles groups with the first-order factors involved with facilitating service delivery

Factor	Knowledge of Batho Pele	Mean	Hochberg GT2			
				1	2	3
FB1 – Public participation	Poorly	3.53	1	/	**	**
	Good	4.34	2	**	/	**
	Very good	5.11	3	**	**	/
FC1 – Transparency and accountability	Poorly	3.61	1	/	**	**
	Good	4.41	2	**	/	**
	Very good	4.94	3	**	**	/
FD1 – People centeredness	Poorly	3.69	1	/	-	**
	Good	4.17	2	-	/	**
	Very good	4.91	3	**	**	/

Factor	Knowledge of Batho Pele	Mean	Hochberg GT2			
				1	2	3
FE1 – Communication	Poorly	3.97	1	/	**	**
	Good	4.68	2	**	/	-
	Very good	5.13	3	**	-	/
FH1 – Gender representivity	Poorly	4.13	1	/	-	**
	Good	4.56	2	-	/	-
	Very good	4.98	3	**	-	/

** = Statistically significant at the 1% level ($p < 0.005$)

* = Statistically significant at the 5% level ($p > 0.01$ but < 0.05)

(Source: Own)

The data in Table 6.113 indicated that the managers who had the perception that their knowledge of the *Batho Pele* principles was very good mostly differed from the other two groups who indicated good and poor knowledge of the *Batho Pele* principles. The graph in Figure 6.78 indicates a linear relationship between knowledge of *Batho Pele* principles and the public participation (FB1).

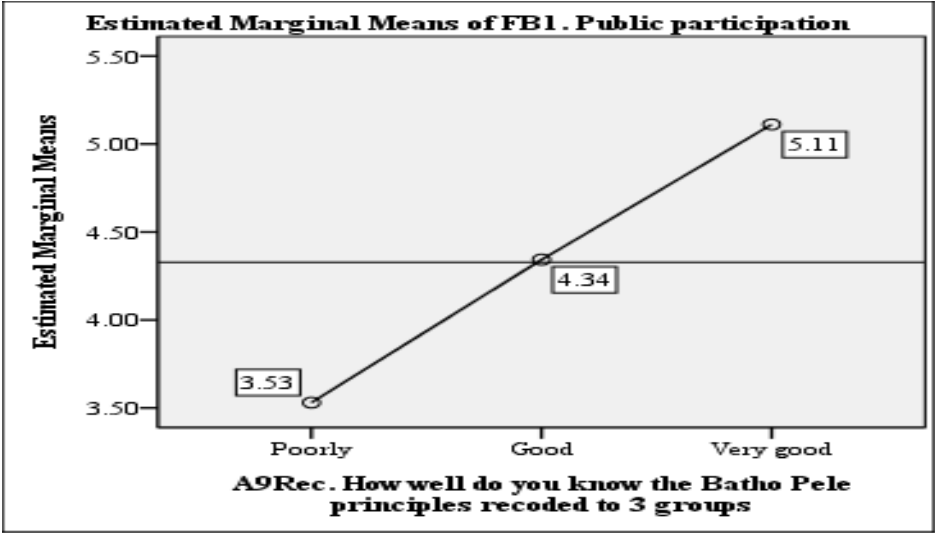


Figure 6.78: Line graph of mean scores of knowledge of Batho Pele groups with respect to FB1

(Source: Own)

The graph in Figure 6.78 showed that there was a direct proportion between perceived knowledge of *Batho Pele* principles and agreement with public participation. All five of the first-order-factors on which facilitation of effective service delivery are founded showed similar relationships. It is thus clear that managers' perceived knowledge of the *Batho Pele* principles was associated with the factors involved with effective service delivery. The better the perceived knowledge the greater is the agreement with the factors involved.

The factor of impeding service delivery issues also showed statistically significant differences at the multifactorial level and hence univariate tests for the two first-order factors involved were also conducted. See Table 6.114.

Table 6.114: Univariate tests for the factors involved in the impeding factor (F2.2)

Factor	Knowledge of Batho Pele	Mean	ANOVA (p-value)	Effect size
FF1 – Knowledge and social background	Poor	5.38	0.800	-
	Good	5.22		
	Very Good	5.31		
FG2.0 – Power struggles	Poor	5.13	0.000**	0.31
	Good	4.81		
	Very Good	4.23		

** = Statistically significant at the 1% level ($p < 0.005$)

(Source: Own)

A pair-wise comparison using the Hochberg GT2 test indicated that the significant differences were mainly between the managers who claimed to have very good knowledge of the *Batho Pele* principles and those who had little to poor knowledge of these principles. The graph (see Figure 6.79) of the three knowledge of *Batho Pele* principles groups regarding the power struggles factor indicated an inverse association in

the sense that those who claim to have the best knowledge of the *Batho Pele* principles agreed to the smallest extent with the power struggles factor.

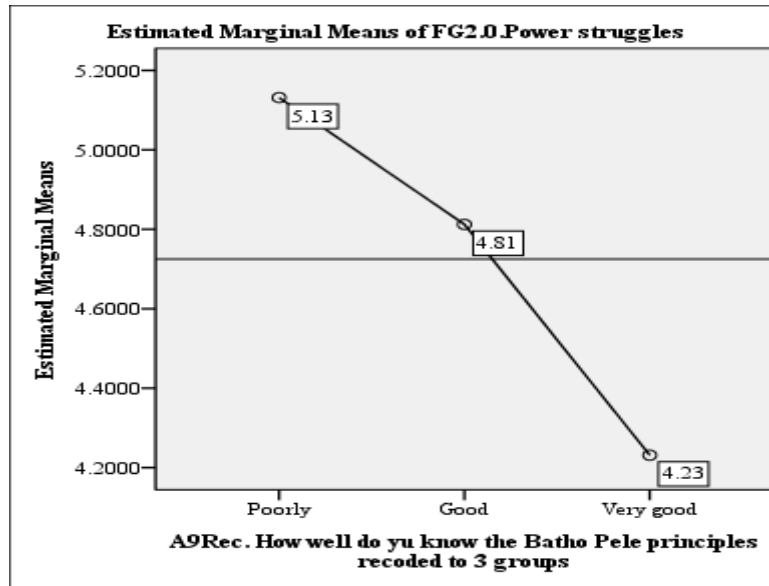


Figure 6.79: Line graph of mean scores of knowledge of Batho Pele groups with respect to power struggles (FG2.0)
(Source: Own)

The inverse proportion in the line graph suggested that persons with perceived very good knowledge of the *Batho Pele* principles agreed to a smaller extent with the power struggles factor which impeded effective service delivery. A correspondence analysis of race groups versus perceived knowledge of the *Batho Pele* principles indicates that Black persons were mainly associated with very good knowledge of *Batho Pele* principles, while White persons were mainly associated with little to poor knowledge of these principles. Appropriate values for the CA were:

$[\chi^2 = 33.26; p < 0.005; \text{Pr oportion of inertia accounted for } D1 = 0.934; D2 = 0.066; \text{Total } 1.000]$

The CA biplot is given in Figure 6.80.

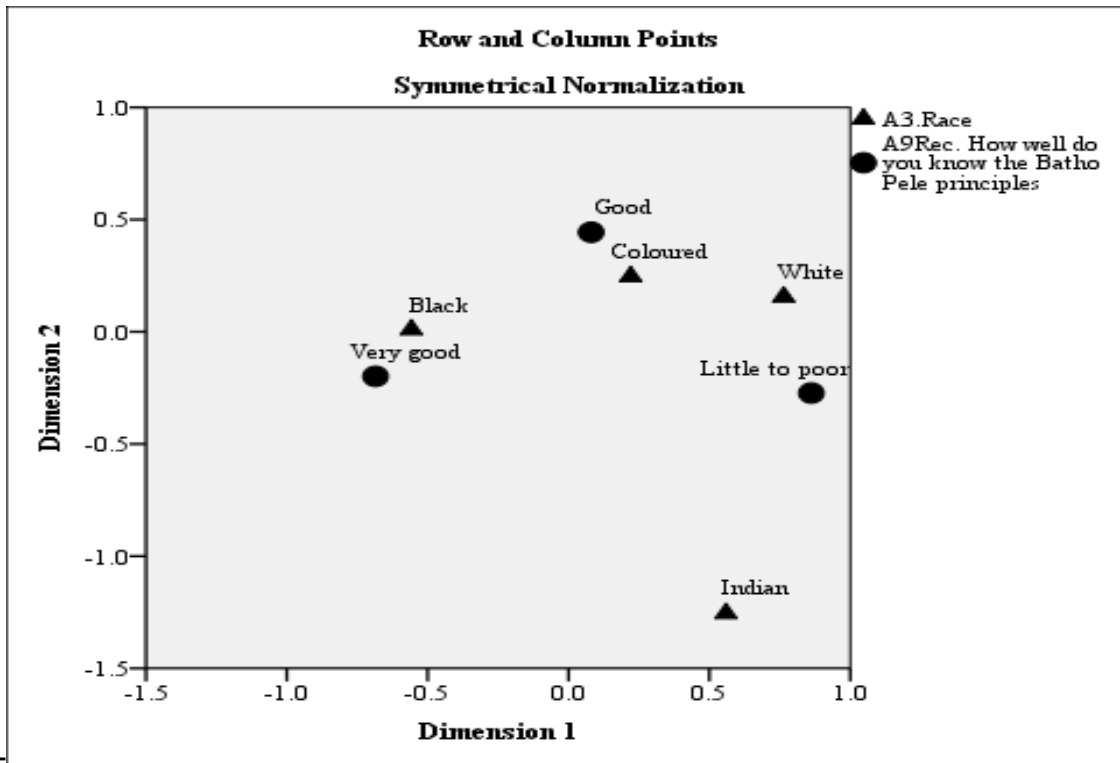


Figure 6.80: A biplot of race versus knowledge of Batho Pele Principles (Source: Own)

6.4.13 Discussion of the model to optimise public participation in effective municipal service delivery for managers and businesses

The main aim of this research was to develop a framework or model to optimise public participation towards effective service delivery issues faced by local authorities such as the EMM. The literature consulted revealed that there were numerous latent constructs which influence effective service delivery to the public by local authorities. The most relevant constructs were public participation (FB) in order to form a network of collaboration around initial planning; accountability and transparency (FC) of officials and communication concerned with service delivery issues; person centeredness (FD) of officials involved with the public; communication (FE) of service delivery issues; knowledge and social background (FF) of the various communities to which service has to be delivered; power struggles (FG) between officials nominated by political parties and its influence on service delivery; and gender representation (FH) to ensure equal participation of both men and women in important decision-making processes. The

researcher then designed a model or framework which involved these various constructs. This model is shown in Figure 6.81.



Figure 6.81: A model to optimise public participation for effective service delivery (Managers and businesses)
(Source: Own)

In order to operationalise these latent constructs upon which effective service delivery is built, this researcher then designed a structured questionnaire which probed public perceptions as to their agreement or disagreement with various items in the

questionnaire. For example, in the construct public participation an item was posed which asked the respondents to score “The municipality and public work together in the planning processes of service delivery” item. Respondents then had to score this item or statement on a seven point interval scale where 1 indicated strongly disagree and 7 indicated strongly agree. Once this instrument was constructed this researcher did a pilot survey among 20 persons who were asked to comment about various issues, such a clarity of the items. The instrument was also scrutinised by management experts as well as a statistician. Numerous suggestions regarding clarity of items were provided, but all the various scales involved were shown to be reliable. The researcher then started to collect the data from the public; from businesses in the EMM; from managers in the various departments in the EMM, and from persons serving on the ward committees.

Once the data was collected this researcher placed all data from the four different questionnaires into Excel which was then transformed to fit the SPSS 23.0 programme. The data obtained from businesses was merged with that of managers as the items were similar and a larger sample was obtained. The various constructs were likely to be correlated with one another. The results of the correlation are given in Table 6.115.

Table 6.115: Pearson Product-Moment Correlations between the first-order factors involved with effective municipal service delivery issues in the EMM

		FB1	FC1	FD1	FE1	FF1	FH1	FG1.1	FG1.2.
FB1	Pearson Correlation		.737**	.724**	.668**	-.046	.578**	-.261**	-.606**
FC1	Pearson Correlation	.737**		.781**	.734**	.046	.563**	-.230**	-.584**
FD1	Pearson Correlation	.724**	.781**		.751**	.069	.559**	-.200**	-.617**
FE1	Pearson Correlation	.668**	.734**	.751**		.111	.553**	-.156*	-.610**
FF1	Pearson Correlation	-.046	.046	.069	.111		.102	.393**	-.053
FH1	Pearson Correlation	.578**	.563**	.559**	.553**	.102		-.212**	-.580**

		FB1	FC1	FD1	FE1	FF1	FH1	FG1.1	FG1.2.
FG1.1	Pearson Correlation	-.261**	-.230**	-.200**	-.156*	.393**	-.212**		.329**
FG1.2	Pearson Correlation	-.606**	-.584**	-.617**	-.610**	-.053	-.580**	.329**	
**. Correlation is significant at the 0.01 level (2-tailed).									
*. Correlation is significant at the 0.05 level (2-tailed).									

(Source: Own)

The data in Table 6.115 indicated that most of the factors were correlated with one another. The exception was FF1 (Knowledge and social background issues). This was most likely the result of only two items being present in this factor and hence not being fully representative of the factor. The two power factors (FG1.1 and FG1.2) were mostly negatively correlated with the other factors. The factor FG1.2 (Heathy relationships and power struggles) only consisted of two items and could also prove problematic for further investigation. However, correlation coefficients only indicate the strength of an association; it does not indicate causal effects. This researcher thus decided to make use of SEM and more specifically to use AMOS 23.0 to explore these relationships. Having used Exploratory Factor Analysis (EFA) this researcher firstly used CFA to focus on the link between factors and their measured variables within a framework of SEM, as it represented what is termed a measurement model (Byrne, 2001: 6). After the CFA model was shown to be a valid structure the structural model (SEM), where the impacts of the various factors on one another were also investigated will be shown. The various model fit criteria are summarised in Table 6.116.

Table 6.116: Model fit criteria and acceptable fit interpretation

Model fit criterion	Acceptable level	Interpretation
CMIN/DF (χ^2)	Chi-square values <2.0	Compares obtained χ^2 value with tabled value for given df
Goodness-of-fit (GFI)	0 (no fit) to 1 (perfect fit)	Value close to .95 reflects a good fit
Standardised Root-mean-square residual (SRMR)	The standardised RMR –ranges from 0 to 1	Values <0.05 indicates a good model fit

Model fit criterion	Acceptable level	Interpretation
Normed-Fit-Index (NFI)	0 (no fit) to 1 (perfect fit)	Values close to .95 reflects a good fit
Root-mean-square error of approximation (RMSEA)	< 0.05	Values less than .05 indicates a good model fit
Incremental fit Index (IFI)	0 (no fit) to 1 (perfect fit)	Values >.95 indicate a good fit.

(Adapted from Byrne, 2001:79-87; Schumacker & Lomax, 2004:82; Arbuckle, 2007)

(Source: Own)

This researcher first investigated the data pertaining to managers and its CFM and SEM models before merging the data from managers and businesses. The merged data was then used in a SEM model showing correlations between the first-order latent constructs and the possible postulated causal pathways, drawn in AMOS 23.0, is shown in Figure 6.82.

The model fit criteria for the merged data model as given by AMOS 23.0 were:

[CMIN/DF (8) = 0.766; p= 0.078; GFI = 0.985; SRMR = 0.004; NFI = 0.984; RMSEA = 0.060; Lo 90 (0.000) Hi 90 (0.112); IFI = 0.996; ECVI = 0.426 (Saturated model=0.435)].

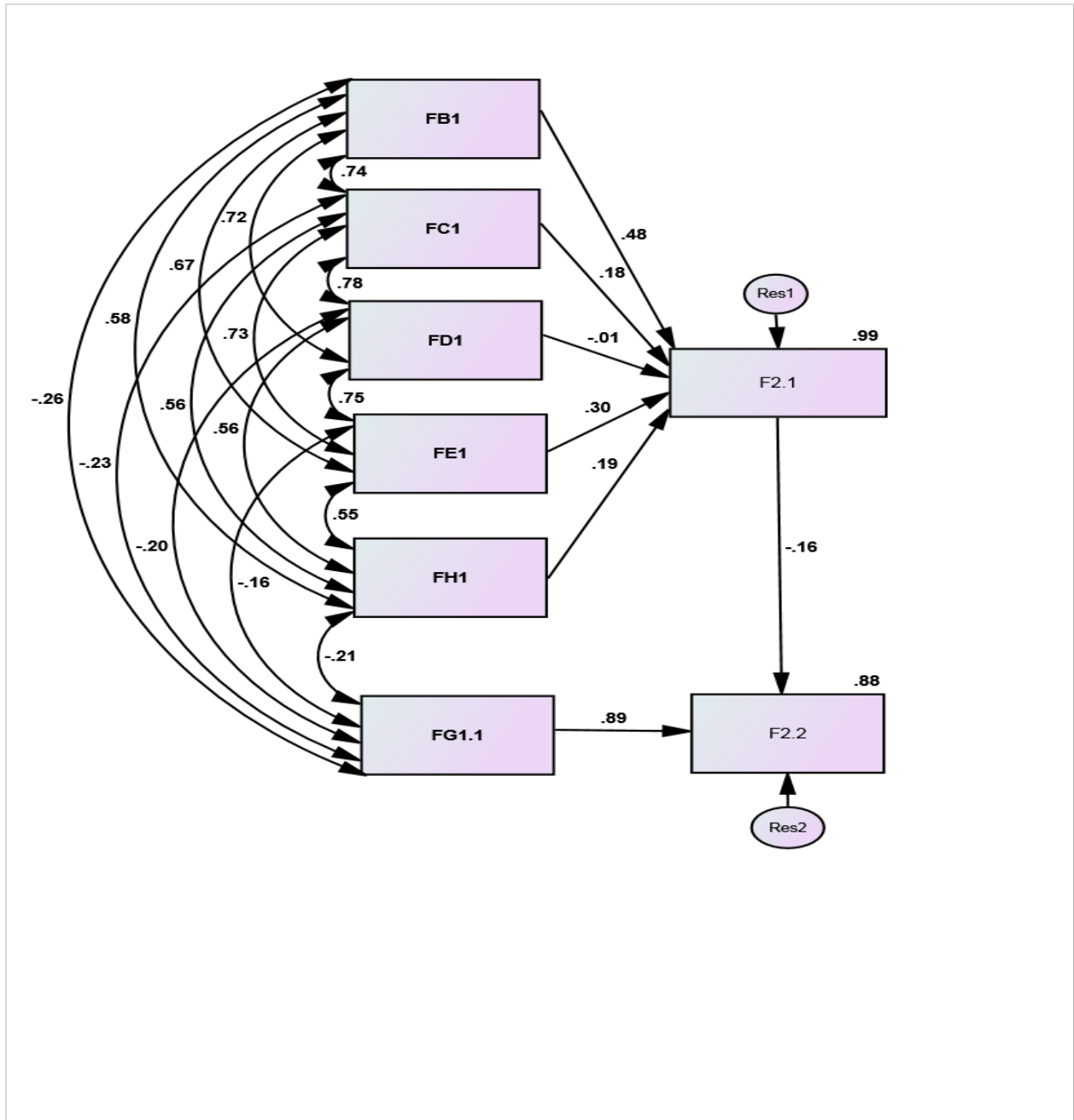


Figure 6.82: CFA model of manager's and businesses perceptions of public participation for effective municipal service delivery in EMM (Source: Own)

With reference to Figure 4.77 the double headed arrows indicate correlation coefficients and show that FB1 (Public participation) was positively correlated with FC1 (Accountability and Transparency) ($r=.74$), with FD1 (People centeredness) ($r=0.72$), FE1 (Communication) ($r=.67$), FH1 (Gender representation ($r=0.58$) and hence if public participation increases so does each of the other factors mentioned or vice versa. The

two power factors FG1.1 (Power struggles) and FG1.2 (Healthy relationships) were negatively correlated with the other facilitating factors. Therefore, as power struggles increase, the factors that facilitate service delivery decrease. However, the two power factors are positively correlated. One needs to remember that the healthy relationships factor contained items with the reversed scales indicating that if healthy relationship were present the power struggles would also decrease. FG1.2 however, consisted of only two items and hence covariation may be problematic in further testing. Factor F1 (Knowledge and social background) was removed from the model due to a non-significant critical ratio. There were also only two items in this factor and so, the co-variance differences were probably too small to show significant co-variances. However, social background is an important contextual background issue and is likely to be pervasive and present in all service delivery issues. This researcher made use of the AMOS model, but in the context of a social-systems background (see Chapter 2).

Regarding the regression weights it was only FD1 (Person centeredness) which was not a statistically significant predictor of F2.1 for the merged data of managers and businesses (CR =-0.683; $p>0.05$). The items in Section D of the questionnaire show a similarity with items in all other factors as they are about delivering good service to the public with an emphasis on openness and effective service to the public. As such they show a linear dependence with other variables and so, multicollinearity was present with Section D items and the other items involved with the other factors. A solution to this problem is by dropping pathways (Schumacker & Lomax, 2004:48) such as the one between FD1 and F2. If this pathway is removed, then the model shows an improved fit (CMIN/DF = 1.662; $p=0.103$. RMSEA =0.05; ECVI=0.418).

Each of the latent constructs (FB1, FC1, FD1, FE1, FH1, FG1.1 and FG1.2) contained manifest variables or items used to measure them (see questionnaire) and the latent factors can also be called first-order factors. This researcher selected the three items with the highest factor loadings to represent these constructs. Factor D which had showed a negative critical ratio in Figure 6.78 was removed as was FG1.2, which had only two items and also showed a non-significant critical ratio. These removals improved the model fit

which was more complex than the first model because the manifest variables had been added. The model, drawn using AMOS 23.0 is given in Figure 6.83.

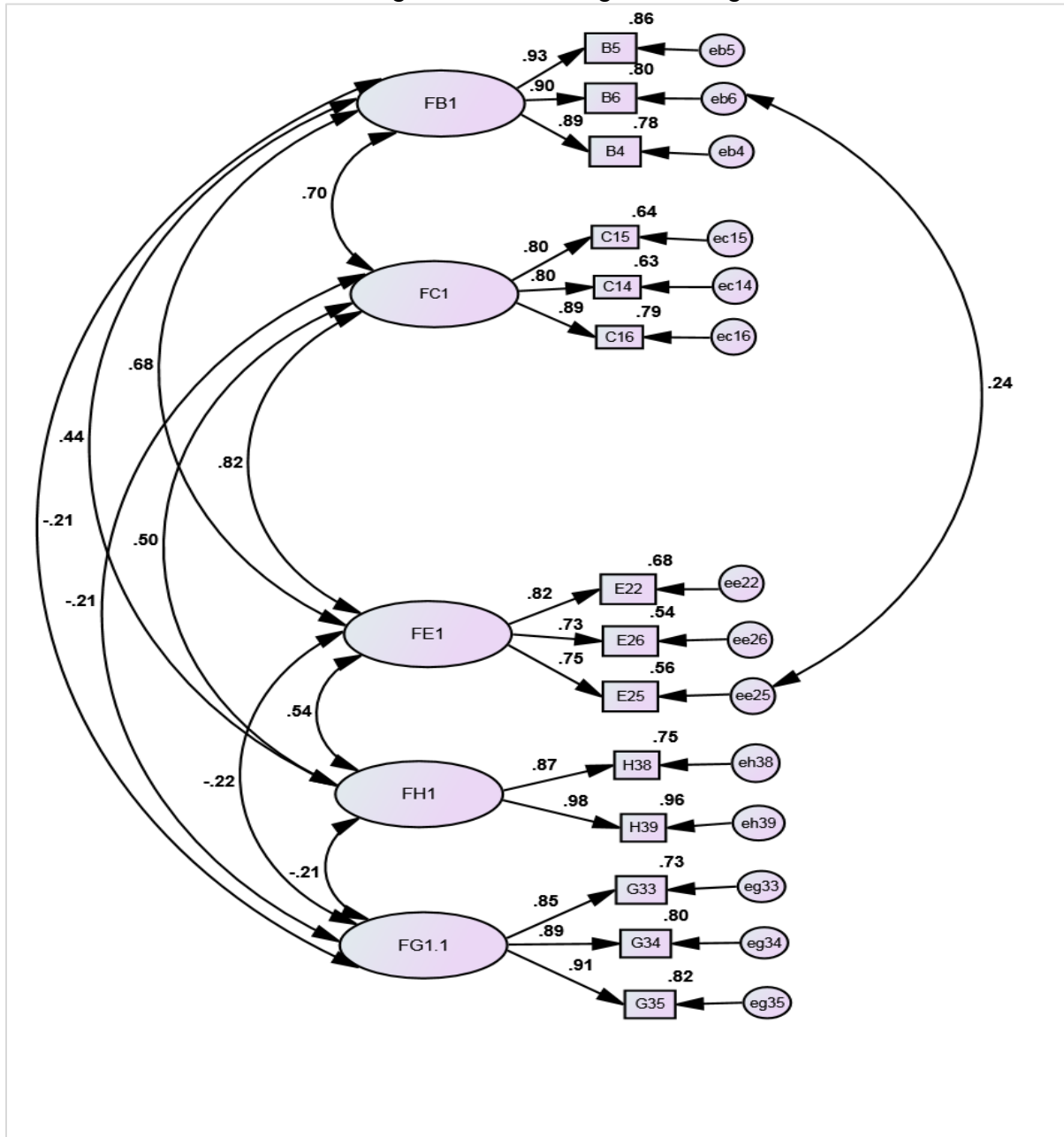


Figure 6.83: CFA model of the perception of managers and businesses of public participation in effective municipal service delivery (Source: Own)

The errors between item B6 (collaborative implementation) and item E 25 (communication of collaborative planning) were allowed to covary as the modification index value (MI)

indicated that such a correlation would be beneficial and it makes theoretical sense, as the two are both concerned with collaborative planning. The various model fit criteria mostly showed a good fit of the data to the model

[CMIN/DF (8) = 1.766; $p > 0.05$; GFI = 0.985; SRMR = 0.005; NFI = 0.994; RMSEA = 0.061 (Lo90 = 0.000; Hi90 = 0.112); ECVI = 0.426].

All manifest variables show significant standardised regression weights above 0.70 as indicated in Table 6.117.

Table 6.117: Standardised Regression Weights: (Group number 1 - Default model)

	Estimate
E22 <--- FE1	.822
C15 <--- FC1	.799
C14 <--- FC1	.795
C16 <--- FC1	.891
B5 <--- FB1	.926
B4 <--- FB1	.886
G33 <--- FG1.1	.852
G34 <--- FG1.1	.894
G35 <--- FG1.1	.906
B6 <--- FB1	.896
H38 <--- FH1	.868
H39 <--- FH1	.981
E26 <--- FE1	.733
E25 <--- FE1	.746

(Source: Own)

The correlation coefficients between the first-order factors or latent variables were also significant, with FG1.1 showing negative correlations with all the other latent factors. The communalities (R^2) values shown in Table 6.117 were large showing the common variance among the variables associated with the latent factor were also large.

Table 6.118: Squared Multiple Correlations: (Group number 1 - Default model)

	Estimate
E25	.557
E26	.537
H38	.754
G35	.821
G34	.800
G33	.726
B4	.784
B6	.803
B5	.858
H39	.963
C16	.795
C14	.633
C15	.638
E22	.676

(Source: Own)

Having investigated the CFA model this researcher now attempted a full SEM by also drawing the causal links between the various latent factors. The original model had postulated that public participation would be influenced by each of the seven constructs obtained from the literature. However, the items dealing with people centeredness (FD1) and knowledge and social background (FF1) were shown not to be good predictors and were removed from the model. The power factor was shown to consist of two factors of which only the one dealing with power struggles and public participation (FG2.1) had a good fit with the data. The model suggested by CFA thus consisted of two second-order factors, namely one dealing with first-order factors which facilitate public participation in service delivery issues (F2.1) and one which impeded public participation in service delivery issues (F2.2). The possible pathways between these first-and second-order factors is represented in Figure 6.84.

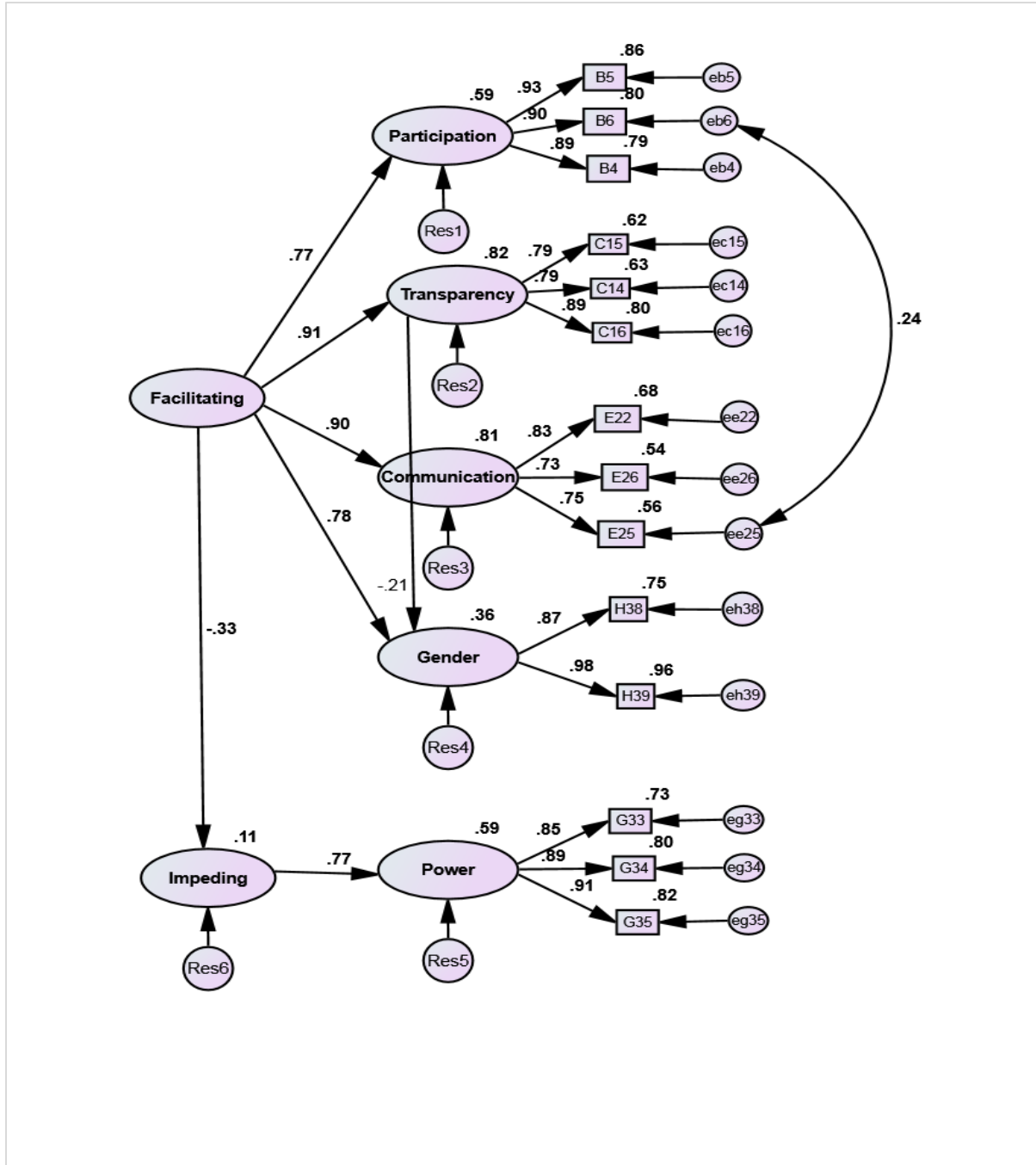


Figure 6.84: A SEM showing the measurement and structural components involved in public participation for effective municipal service delivery (managers and businesses)

(Source: Own)

The various model fit criteria all showed a good fit of data with the hypothesised model. They were as follows:

CMIN/DF (73) = 0.900; $p = 0.72$; GFI = 0.978; SRMR = 0.024; NFI = 0.985; RMSEA = 0.000 (LO 90 = 0.000; HI 90 = 0.022); IF1 = 1.000; ECVI = 0.308 (saturated model = 0.499).

All the manifest variables were good predictors of the first-order factors. Thus for example, item B5 (The municipality and the managers and businesses work together on service delivery) had a factor loading or standardised regression weight of 0.93 and as such it was a good predictor of public participation (FB1). The same can be said of items B6 and B4. The regression weights of the various first-order factors were also significant as they all had critical ratios greater than 1.96 (Byrne 2001:241). Of note in this model is the negative regression weight of -0.33 between the second-order facilitating factor (F2.1) and the impeding factor (F2.2), indicating that if the impeding factor increases by one standard deviation then the dependent factor of facilitation will decrease by 0.33 units. The power factor dealing with party politics and service delivery issues, according to managers and business, can thus impede service delivery if they are allowed to escalate. Sengé (1990:274) writes that a “political environment is one in which the ‘who’ is right is more important than ‘what’ is right”. In such a climate whatever the dominant party suggests is taken seriously and new or creative ideas are ignored. Sengé (1990:274) further suggests that a constructive climate is dominated by ‘what is right’ rather than ‘who wants what done’ and that such a non-political climate is dominated by openness which involves both the norms of speaking openly and honestly about important issues, as well as the capacity to challenge one’s own thinking. It has been this researcher’s experience that whilst participative openness of speaking one’s mind may be something which is frequently observed, it is the latter of reflective openness where one challenges one’s own party political mental model which is often missing.

The second noteworthy observation is that transparency and gender are related in a negative way and this researcher interprets this as meaning that if gender representation

is missing then transparency decreases. Also of note is that transparency and communication have the highest regression weights and are thus the best predictors of public participation where the public and municipality are working together in the planning and implementation of service delivery processes. In fact, it would be difficult to think of communication which does not contain the basics of being transparent and of accepting accountability for service delivery issues.

In conclusion, it would thus seem as if the original model as proposed by this researcher should contain all of the constructs postulated. However, the people centeredness factor (FD) and knowledge and social background (FF) are pervasive as they are contained in the environment in which service delivery occurs (see Chapter 2). The model indicates that the facilitation of service delivery processes is enhanced by factors such as ensuring transparency by accepting personal accountability for service delivery issues. Communication which is characterised by participative and reflective openness and where the public are informed about all public services they are entitled to in an honest way will also serve to enhance effective service delivery. Gender representation which allows for the equal participation of males and females in important decision making is also necessary for transparent communication. The power struggles should be minimised by getting people to focus on what is important and not make use of majorities to get motions accepted. Issues regarding service delivery should be debated in a way that allows all groups to have their opinion properly taken into account. These factors are all correlated with one another and should be viewed holistically against a background of social inequalities and person centeredness.

6.5 DATA ANALYSIS – WARD COMMITTEES

6.5.1 Introduction

Ward committees are made up of a ward councillor and a maximum of 10 people who are elected from the ward – an administrative division of a city – and who serve voluntarily on the ward committee. The municipal council determines the rules of electing WCMs.

The purpose of a ward committee is to assist the ward councillor with spreading important information to the community and encouraging participation in the community. The ward committee must make the municipal council aware of the needs and concerns of the community, and keep the community informed of developments in the municipal council. The ward committee can make recommendations to the municipal council, but does not have decision-making powers.

The municipal council consists of 202 members elected by mixed-member proportional representation. One hundred and one (101) are elected by first-past-the-post voting in 101 wards, while the remaining 101 are chosen from party lists so that the total number of party representatives is proportional to the number of votes received. In the election of 18 May 2011, the African National Congress (ANC) won a majority of 125 seats on the council because they obtained 61.6% of the votes cast. The official opposition is the Democratic Alliance (DA), who captured 30.3% and so, they have $202 \cdot 30.3 / 100$ or 62 seats in the council.

Ekurhuleni uses a mayoral executive system. The Executive Mayor is elected by council and selects a 10 member Mayoral Committee to run the government. As of 2013 the mayor of the Council is from the ANC, as is the Speaker of the Council and the Chief Whip. The Leader of the Opposition and the Opposition Chief Whip are from the official minority party, the DA.

The purpose of the ward committee system is to assist the democratically elected representative of a ward, that is, the ward councillor, to carry out his/her mandate and to enhance effective public participation. A ward committee is not a structure with a mandate to govern the ward. This duty rests solely with the ward councillor. Members of the ward committee do not have any mandate from a constituency. The ward councillor has the representative mandate from all the constituents in a ward. WCMs are people within a community that know sectors of the community well, and are thus able to assist the ward councillor around certain issues of governance. Ward committees will assist the ward councillor in developing and implementing a broader public participation strategy for the

ward. It is important to note that ward committee meetings do not replace public meetings of the ward where all stakeholders are represented. The ward committee will work with a ward councillor to ensure that the public participation process in that ward represents the full diversity of interests of that ward. The ward committee does not do away with the responsibility of the ward councillor to liaise with other community and interest groups informally or through formalised forums.

6.5.2 Descriptive statistics of ward committees in the sample

Ekurhuleni’s website (City of Ekurhuleni, n.d.) indicates that there are 1.05 males for every female in Ekurhuleni. The data in Table 6.119 show 1.5 males for every 1 female respondent. Of the 400 questionnaires distributed only 108 were received back.

6.5.2.1 Gender (A1)

Table 6.119: Frequencies of the two gender groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Male	64	59.3	59.3	59.3
Female	44	40.7	40.7	100.0
Total	108	100.0	100.0	

(Source: Own)

This poor return of questionnaires was mainly due to the impending municipal elections which took place on the 3rd of August 2016. Many of the WCMs resigned, as new members were due to be elected. However, one can state that the male members of the ward committees did return the questionnaires better than did the female WCMs. Males were thus slightly over-representative in the sample compared to the population with respect to gender.

The frequencies of the two gender groups are shown in the pie chart in Figure 6.85.

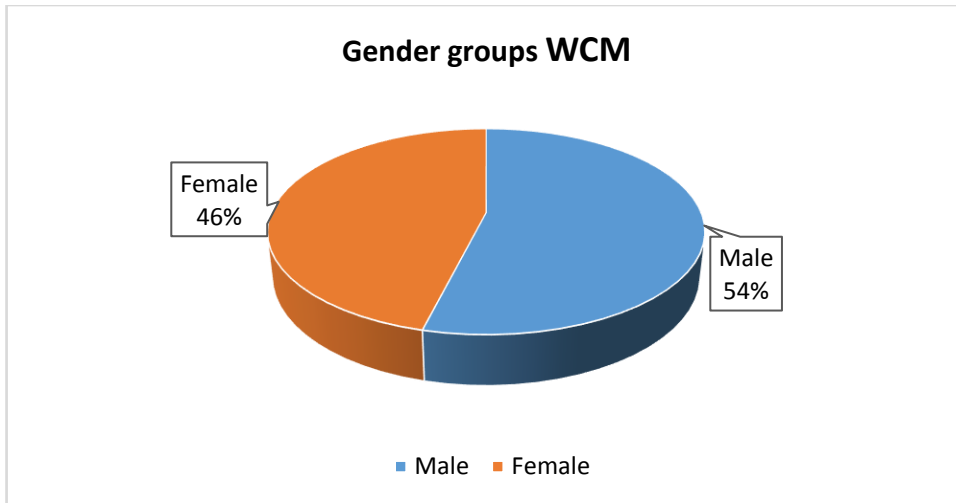


Figure 6.85: Gender groups in the WCM sample (Source: Own)

The pie graph shows 1.5 males for every 1 female respondent. Males totalled 54% while females totalled 46%. Males were thus slightly over-representative in the sample compared to the population with respect to gender.

6.5.2.2 Age groups (A2)

Table 6.120: Frequencies of the various age groups of the ward committee members

Years	Frequency	Percent	Valid Percent	Cumulative Percent
19 - 35	24	22.2	22.2	22.2
36 – 45	31	28.7	28.7	50.9
46 – 55	24	22.2	22.2	73.1
56 - 65	20	18.5	18.5	91.7
65 +	9	8.3	8.3	100.0
Total	108	100.0	100.0	

(Source: Own)

The age group statistics (City of Ekurhuleni, n.d.) indicates that in Ekurhuleni 32.71% of the population falls into the age group 19 to 34 years, while the sample has 22.2%. The 35 to 44 year age group comes to 16.72%, while the sample has 28.7%; 9.67% fall into

the 45 to 54 age group, while the sample has 22.2%; 4.96% of the population fall into the 55 to 64 year age group, while the sample has 18.5%; and 3.53% of the Ekurhuleni the population falls into the 65+ age group, while the sample has 8.3%. The youngest age group is thus under-representative of the population and the older age groups over-representative of population figures. However, the sample may be representative of WCMs, as it is not unusual for younger persons to not be 'that involved' with local matters of governance. See Figure 6.86.

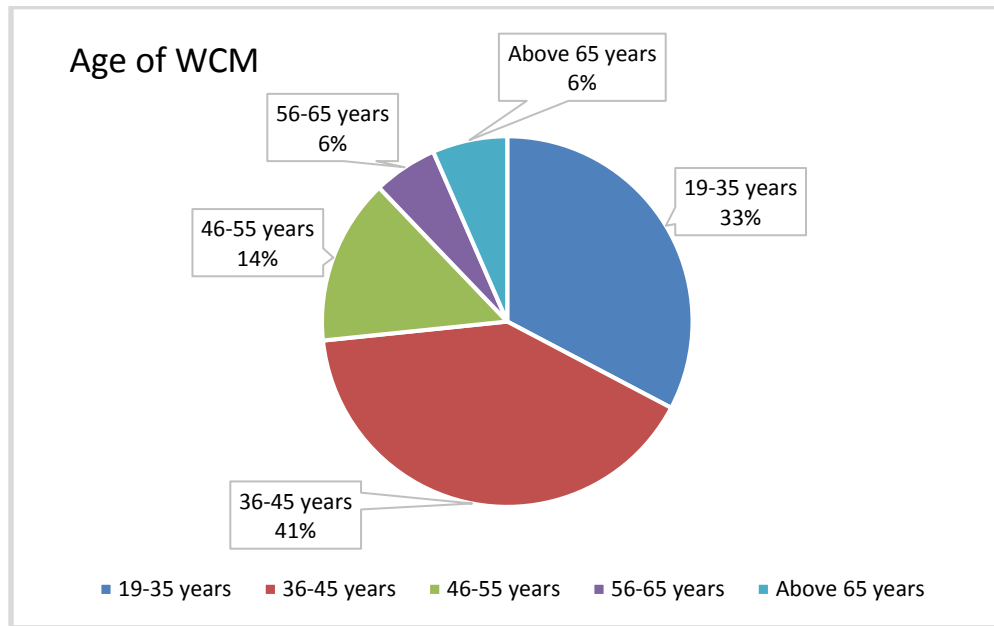


Figure 6.86: Frequencies of the age groups in the WCM sample (Source: Own)

6.5.2.3 Race (A3)

The data in Table 6.120 and Figure 6.82 indicate that the majority of persons who returned the questionnaire were from the Black racial group (91.7%), while the members of the Indian and White group who responded only comprise 8.3%.

Table 6.121: Frequencies of the race groups in the ward committee members contained in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Black	85	78.74	78.74	78.74
Indian	2	2.14	2.14	80.88
White	17	15.81	15.81	96.69
Coloured	4	3.31	3.31	100.00
Total	108	100.0	100.0	

(Source: Own)

The population figures for Ekurhuleni are Black (78.74%), White (15.81%), Coloured (3.31%), and Indian (2.14%) (City of Ekurhuleni, n.d.). The sample was thus over-representative of Black persons and under-representative of the other population groups.

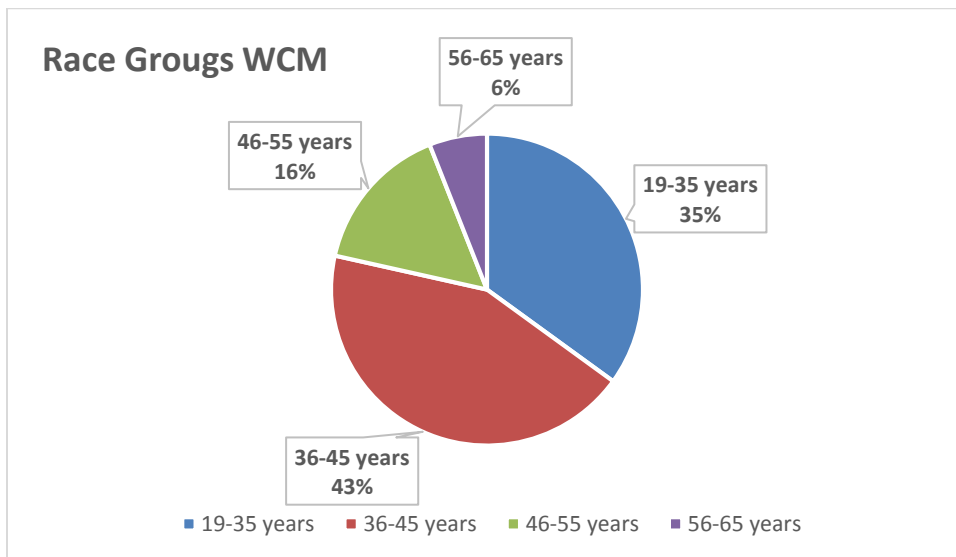


Figure 6.87: Race groups in the WCM sample
(Source: Own)

6.5.2.4 Highest level of education obtained (A4)

Table 6.122: Frequencies of the highest level of completed formal level of education among ward committee members in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
No formal education	11	10.2	10.2	10.2
Primary education	21	19.4	19.4	29.6
Matric	52	48.1	48.1	77.8
Diploma	17	15.7	15.7	93.5
Degree	6	5.6	5.6	99.1
Missing	1	.9	.9	100.0
Total	108	100.0	100.0	

(Source: Own)

The data in Table 6.121 shows that 77.7% of the WCMs had a matric or lower educational qualification. Only 21.3% had a diploma or degree.

6.5.2.5 Which ward are you in? (A5)

Table 6.123: Frequencies of the various wards in which the ward committee respondents resided

	Frequency	Percent	Valid Percent	Cumulative Percent
Benoni	6	5.6	5.6	5.6
Boksburg	3	2.8	2.8	8.3
Duduza	7	6.5	6.5	14.8
Edenvale	3	2.8	2.8	17.6
Germiston	4	3.7	3.7	21.3
Katlehong1	13	12.0	12.0	33.3
Katlehong 2	14	13.0	13.0	46.3
Kempton Park	5	4.6	4.6	50.9
Tembisa 1	22	20.4	20.4	71.3
Tembisa 2	10	9.3	9.3	80.6

	Frequency	Percent	Valid Percent	Cumulative Percent
Tsakane	7	6.5	6.5	87.0
Vosloorus	14	13.0	13.0	100.0
Total	108	100.0	100.0	

(Source: Own)

6.5.2.6 How many years have you lived in this region? (A6 Rec.)

The original eight categories were collapsed to form two categories and the frequencies are shown in Table 6.124.

Table 6.124: Frequencies of the years of residence in the region

Years	Frequency	Percent	Valid Percent	Cumulative Percent
1 - 25	53	49.1	49.1	49.1
26 +	55	50.9	50.9	100.0
Total	108	100.0	100.0	

(Source: Own)

6.5.2.7 Type of dwelling you live in (A7)

Table 6.125: Types of dwelling

	Frequency	Percent	Valid Percent	Cumulative Percent
House	92	85.2	85.2	85.2
Informal dwelling (shack)	13	12.0	12.0	97.2
Other	3	2.8	2.8	100.0
Total	108	100.0	100.0	

(Source: Own)

The vast majority of WCMs indicated that they lived in a house of some kind.

6.5.2.8 Knowledge of the Batho Pele Principles (A8)

The original seven categories of answers were recoded to four as there were too few participants who indicated no, a little, or neither and they were therefore grouped together from bad to neither. See Table 6.126 and Figure 6.88.

Table 6.126: How well do you know the Batho Pele principles (A9 Rec.)?

	Frequency	Percent	Valid Percent	Cumulative Percent
Bad to undecided	23	21.3	21.3	21.3
A little good	21	19.4	19.4	40.7
Good	26	24.1	24.1	64.8
Very good	38	35.2	35.2	100.0
Total	108	100.0	100.0	

(Source: Own)

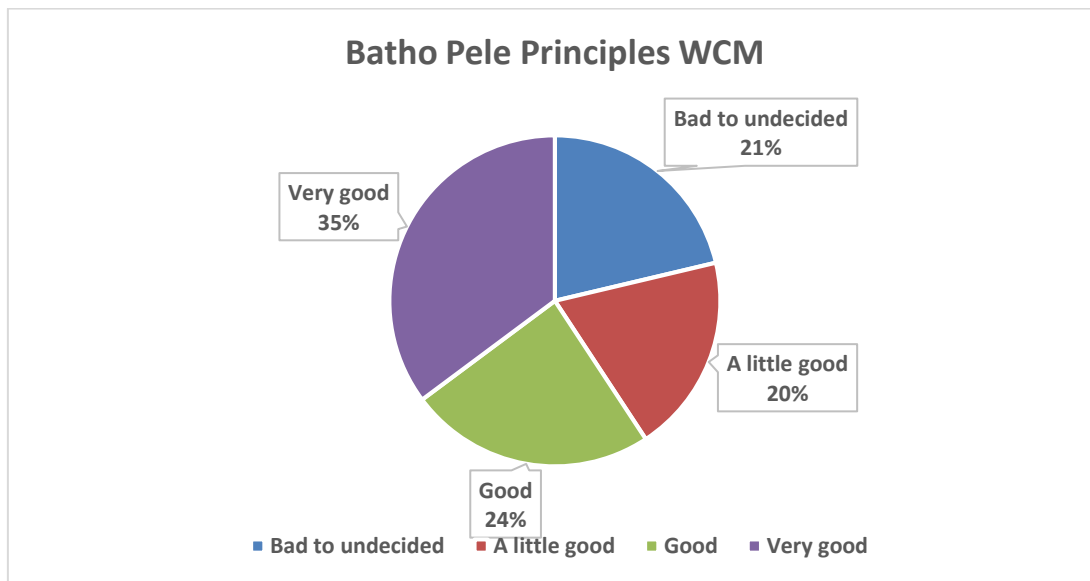


Figure 6.88: Knowledge of the Batho Pele principles of the WCM sample (Source: Own)

The WCMs mostly indicated good and very good knowledge (59.3). Rather poor knowledge of the principles was acknowledged by only 21.3% of respondents.

6.5.3 Factor analytic procedures

6.5.3.1 *Public participation*

According to Table 6.126, the WCMs agreed with all statements. See Figure 6.89 for better illustration.

Table 6.127: Public participation mean scores

E. Public Participation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
1. Meetings are held regularly with the public/communities	4 (3.7)	3 (1.8)	1 (.9)	4 (3.7)	6 (5.6)	43 (39.8)	47 (43.5)	6.0	1.5	6	14 (.000)	Reject (Agree)
3. Community problems are taken seriously by the municipality	7 (6.5)	22 (20.4)	5 (4.6)	11 (10.2)	25 (23.2)	25 (23.2)	21 (19.4)	4.8	1.	5	4.3 (.000)	Reject (Agree)
4. Municipality and the public work together in budgeting to enhance service delivery	3 (2.8)	11 (10.2)	5 (4.6)	12 (11.1)	22 (20.4)	27 (25.0)	28 (25.9)	5.1	1.7	6	6.9 (.000)	Reject (Agree)
5. Municipality and the public work together in planning process on service delivery	4 (3.7)	12 (11.1)	9 (8.3)	6 (5.6)	17 (15.7)	36 (33.3)	24 (22.2)	5.1	1.8	6	6.2 (.000)	Reject (Agree)
6. Municipality and the public work together in implementation on service delivery	4 (3.7)	12 (11.1)	16 (14.8)	8 (7.4)	10 (9.3)	36 (33.3)	22 (20.4)	4.9	1.9	6	5.0 (.000)	Reject (Agree)
7. Communities are informed about projects year marked for their regions.	9 (8.3)	1 (.9)	6 (5.6)	7 (6.5)	13 (12.0)	45 (41.7)	27 (25.0)	5.4	1.7	6	8.3 (.000)	Reject (Agree)
8. Communities are involved in the budgeting process on municipal service delivery	4 (3.7)	9 (8.3)	7 (6.5)	4 (3.7)	14 (13.0)	41 (38.0)	29 (26.9)	5.4	1.7	6	8.1 (.000)	Reject (Agree)
9 Are you regularly consulted on matters that affect you?	4 (3.7)	5 (4.6)	7 (6.5)	1 (.9)	9 (8.3)	46 (42.6)	36 (33.3)	5.7	1.6	6	10.7 (.000)	Reject (Agree)
10. Feedback is given to communities regularly	6 (5.6)	6 (5.6)	6 (5.6)	9 (8.3)	13 (12.0)	35 (32.4)	33 (30.6)	5.4	1.8	6	7.9 (.000)	Reject (Agree)

(Source: Own)

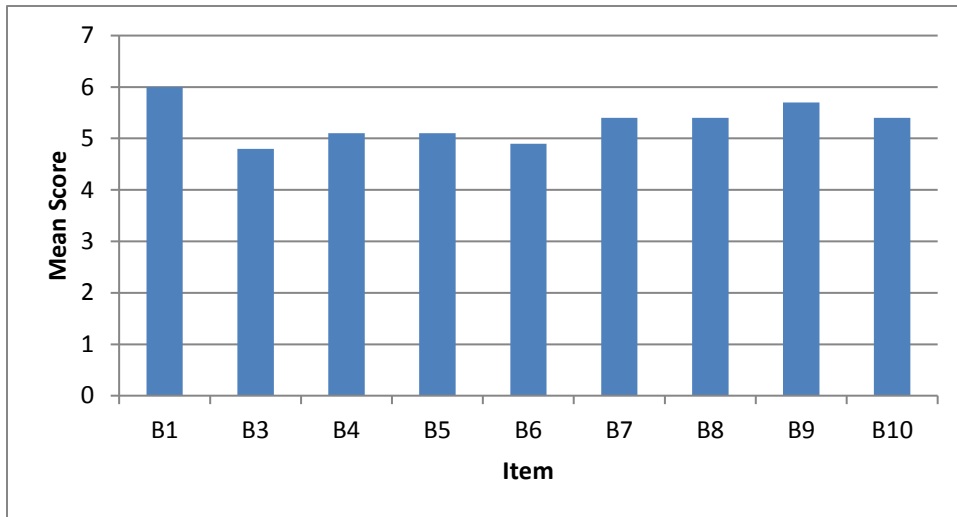


Figure 6.89: Public participation mean scores
(Source: Own)

6.5.3.2 Accountability and transparency

Table 6.128 and Figure 6.90 show the mean scores for accountability and transparency. According to the results, the WCMs agreed with all statements.

Table 6.128: Accountability and transparency mean scores

C. Accountability & Transparency	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
11. Municipality takes complete responsibility for service delivery failures.	19 (17.6)	4 (3.7)	8 (7.4)	6 (5.6)	6 (5.6)	38 (35.2)	27 (25.0)	4.8	2.2	6	3.9 (.000)	Reject (Agree)
13. Municipality shifts the blame to appointed contractors for failures.	4 (3.7)	18 (16.7)	7 (6.5)	12 (11.1)	28 (25.9)	27 (25.0)	12 (11.1)	4.6	1.7	5	3.5 (.000)	Reject (Agree)
14. Public is clear about the services they receive.	3 (2.8)	9 (8.3)	12 (11.1)	7 (6.5)	19 (17.6)	35 (32.4)	23 (21.3)	5.1	1.7	6	6.7 (.000)	Reject (Agree)
15. Municipality is clear about the cost of the services they provide.	4 (3.7)	11 (10.2)	5 (4.6)	4 (3.7)	13 (12.0)	41 (38.0)	30 (27.8)	5.4	1.8	6	7.9 (.000)	Reject (Agree)
16. Municipality is clear about the quality of the services they provide.	4 (3.7)	13 (12.0)	6 (5.6)	6 (5.6)	12 (11.1)	46 (42.6)	21 (19.4)	5.1	1.8	6	6.7 (.000)	Reject (Agree)

(Source: Own)

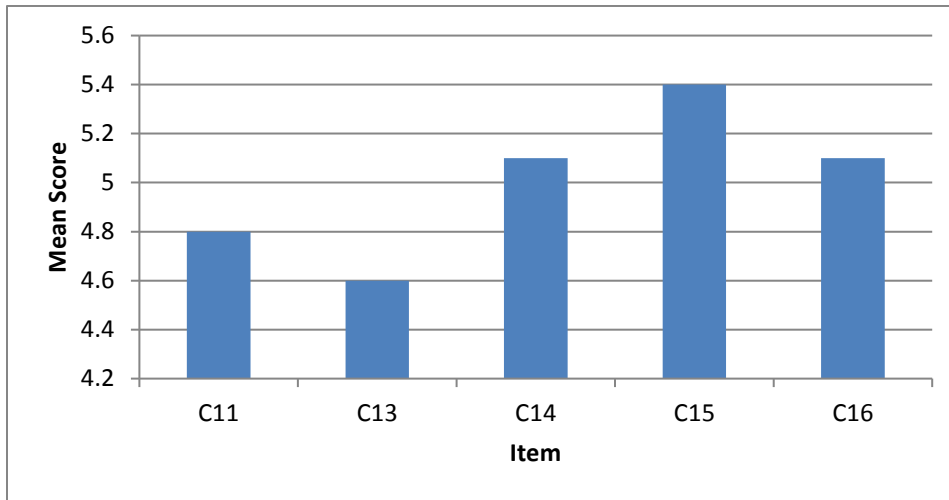


Figure 6.90: Accountability and transparency mean scores (Source: Own)

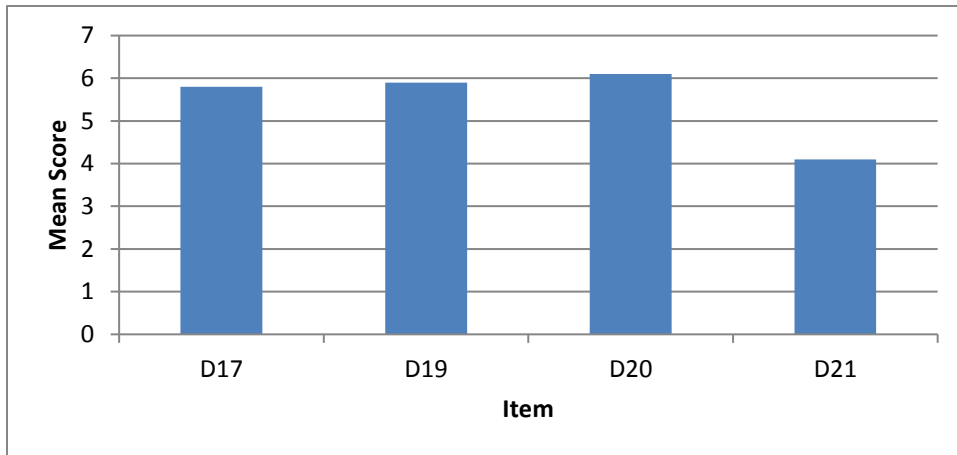
6.5.3.3 People centeredness

According to the Table 6.129 and Figure 6.91, the managers agreed with all the statements except statement D21 (Complaints are resolved fast and efficiently), which they were undecided about.

Table 6.129: People centeredness mean scores

D. People Centeredness	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	17. Municipality promotes excellence by putting "People First"	1 (.9)	3 (2.8)	2 (1.9)	8 (7.4)	8 (7.4)	51 (47.2)	35 (32.4)	5.8	1.4	6	13.4 (.000)
19. Municipality creates a better life for all its citizens.	1 (.9)	2 (1.9)	2 (1.9)	2 (1.9)	10 (9.3)	59 (54.6)	32 (29.6)	5.9	1.3	6	16.1 (.000)	Reject (Agree)
20. Municipality listens to the concerns of the people.	1 (.9)	2 (1.9)	1 (.9)	3 (2.8)	8 (7.4)	51 (47.2)	42 (38.9)	6.1	1.2	6	17.4 (.000)	Reject (Agree)
21. Complaints are resolved fast and efficiently.	14 (13.0)	11 (10.2)	11 (10.2)	11 (10.2)	33 (30.6)	21 (19.4)	6 (5.6)	4.1	1.8	5	.7 (.234)	Accept (Neutral)

(Source: Own)



**Figure 6.91: People centeredness mean scores
(Source: Own)**

6.5.3.4 Communication

According to Table 6.130 and Figure 6.92, WCMs agreed with statements E22, E24 and E25, but were undecided with statements E23 (Local media is used to inform the public on matters concerning them) and E26 (Use of “suggestion boxes” helps the public in the participatory and service delivery processes).

Table 6.130: Communication mean scores

E. Communication	Strongly		Disagree		Agree		Strongly					T (p)	Reject/ Accept
	Disagree	Disagree	Somewhat	Undecided	Somewhat	Agree	Agree	Mean	Std.DEv	Median			
	1	2	3	4	5	6	7						
22. The public receive accurate and up-to-date information about services they are entitled to.	2 (1.9)	2 (1.9)	1 (.9)	13 (12.0)	15 (13.9)	55 (50.9)	19 (17.6)	5.5	1.3	6	12.0 (.000)	Reject (Agree)	
23. Local media is used to inform the public on matters concerning them.	15 (13.7)	27 (25.0)	6 (8.3)	9 (8.3)	17 (15)	19 (17.6)	14 (13.0)	3.9	2.1	4	-0.5 (.294)	Accept (Neutral)	
24. Information is given in languages that the public understand.	6 (5.6)	5 (4.6)	2 (1.9)	5 (4.6)	18 (16.7)	37 (34.3)	34 (31.5)	5.5	1.7	6	8.8 (.000)	Reject (Agree)	
25. Reports are widely published.	6 (5.6)	12 (11.1)	4 (3.7)	11 (10.2)	24 (22.2)	40 (37.0)	10 (9.3)	4.8	1.8	5	4.6 (.000)	Reject (Agree)	
26. Use of "suggestion boxes" helps the public in the participatory and service delivery processes.	12 (11.1)	24 (22.2)	5 (4.6)	13 (12.0)	14 (13.0)	27 (25.0)	10 (9.3)	4.0	2.1	4	-0.1 (.441)	Accept (Neutral)	

(Source: Own)

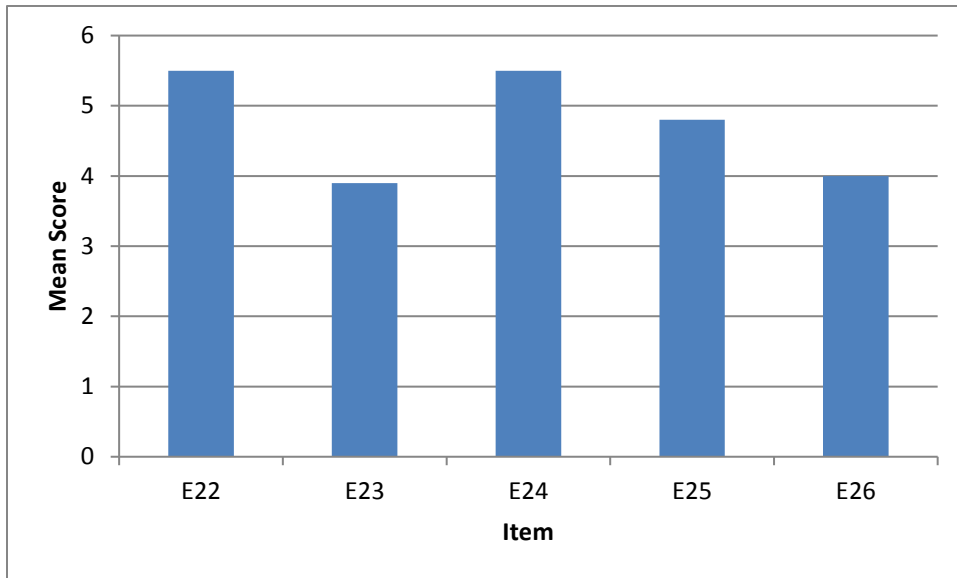


Figure 6.92: Communication mean score
 (Source: Own)

6.5.3.5 Knowledge and social background

According to Table 6.131 and Figure 6.93, the WCMs agreed with all the statement about knowledge and social background.

Table 6.131: Knowledge and social background mean scores

F. Knowledge and social background	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	29. The public is generally knowledgeable about service delivery issues	9 (8.3)	6 (5.6)	5 (4.6)	7 (6.5)	20 (18.5)	35 (32.4)	26 (24.1)	5.1	1.8	6	6.5 (.000)
30. Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery.	4 (3.7)	3 (2.8)	5 (4.6)	6 (5.6)	11 (10.2)	41 (39.0)	38 (35.2)	5.7	1.5	6	11.4 (.000)	Reject (Agree)
31. Social disparity / inequalities deter participation and service delivery.	3 (2.8)	11 (10.2)	5 (4.6)	11 (10.2)	10 (9.3)	36 (33.3)	32 (29.6)	5.3	1.8	6	7.8 (.000)	Reject (Agree)

(Source: Own)

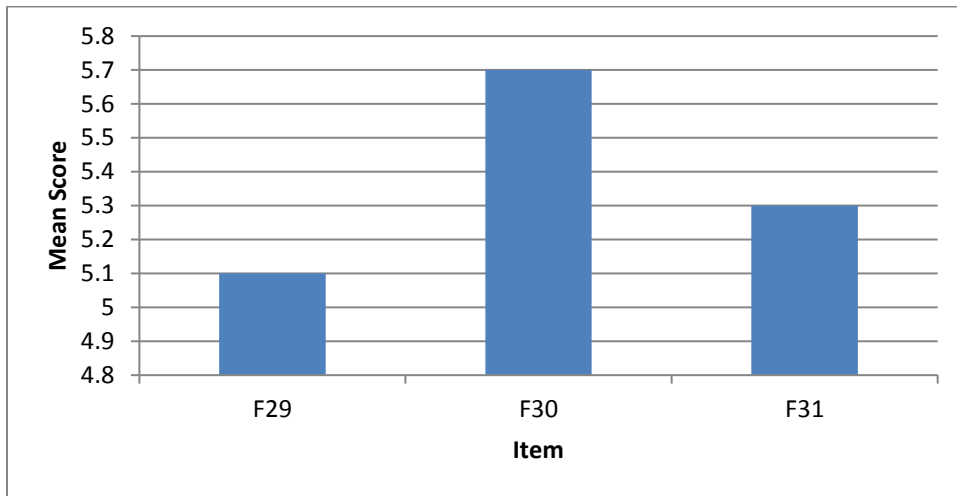


Figure 6.93: Knowledge and social background mean scores (Source: Own)

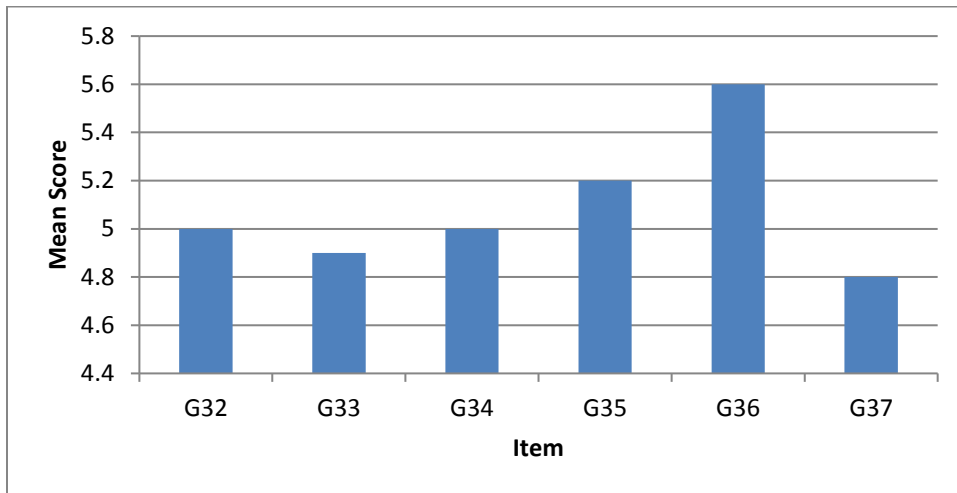
6.5.3.6 Power struggles

According to Table 6.132 and Figure 6.89, the WCMs agreed with all the statements about power struggles.

Table 6.132: Power struggles mean scores

G. Power Struggles	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	32. Party politics deter public participation	12 (11.1)	8 (7.4)	3 (2.8)	10 (9.3)	15 (13.9)	34 (31.5)	26 (24.1)	5.0	2.0	6	5.1 (.000)
33. Party politics hamper service delivery	6 (5.6)	14 (13.0)	4 (3.7)	15 (13.9)	14 (13.0)	33 (30.6)	22 (20.4)	4.9	1.9	6	5.2 (.000)	Reject (Agree)
34. There are power struggles in public participation	4 (3.7)	15 (13.9)	5 (4.6)	10 (9.3)	14 (13.0)	40 (37.0)	20 (18.5)	5.0	1.8	6	5.7 (.000)	Reject (Agree)
35. There are power struggles in service delivery	4 (3.7)	8 (7.4)	6 (5.6)	13 (12.0)	16 (14.8)	37 (34.3)	24 (22.2)	5.2	1.7	6	7.3 (.000)	Reject (Agree)
36. A healthy relationship exists between municipality and communities	4 (3.7)	8 (7.4)	2 (1.9)	2 (1.9)	16 (14.8)	43 (39.8)	33 (30.6)	5.6	1.6	6	10.1 (.000)	Reject (Agree)
37. A healthy relationship exists between municipality and ward communities	1 (.9)	1 (.9)	3 (2.8)	2 (1.9)	14 (13.0)	52 (48.2)	35 (32.4)	4.8	2.2	6	3.7 (.000)	Reject (Agree)

(Source: Own)



**Figure 6.94: Power struggles mean scores
(Source: Own)**

6.5.3.7 Gender representation

According to Table 6.133 and Figure 6.95, the businesses agreed with all the statements about gender representation.

Table 6.133: Gender representation mean scores

H. Gender Representation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
38. Women and men are equally represented in public participation forum.	4 (3.7)	5 (4.6)	6 (5.6)	3 (2.8)	7 (6.5)	37 (34.3)	46 (42.6)	5.8	1.7	6	11.1 (.000)	Reject (Agree)
39. Women and men are equally included in the decision making processes on service they receive.	1 (.9)	2 (1.9)	3 (2.8)	4 (3.7)	10 (9.3)	46 (42.6)	42 (38.9)	6.0	1.2	6	6.2 (.000)	Reject (Agree)
40. Contribution of women groups helps the participatory and service delivery process.	1 (.9)	1 (.9)	3 (2.8)	2 (1.9)	14 (13.0)	52 (48.2)	35 (32.4)	6.0	1.1	6	19.1 (.000)	Reject (Agree)

(Source: Own)

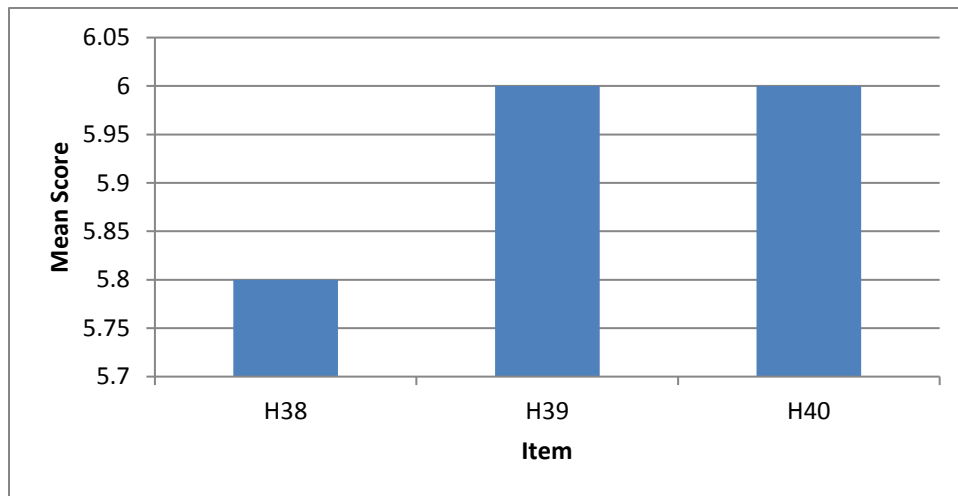


Figure 6.95: Gender representation mean scores (Source: Own)

6.5.4 Factor structure of the items involved in the WCM sample

Similar to the other community groups, all seven factors were found to be involved in obtaining an effective service delivery processes. The factors were also collapsed into two, namely (1) facilitation of effective service delivery, and (2) an impeding factor. The facilitation factor included:

- Public participation
- Accountability and transparency
- People centeredness
- Communication
- Gender representation
- Healthy relationships

The impeding factor included only the “Power struggles” first-order factor. This factor was thought to hinder or hamper WCMs’ participation in effective service delivery.

The mean score of 5.32 of the “facilitating factor” indicated a partial agreement with the first-order factors forming it, whereas the overall mean score of 5.01 of the second major factor of power struggles indicated that the WCMs partially agreed that party politics

impeded service delivery in the EMM. In conclusion, these results imply that public participation in effective service delivery processes (for WCM) is founded on two second-order factors, one related to aspects that facilitate service delivery and the other based on aspects which impede service delivery.

A similar procedure was followed for the WCMs to what had been done for the public, businesses and managers, namely a PCA with Varimax rotation as a PFA gave similar results. For Section B of the questionnaire two first-order factors were obtained, namely FB1.1, which dealt with individual responsibilities of the WCM which contained five items and had a Cronbach reliability coefficient of 0.856. The second factor FB1.2 had items which were more relevant to municipal responsibilities and so, probably perceived as being those of the local ward councillor. It contained three items with a Cronbach reliability of 0.823. A second-order factor analytic procedure resulted in one factor only (FB2.0) and it was named responsibilities for public participation. It had a Cronbach reliability of 0.852, contained eight items and explained 80.58% of the variance present. The mean was 5.36 and the median was 5.50. It was named ward committees and public participation (FB1). The data was negatively skew because of the relatively large mean and median values. WCMs thus agreed with these items which appears to be contrasting to the other three groups.

In Section C (Accountability and transparency) items C11 (You take responsibility for service delivery issues) and C13 (You shift the blame to the appointed contractors and municipality) first had their scales reversed and as the communalities to the other items were still very low (<0.1) they were removed. These two items both had standard deviations which were high (>2.00) and were probably seen as contentious as they reflected on the WCM in a personal way. They were thus unlikely to answer these honestly as the items would place them in a poor light. The remaining three items had a Cronbach reliability of 0.869 and explained 79.2% of the variance present. It was named accountability and transparency and mean of 5.20 and median of 5.67. WCMs thus agree with the items in this factor (FC1).

In Section D of the questionnaire D21 (Complaints are resolved fast and efficiently) was removed as it had a low MSA. The remaining three items had a Cronbach reliability of 0.887 and was named people centeredness (FD1). It had a mean of 5.95 and median of 6.00 indicating agreement with the items in this factor. WCMs thus had the perception that they were people centered, which again seems to contrast with the other groups.

In Section E (Communication) of the questionnaire one factor resulted which explained 52.7% of the variance present and had a Cronbach reliability of 0.762 for the five items. The mean was 4.73 and the median 5.00 indicating partial agreement with the communication factor (FD1).

As before, Section F (Knowledge and social background) proved to be problematical. The three items explained 50.62% of the variance present and had a Cronbach reliability of 0.485. Even on removing item D29 (The public is generally knowledgeable about service delivery issues) the Cronbach reliability still remained low at 0.590. On reflection this item asked WCMs about the participation of others and not themselves and so, they would have difficulty in answering it honestly. The mean was 5.39 and the median was 5.67 indicating partial agreement with the items in this factor.

In Section G of the questionnaire the PCA with Varimax rotation resulted in two first-order factors. The first-factor (FG1.1) related to power struggles and service delivery and it contained four items with a Cronbach reliability of 0.906. The second factor contained two items related to power struggles and healthy relationships and had a Cronbach reliability of 0.847. These two first-order factors explained 81.07% of the variance present. The second-order factor which resulted if a PFA or PCA was conducted on the two first-order factors had a Cronbach reliability of 0.767 and explained 51.87% of the variance present. It was thus decided to use the two first-order factors and not combine them into one. In addition, the one factor seemed to impede service delivery issues (FG1.1-Power struggles and service delivery) and the other would facilitate service delivery if they were present namely healthy relationships (FG1.2).

The factor analytic procedure of Section H (Gender Representivity) of the questionnaire resulted in one factor which explained 78.13% of the variance present. It had a Cronbach reliability of 0.829, a mean of 5.93 and median of 6.00. WCMs thus agree with the items contained in gender representation (FH1).

As all the factors resulting had reliability coefficients that would be considered to be acceptable (rule of thumb >0.70) they were used in a second-order procedure using PCA with Varimax rotation. The KMO of 0.826 and Bartlett’s sphericity of p=0.000 indicated that two second-order factors resulted. A PFA gave similar results. The second-order procedure resulted in two second-order factors. One contained five first-order factors which had a Cronbach reliability of 0.856 and was named factors that facilitate public participation for effective service delivery (F3.1). The factor loadings and mean scores are given in Table 6.134.

Table 6.134: Factor loadings and mean scores of the factors involved in factors that facilitate public participation in effective service delivery (F3.1)

Factor	Description	Loading	Mean
FB2.0	Public participation in service delivery processes	0.91	5.36
FE1	Communication	0.80	4.73
FD1	People centeredness of WC member	0.78	5.95
FC1	Accountability & transparency of local authority for service delivery	0.77	5.20
FG1.2	Power struggles – Healthy relationships with WC members	0.74	5.37
FH1	Gender representation and SD.	0.68	5.93
Average		0.78	5.32

(Source: Own)

The mean score of 5.32 and median of 5.59 indicates partial agreement tending towards agreement with the factors present and which facilitate effective service delivery (F3.1). The data distribution was negatively skewed as shown in Figure 6.96.

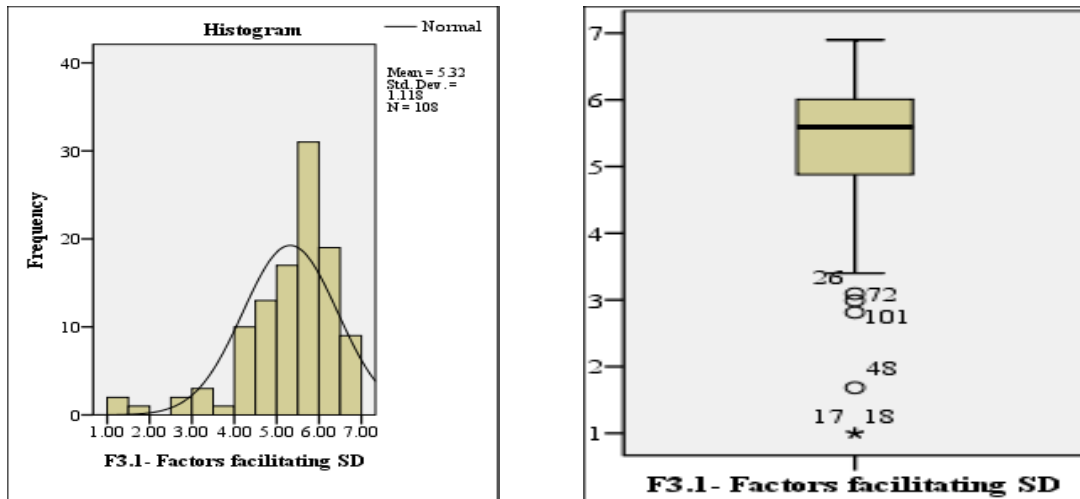


Figure 6.96: Histogram and box plot showing the data distribution of F3.1 (Source: Own)

The second factor (F3.2) contained two first-order factors namely FG1.1 and FF1. If items F30 and F31 are removed the Cronbach alpha increases from 0.590 to 0.847. Factor FF1 was thus removed and factor F3.2 then consisted of only one factor (which contained four items), namely the one that impeded public participation (FG1.1). The loading and mean score of this factor is shown in Table 6.135.

Table 6.135: Factor loadings and mean scores of the factors involved in factor that impedes public participation in effective service delivery (F3.2)

Factor	Description	Loading	Mean
FG1.1	Power struggles- party politics and SD	0.958	5.01

(Source: Own)

The mean of 5.01 and median of 5.50 shows that the WCMs partially agree tending towards agree that party politics impede service delivery issues. The data is negatively skewed as shown by Figure 6.97.

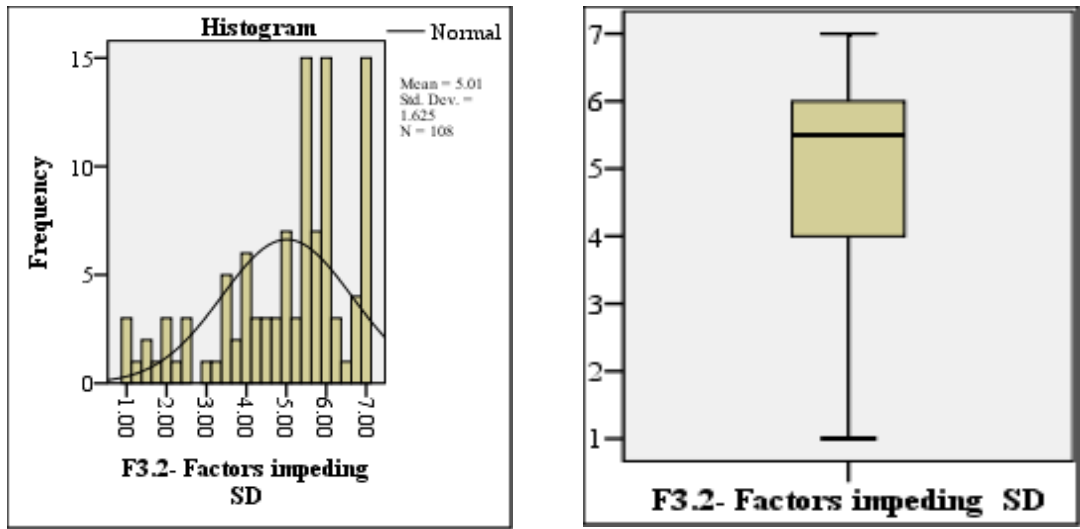


Figure 6.97: Histogram and box plot showing the data distribution of the factors which impede public participation in effective service delivery (Source: Own)

The facilitating factor (F3.1) and the impeding factor (FB3.2) thus seem to be orthogonal to one another and as such they are independent. This is shown in Figure 6.98.

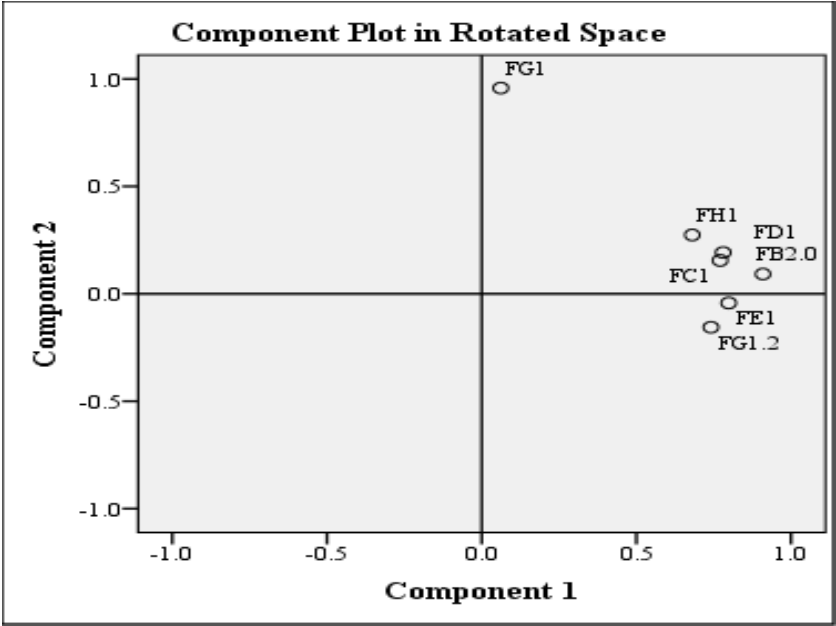


Figure 6.98: Orthogonal rotation of the two factors involved with public participation for effective service delivery (Source: Own)

As can be seen from Figure 6.98 in orthogonal rotation (axes are perpendicular to one another) the structure is much simpler since the variables are highly correlated with only one factor. Hence FC1, FE1, FB2.0, FD1, FG1.2 and FH are highly correlated with the facilitating factor (FB3.1), whilst FG1.1 is highly correlated with the impeding factor (F3.2)

Thus public participation in effective service delivery (for WCMs) is founded on two second-order factors, one related to aspects that facilitate service delivery and the other based on aspects which impede service delivery. Facilitation of service delivery is in turn composed of five first-order factors (Public participation, Accountability and transparency, People centeredness, Communication, Gender representation and Healthy relationships) and one first-order factor (power struggles and service delivery). The impeding factor consists of items that that hinder or hamper public participation in effective service delivery.

6.5.5 Associations between the factors and various community groups in the sample of the WCM

Gender, age, education and years resided in a particular area were found not to be associated with the major factors. WCMs from the previously disadvantaged areas agreed more strongly with the facilitating factor than did WCMs from the previously advantaged regions. The first-order factors that differed according to the place of residence were: accountability and transparency, healthy relationships, and gender representation. The respondents perceived public participation as the most important factor, followed by accountability and transparency, healthy relationships, and then gender representation, in that order. No differences could be found with respect to people centeredness and communication.

Race was associated with the facilitating factor as far as public participation, and accountability and transparency were concerned. For both factors, Black WCMs agreed more strongly than the Whites did. There appeared to be a general trend that as age increases the agreement with the facilitating factor decreases, whereas for the impeding factor older WCMs agreed more strongly with the factor than the younger ones. Good

knowledge of the *Batho Pele* principles was associated with agreement of the power struggles factor.

“Region where one lives” was found to be associated with the perceptions of WC members about the facilitation factors. WCMs in the disadvantaged areas agreed more strongly with public participation, accountability and transparency, healthy relationships and gender representation, than did the WCMs from the previously advantaged areas.

Race affected the perceptions of WCMs about public participation in service delivery processes and accountability and transparency for Black and White WC members. Seemingly, for both first-order factors, Black WCMs agreed more strongly with the view that there was public participation, and accountability and transparency in their wards than did the White WCMs.

Knowledge of the *Batho Pele* principles was associated with the “impeding factor”. The WCMs who had very good knowledge of the *Batho Pele* principles were associated with a stronger agreement of power struggles influencing public participation and service delivery issues than those who had little knowledge.

6.5.6 General impression about state of service delivery in the EMM

Table 6.136 and Figure 6.99 indicate that the WCMs agreed with statement I41 (Services are on track and there is no need for public protests), but were undecided about statement I42 (Have you ever suffered due to service delivery failures?).

Table 6.136: General Impression about state of service delivery mean scores

I. General Impression about state of service delivery in the EMM	Strongly		Disagree		Agree		Strongly					Reject/
	Disagree	Disagree	Somewhat	Undecided	Somewhat	Agree	Agree	Mean	Std.DEv	Median	T (p)	Accept
	1	2	3	4	5	6	7					
41. Services are on track and there is no need for public protests.	7 (6.5)	20 (18.5)	7 (6.5)	6 (5.6)	23 (21.3)	34 (31.5)	11 (10.2)	4.5	1.9	5	2.9 (.003)	Reject (Agree)
42. Have you ever suffered due to service delivery failures?	25 (23.2)	22 (20.4)	5 (4.6)	4 (3.7)	8 (7.4)	31 (28.7)	13 (12.0)	3.9	2.3	4	-0.6 (.266)	Accept (Neutral)

(Source: Own)

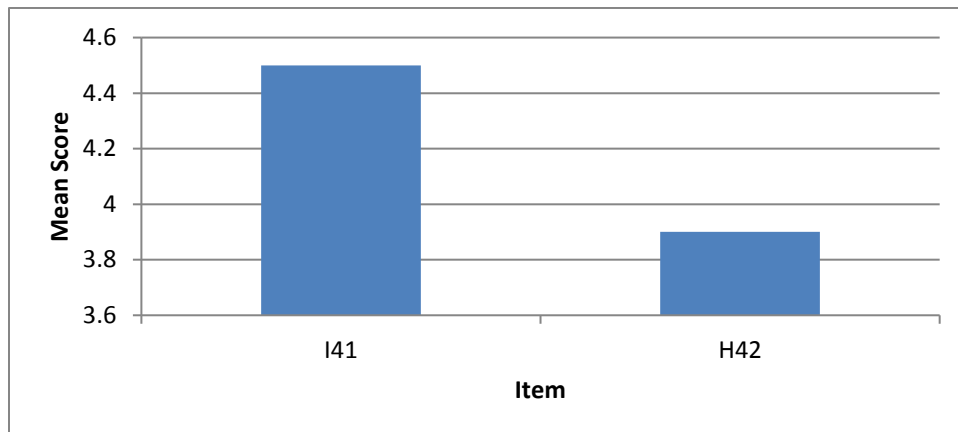


Figure 6.99: General Impression about state of service delivery mean scores (Source: Own)

6.5.7 Inferential statistics

The two second-order factors which facilitate (F3.1) and impede (F3.2) service delivery will serve as the dependent variables and the various independent groups in Section A of the questionnaire will be the independent variables. The independent variables were grouped into categories and in this sense they were manipulated by the researcher and as such they are really quasi-independent. Inferential statistical testing will be used to search for possible associations between the factors and the independent groupings. Hypotheses are similar to those used for businesses and the public and will not be set again. As two dependent variables (factors) are being utilised multivariate tests can be used to determine whether differences are present at this level. Should any significant differences be present when the two variables are tested together then further testing will be done at the univariate level. However, as all the data distribution was negatively skew non-parametric statistical tests will be utilised.

6.5.7.1 Testing using two independent groups

The non-parametric equivalent of the independent t-test is the Mann-Whitney U-test. This test works on the principle of ranking the data; that is finding the lowest score and giving it a rank of 1, then finding the next score and giving it a rank of 2. This process thus results in high scores being equivalent to high scores being represented by large ranks and low scores by small ranks (Field, 2009:540). As the Mann-Whitney U-test for non-parametric

data involves the ranking of data this researcher will use (\bar{U}) to signify the score for mean ranking (Field, 2009:550).

6.5.7.1.1 GENDER

No statistically significant differences between the mean ranks of male and female respondents could be found. Although female respondents had the higher mean ranks indicating they agreed more strongly with both factors, these mean ranks did not differ significantly from one another. The appropriate results were:

[$F_{3.1} - \bar{U}_M = 50.78; \bar{U}_F = 59.91; p = 0.14; Z = -1.49; F_{3.2} - \bar{U}_M = 50.69; \bar{U}_F = 59.75; p = 0.15; Z = -1.45$].

6.5.7.1.2 REGION IN WHICH YOU RESIDE (A5REC)

There were 20 possible regions and they were collapsed to two due to small numbers. The two groups were classified into previously advantaged and previously disadvantaged regions. Alberton, Benoni, Boksburg, Brakpan, Edenvale, Germiston, Kempton Park, Nigel, and Springs are the previously advantaged areas that formed group 1. The previously disadvantaged areas which formed group 2 are Daveyton, Duduza, Etwatwa, Katlehong 1 and 2, Kwa Thema, Tembisa 1 and 2, Tokoza, Tsakane and Vosloorus. Statistically significant differences were present only with respect to the facilitating factor namely F3.1. The results were:

[$F_{3.1} - \bar{U}_A = 32.79; \bar{U}_D = 59.71; p = 0.000; Z = -3.54; r = 0.34; F_{3.2} - \bar{U}_A = 55.38; \bar{U}_D = 54.29; p = 0.38; Z = -0.144$]

WCMS who were from previously disadvantaged regions agreed significantly more strongly with the facilitating factor than did WCMS from the previously advantaged regions. As the facilitating factor is composed of six first-order factors (FB2.0, FC1, FD1, FE1, FG1.1 and FH1) further investigation is needed to see which of the first-order factors

is responsible for this difference. The results of those factors at the univariate level which differed statistically significantly from one another were:

$$[FB2.0 - \bar{U}_A = 31.60; \bar{U}_D = 60.17; p = 0.000; Z = -3.54; r = 0.37]$$

$$[FC1 - \bar{U}_A = 35.26; \bar{U}_D = 59.14; p = 0.002; Z = -3.16; r = 0.30]$$

$$[FG1.2 - \bar{U}_A = 35.93; \bar{U}_D = 58.98; p = 0.002; Z = -3.11; r = 0.29]$$

$$[FH1 - \bar{U}_A = 41.12; \bar{U}_D = 57.73; p = 0.026; Z = -2.72; r = 0.21]$$

WCMs in the disadvantaged areas agreed statistically significantly more strongly with public participation (FB2.0), accountability and transparency (FC1), healthy relationships (FG1.2), and gender representation (FH1) than did the WCMs from the previously advantaged areas. The respondents also perceived public participation as the most important factor as it had the highest effect size ($r=0.37$), followed by accountability and transparency ($r=0.30$), healthy relationships ($r=0.29$), and gender representation ($r=0.21$). No statistically significant differences could be found with respect to people centeredness (FD1) and communication (FE1) at the unifactorial level.

6.5.7.1.3 YEARS RESIDED IN A PARTICULAR AREA (A6REC)

The original grouping was collapsed to two groups, namely 1 to 25 years, and 26 or more years. The results of the non-parametric statistical tests at multivariate level were:

$$[F3.1 - \bar{U}_{1-25\text{yrs}} = 52.10; \bar{U}_{26+\text{yrs}} = 56.81; Z = -0.78; p = 0.44]$$

$$[F3.2 - \bar{U}_{1-25\text{yrs}} = 55.25; \bar{U}_{26+\text{yrs}} = 53.78; Z = -0.34; p = 0.81]$$

The data indicate that no statistically significant differences were present at the multifactorial level and so, no further testing was conducted.

6.5.7.1.4 RACE (A3REC)

There were very few respondents from the Coloured, Indian and White respondents and therefore they were grouped into "other". Tests at the multivariate level indicated a

statistically significant difference between the two racial groups to be present only with respect to the facilitating factor (F3.1). The results were as follows:

$$[F3.1 - \bar{U}_B = 56.47; \bar{U}_O = 32.78; p = 0.030; Z = -2.173; r = 0.21]$$

$$[F3.2 - \bar{U}_B = 54.26; \bar{U}_O = 57.17; p = 0.79; Z = -0.27; r = 0.1]$$

As there were differences between the two racial groups at the multivariate level tests were also conducted at the univariate level to see which of the first-order factors involved with the facilitating factor differed from one another. Significant differences could only be found between the two racial groups with respect to public participation (FB2.0) and accountability and transparency (FC1). The results of these two were as follows:

$$[FB2.0 - \bar{U}_B = 56.75; \bar{U}_O = 29.72; p = 0.013; Z = -2.48; r = 0.24]$$

$$[FC1 - \bar{U}_B = 56.75; \bar{U}_O = 29.78; p = 0.013; Z = -2.49; r = 0.24]$$

In both factors involved the Black WCMs agreed statistically significantly more strongly that did the other racial groups. It seems as if Black and other WCMs have differing perceptions with respect to public participation and accountability and transparency.

6.5.7.2 Testing for three or more groups

The non-parametric equivalent of the ANOVA test is the Kruskal–Wallis test (Field, 2009:559).

6.5.7.2.1 AGE (A2REC)

The original age groups were collapsed to form four groups. The results of the test at multivariate level were:

$$[F3.1 - \bar{H}_{19-35yrs} = 57.02; \bar{H}_{36-45yrs} = 56.15; \bar{H}_{46-55yrs} = 55.96; \bar{H}_{56+yrs} = 49.45; \chi^2(3) = 1.05; p = 0.79]$$

$$[F3.2 - \bar{H}_{19-35yrs} = 44.98; \bar{H}_{36-45yrs} = 53.89; \bar{H}_{46-55yrs} = 55.15; \bar{H}_{56+yrs} = 59.19; \chi^2(3) = 3.44; p = 0.33]$$

Thus although the four age groups do not differ statistically significantly from one another at the multivariate level ($p > 0.05$) in the facilitating factor (F3.1) there is a general tendency

that as age increases the agreement with the factor decreases, whereas in the impeding factor (F3.2) the older WCMs agree more strongly than the younger age groups.

6.5.7.2.2 HIGHEST LEVEL OF COMPLETED FORMAL EDUCATION (A4REC)

No statistically significant differences could be found at the multifactorial level and so, no further tests needed to be conducted at the univariate level. The appropriate results using the Kruskal-Wallis test were:

$$[F_{3.1} - \bar{H}_{None/PS} = 57.44; \bar{H}_M = 54.57; \bar{H}_{D/D} = 47.93; \chi^2(2) = 1.29; p = 0.53]$$

$$[F_{3.2} - \bar{H}_{None/PS} = 55.05; \bar{H}_M = 48.83; \bar{H}_{D/D} = 64.22; \chi^2(2) = 4.01; p = 0.13]$$

6.5.7.2.3 KNOWLEDGE OF THE BATHO PELE PRINCIPLES

The original groupings were collapsed to four (see Table 6.8). The Kruskal-Wallis test indicated that there were significant differences, but these were in respect of the impeding factor (F3.2). The results as obtained from SPSS 23.0 were:

$$[F_{3.1} - \bar{H}_{Bad} = 48.63; \bar{H}_{Little} = 58.40; \bar{H}_G = 49.37; \bar{H}_{VG} = 59.41; \chi^2(3) = 2.77; p = 0.43]$$

$$[F_{3.2} - \bar{H}_{Bad} = 41.02; \bar{H}_{Little} = 46.02; \bar{H}_G = 55.52; \bar{H}_{VG} = 66.64; \chi^2(3) = 11.64; p = 0.009; Z = -2.77]$$

When testing pair-wise with respect to the impeding factor the only statistically significant difference that could be found was between the members who indicated that their knowledge of the *Batho Pele* principles was bad or worse than that compared with those who indicated that they had very good knowledge of the *Batho Pele* principles. The Mann-Whitney U-Test results were as follows:

$$[\bar{U}_{Bad} = 22.85; \bar{U}_{VG} = 66.64; Z = -2.81; p = 0.005; r = 0.34]$$

Respondents who indicated that they had very good knowledge of the *Batho Pele* principles thus differed artistically significantly from those who indicated bad or worse knowledge of these principles with respect to the power struggles factor deterring public

participation. Very good knowledge of the *Batho Pele* principles is associated with stronger agreement of power struggles influencing public participation and service delivery issues.

6.5.8 General comments

The comments were placed in categories or themes based on the *Batho Pele* principles according to the answers provided. Except for the positive comment category and no answer received, the other seven categories could all be listed as complaints or grievances from WCMs. The frequencies of the themes or categories are given in Table 6.137.

Table 6.137: Frequencies for the themes obtained from the comments provided by the ward committee members

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	No answer	43	39.8	39.8	39.8
	Consultation	12	11.1	11.1	50.9
	Service standards	18	16.7	16.7	67.6
	Courtesy	2	1.9	1.9	69.4
	Information	11	10.2	10.2	79.6
	Openness and transparency	3	2.8	2.8	82.4
	Redress	6	5.6	5.6	88.0
	Value for money	3	2.8	2.8	90.7
	Positive comment	10	9.3	9.3	100.0
	Total	108	100.0	100.0	

(Source: Own)

The majority of WCMs had no comment whilst 16.7% of them complained about service standards mostly related to the lack of service standards. A deficiency in consultation and information (21.3%) were also reported. However, both consultation and information are aspects which should be reasonably easy to rectify.

6.5.9 Conclusion

Seven factors were found to be involved in obtaining maximal public participation in service delivery processes. These were grouped as (1) facilitation of service delivery factors, and (2) factors that impede service delivery.

Facilitation factors include:

1. Public participation
2. Accountability and transparency
3. People centeredness
4. Communication
5. Gender representation
6. Healthy relationships

The impeding factor consisted of:

7. Power struggles. This factor is thought to hinder or hamper public participation in effective service delivery.

It was also found that gender, years resided in a particular area, and education of a WCM do not affect their perceptions about public participation in service delivery processes. “Region where one lives” was found to be associated with their perceptions, but only for the facilitation factors. The only factors that differed significantly according to “region where one lives” are public participation, accountability and transparency, healthy relationships, and gender representation. WCMs in the disadvantaged areas agreed more strongly with public participation, accountability and transparency, healthy relationships, and gender representation than did the WCMs from the previously advantaged areas.

Race affects the perceptions of WCMs about public participation in service delivery processes too, as far as Blacks and Whites and the facilitation factors are concerned. Facilitation factors involved are public participation, accountability, and transparency. Seemingly, for both factors Black WCMs agree more strongly with the view that there is

public participation, and accountability and transparency in their wards than do the White WCMs.

Knowledge of the *Batho Pele* principles is another important variable affecting the “impeding factor”. The WCMs who indicated that they had very good knowledge of the *Batho Pele* principles were associated with stronger agreement of power struggles influencing public participation and service delivery issues than others.

6.6 MERGED DATA ANALYSIS (CITIZENS, BUSINESSES, MANAGERS, WARD COMMITTEES)

6.6.1 Introduction

The various frequencies and factor analyses have already been dealt individually for each of the four groups involved and it is only the merged data analysis, which is presented in Section 6.6.

Datasets from four different questionnaires for citizens, businesses, managers and WC members were merged to give a total of 1429 respondents. The final datasets consisted of 899 (62.9%) citizens, 214 (15.0%) business representatives, 208 (14.6%) managers and 108 (7.6%) WC members as shown in Table 6.138 and Figure 6.100.

Table 6.138: Frequencies of the four community groups in the sample

	Frequency	Percent	Valid Percent	Cumulative Percent
Citizen	899	62.9	62.9	62.9
Business	214	15.0	15.0	77.9
Manager	208	14.6	14.6	92.4
WC Member	108	7.6	7.6	100.0
Total	1429	100.0	100.0	

(Source: Own)

The return rate thus varied from 89.9% to a poor 27.0% for the WCMs. The reasons for the poor response from the WCMs centred on the 2016 local government municipal elections. There was uncertainty about the date of the election. It was first proposed to be conducted in May 2016, but due to some technicality, it was moved to 3 August 2016. Many of the WCMs' term of office were coming to an end and new members would be elected. Because the intra and extra political tensions the functioning of the ward committees was adversely affected and it was noted that many of them have resigned before the election for new found opportunities, therefore the poor response rate. The total return was 68.08% of the questionnaires distributed.

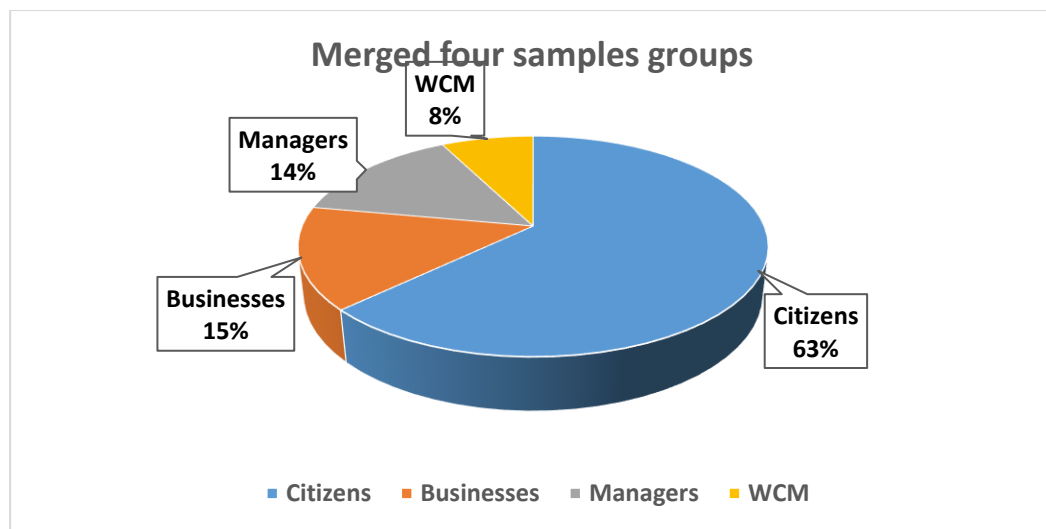


Figure 6.100: Frequencies of the groups in the merged sample (Source: Own)

Figure 6.96 also shows that the majority of respondents in the sample consisted of citizens (63%), while the WCM had the lowest frequency with 8%.

Section 6.6 consists of two parts; part 1 presents descriptive statistics and part 2 inferential statistics. Part 1 is divided into 4 sub-sections: sub-section 6.6.2 presents frequency distributions of the independent variables, section 6.6.4 cross-tabulations of gender against other independent variables, section 6.6.5 mean scores of the study constructs (or factors), and section 6.6.6 general impression about state of service delivery in the EMM. Part 2 presents the inferential statistics. It specifically presents the results of factor analysis.

PART 1: DESCRIPTIVE ANALYSIS OF THE MERGED DATA

6.6.2 Frequency distributions of the independent variables

6.6.2.1 Gender

The pie chart in Figure 6.101 shows that respondents from both gender groups participated in the survey.

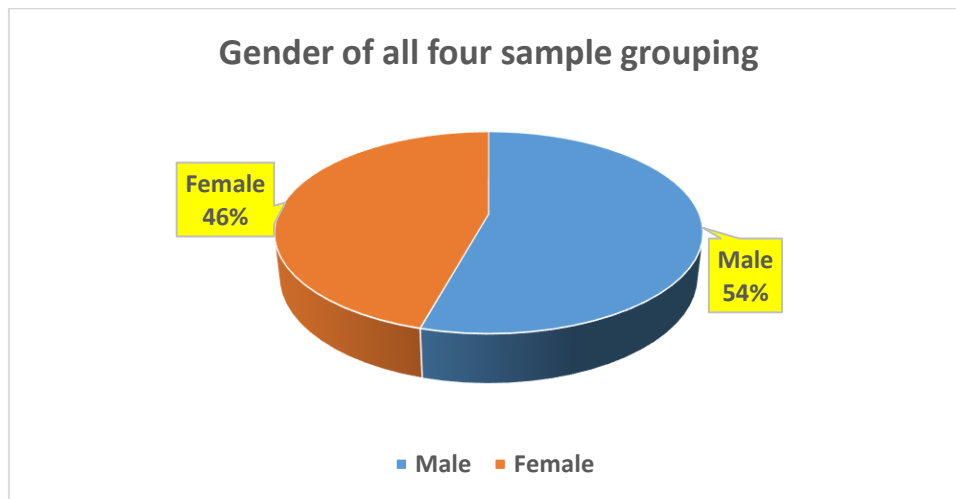


Figure 6.101: Gender Groups of the merged four samples (Source: Own)

The difference of 4% is reasonable with respect to gender representativeness. However, this possibly indicates that females are still not participating to the extent that one would wish for with respect to issues of service delivery.

6.6.2.2 Age groups in the merged sample

Figure 6.102 indicates that the majority who responded to the survey were in the youngest age group of 19-35 years.

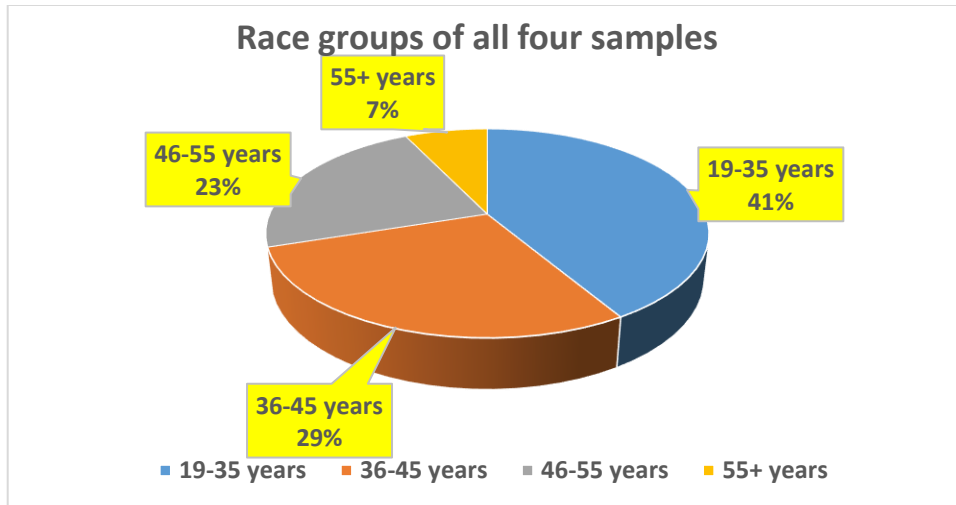


Figure 6.102: Frequencies of the age groups in the merged data (Source: Own)

This is probably because the young people had some form of education and understanding the questionnaire and were aware of the problems facing their communities in terms of services rendered by the municipality. It could also suggest that a form of apathy regarding service delivery issues occurs as one gets older.

6.6.2.3 Knowledge of the Batho Pele Principle in the merged data

Figure 6.103 indicates that 52% of the respondents in the merged data knew the *Batho Pele* principles, 27% had poor to very poor knowledge, and 21% neither bad nor good knowledge. This suggests that almost 50% of respondents need some form of training in the *Batho Pele* principles to better equip them on public participation and service delivery matters.

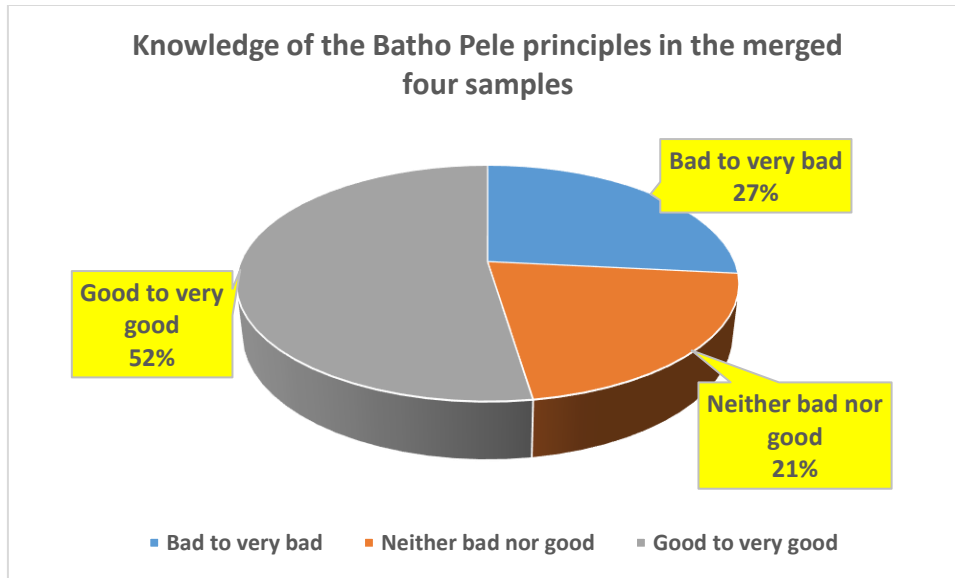


Figure 6.103: Knowledge of the Batho Pele principles in the merged data (Source: Own)

Having discussed the findings of each of the data analyses conducted this researcher will now provide the combined findings by first focusing on the empirical findings from the combined or merged data and then in each case a brief literature review finding about the construct under discussion.

6.6.3 Cross-tabulations of gender against other independent variables

6.6.3.1 Age by gender

Table 6.139 does not indicate any association between age and gender (Chi-sq.= 6.0, $p=0.202 > 0.1$), even at the 10% significance level.

Table 6.139: Age by gender

Age Group (years)	Male	Female	Total
19-35	298 (20.9)	291 (20.4)	589 (41.3)
36-45	236 (16.6)	172 (12.1)	408 (28.70)
46-55	125 (8.8)	102 (7.2)	227 (15.9)
56-65	60 (4.3)	45 (3.2)	105 (7.4)
Above 65	54 (3.8)	41 (2.9)	95 (6.7)
Total	774 (54.3)	651 (45.7)	1,425 (100.0)

Pearson $\chi^2(4) = 6.0$, $P = 0.202$

(Source: Own)

6.6.3.2 Race by gender

Table 6.140 does indicate that there is an association between race and gender (Chi-sq.= 12.4, $p= 0.014 < 0.05$) at the 5% level. However, the results are not valid due to the contingency table having a cell with an expected frequency of less than 5.

Table 6.140: Race by gender

Race	Male	Female	Total
Black	593 (41.6)	538 (37.8)	1,131 (79.4)
Coloured	48 (3.4)	43 (3.0)	91 (6.4)
White	35 (2.5)	16 (1.1)	51 (3.6)
Indian	95 (6.7)	53 (3.7)	148 (10.4)
Other	3 (0.2)	1 (0.1)	4 (0.3)
Total	774 (54.3)	651 (45.7)	1,425 (100.0)

Pearson $\chi^2(4) = 12.4$, $P = 0.014$

(Source: Own)

6.6.3.3 Education by gender

Table 6.141 indicates that there is an association between education and gender (Chi-sq.= 26.4, $p= 0.000 < 0.01$) at the 1% level. However, the results cannot be trusted as valid due to the contingency table having some cells having expected frequencies of less than 5.

Table 6.141: Education by gender

Education	Male	Female	Total
No formal education	29 (2.0)	35 (2.5)	64 (4.5)
Primary education	63 (4.4)	87 (6.1)	150 (10.5)
Matric	289 (20.3)	270 (18.9)	559 (39.2)
Diploma	220 (15.4)	125 (8.8)	345 (24.2)
Degree	171 (12.0)	133 (9.3)	304 (21.3)
Other	3 (0.2)	1 (0.1)	4 (0.3)

Education	Male	Female	Total
Total	775 (54.4)	651 (45.7)	1,426 (100.0)

Pearson $\chi^2(5) = 26.4$, $P = 0.000$

(Source: Own)

6.6.3.4 Ward in which a respondent reside by gender

Interestingly, Table 6.142 indicates that there is an association between ward and gender (Chi-sq.= 67.0, $p= 0.000 < 0.01$) at the 5% level. This implies that some wards have more or less males than females. This association was not investigated further in this study.

Table 6.142: Ward by gender

Ward	Male	Female	Total
Alberton	61 (4.3)	27 (1.9)	88 (6.2)
Benoni	75 (5.3)	38 (2.7)	113 (7.9)
Boksburg	57 (4.0)	40 (2.8)	97 (6.8)
Brakpan	37 (2.6)	31 (2.1)	68 (4.8)
Daveyton	29 (2.0)	24 (1.7)	53 (3.7)
Duduza	23 (1.6)	16 (1.1)	39 (2.7)
Edenvale	30 (2.1)	19 (1.3)	49 (3.4)
Etwatwa	14 (1.0)	48 (3.4)	62 (4.4)
Germiston	39 (2.7)	19 (1.3)	58 (4.1)
Kathehong 1	58 (4.1)	75 (5.3)	133 (9.4)
Kathehong 2	25 (1.8)	28 (2.0)	53 (3.7)
Kempton Park	51 (3.6)	28 (2.0)	79 (5.6)
Kwa-themba	16 (1.1)	20 (1.4)	36 (2.5)
Nigel	23 (1.6)	25 (1.8)	48 (3.4)
Springs	36 (2.5)	26 (1.8)	62 (4.4)
Tembisa 1	54 (3.8)	59 (4.2)	113 (7.9)

Ward	Male	Female	Total
Tembisa 2	30 (2.1)	42 (3.0)	72 (5.1)
Tokoza	33 (2.3)	21 (1.5)	54 (3.80)
Tsakane	24 (1.7)	20 (1.4)	44 (3.1)
Vosloorus	44 (3.1)	33 (2.3)	77 (5.4)
Other	15 (1.1)	10 (0.7)	25 (1.8)
Total	774 (54.4)	649 (45.6)	1,423 (100.0)

Pearson $\chi^2(20) = 67.0$, $P = 0.000$

(Source: Own)

6.6.3.5 Time lived in the region by gender

Table 6.143 indicates that there is no association between time lived in the region and gender (Chi-sq.= 10.7, $p = 0.378 > 0.1$) at the 10% level.

Table 6.143: Time lived in the region by gender

Years	Male	Female	Total
0	0 (0.0)	1 (0.1)	1 (0.1)
1 – 10	222 (18.3)	188 (15.5)	410 (33.8)
11 – 15	115 (9.5)	109 (9.0)	224 (18.5)
16 – 20	54 (4.5)	71 (5.9)	125 (10.3)
21 – 25	72 (5.9)	65 (5.4)	137 (11.3)
26 – 30	53 (4.4)	68 (5.6)	121 (10.0)
31 – 35	19 (1.6)	14 (1.2)	33 (2.7)
36 – 40	35 (2.9)	27 (2.2)	62 (5.1)
41 +	49 (4.1)	50 (4.2)	99 (8.2)
Total	619 (51.1)	593 (48.9)	1,212 (100.0)

Pearson $\chi^2(10) = 10.7$, $P = 0.378$

(Source: Own)

6.6.3.6 Type of dwelling by gender

Table 6.144 indicates that there is no association between Type of dwelling and gender (Chi-sq.= 4.7, $p= 0.46 > 0.1$) at the 10% level, which was expected.

Table 6.144: Type of dwelling by gender

Dwelling	Male	Female	Total
1 House	470 (38.8)	434 (35.8)	904 (74.6)
2 Town House	39 (3.2)	34 (2.8)	73 (6.0)
3 Informal dwelling	20 (1.7)	17 (1.4)	37 (3.1)
4 Other	75 (6.2)	84 (6.9)	159 (13.1)
5 Missing	15 (1.2)	23 (1.9)	39 (3.1)
Total	619 (51.1)	593 (48.9)	1,212 (100.0)

Pearson $\chi^2(5) = 4.7$, $P = 0.459$

(Source: Own)

6.6.3.7 Knowledge of the Batho Pele Principles by gender

Table 6.145 indicates that there is no association between knowledge of the *Batho Pele* principles and gender (Chi-sq.= 10.7, $p= 0.1 > 0.1$) at the 10% level, which was expected.

Table 6.145: Knowledge of the Batho Pele principles by gender

Batho Pele Principles	Male	Female	Total
Very bad	94 (6.7)	92 (6.5)	186 (13.2)
Bad	47 (3.3)	37 (2.6)	84 (6.0)
A little bad	66 (4.7)	50 (3.6)	116 (8.2)
Neither	86 (6.1)	98 (7.0)	184 (13.1)
A little good	141 (10.0)	127 (9.0)	268 (19.0)
Good	144 (10.2)	116 (8.2)	260 (18.5)
Very good	187 (13.3)	123 (8.7)	310 (22.0)
Total	765 (54.3)	643 (45.7)	1,408 (100.0)

Pearson $\chi^2(6) = 10.7$, $P = 0.099$

(Source: Own)

6.6.3.8 Age of business by gender

Table 6.146 indicates that there is an association between age of business and gender (Chi-sq.= 17.8, p= 0.007<0.01) at the 1% level. However, the results are not valid due to some table cells having expected frequencies of less than 5.

Table 6.146: Age of business by gender

Age (Years)	Male	Female	Total
1 – 10	95 (44.8)	64 (30.2)	159 (75.0)
11 – 15	15 (7.1)	10 (4.7)	25 (11.8)
16 – 20	3 (1.4)	8 (3.8)	11 (5.2)
21 – 25	1 (0.5)	6 (2.8)	7 (3.3)
26 – 30	1 (0.5)	3 (1.4)	4 (1.9)
31 – 35	2 (0.9)	0 (0.0)	2 (0.9)
36 +	0 (0.0)	4 (1.9)	4 (1.9)
Total	117 (55.2)	95 (44.8)	212 (100.0)

Pearson chi2(6) = 17.8, P = 0.007

(Source: Own)

6.6.3.9 Type of business by gender

Table 6.147 indicates that there is no association between type of business and gender (Chi-sq.= 6.9, p= 0.907>0.1) at the 10% level. However, the results are not valid due to some table cells having expected frequencies of less than 5.

Table 6.147: Type of business by gender

	Male	Female	Total
Agricultural services	3 (1.4)	2 (0.9)	5 (2.4)
Building/construction/maintenance & civil engineering	38 (17.9)	33 (15.6)	71 (33.5)
Food Industry (catering, beverages) events management	8 (3.8)	5 (2.4)	13 (6.1)
Mechanical Engineering	4 (1.9)	5 (2.4)	9 (4.3)

	Male	Female	Total
Chemical industry	2 (0.9)	2(0.9)	4 (1.9)
Cleaning	17 (8.0)	13 (6.1)	30 (14.2)
Clothing and textiles	2 (0.9)	1 (0.5)	3 (1.4)
ICT	6 (2.8)	4 (1.9)	10 (4.7)
Transport & logistics	7 (3.3)	5 (2.4)	12 (5.7)
Electrical related	6 (2.8)	2 (0.9)	8 (3.8)
Printing & stationery	3 (1.4)	2 (0.9)	5 (2.4)
Professional services	10 (4.7)	4 (1.9)	14 (6.6)
Security services	1 (0.5)	1 (0.5)	2 (0.9)
Other	10 (4.7)	16 (7.6)	26 (12.3)
Total	117 (55.2)	95 (44.8)	212 (100.0)

Pearson $\chi^2(13) = 6.9, P = 0.907$

(Source: Own)

6.6.3.11 Location of business by gender

Table 6.148 indicates that there is no association between location of business and gender (Chi-sq.= 1.9, $p= 0.759 > 0.1$) at the 10% level. However, the results are not valid due to some table cells having expected frequencies of less than 5.

Table 6.148: Location of business by gender

Location	Male	Female	Total
CBD	56 (26.4)	43 (20.3)	99 (46.7)
Industrial area	24 (11.3)	18 (8.5)	42 (19.8)
Informal settlement	6 (2.8)	8 (3.8)	14 (6.6)
Other	31 (14.7)	26 (12.3)	57 (27.0)
Total	117 (55.2)	95 (44.8)	212 (100.0)

Pearson $\chi^2(4) = 1.9, P = 0.759$

(Source: Own)

6.6.4 Mean scores of the study constructs (or factors)

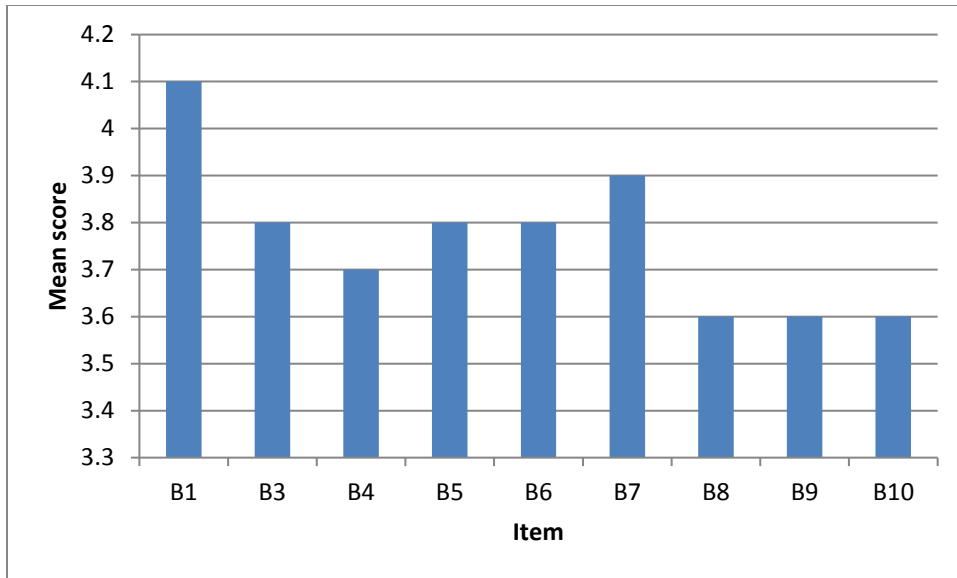
6.6.4.1 Public participation

According to the Table 6.149, all the statements were disagreed with except statement B1 (Meetings are held regularly with the public/communities), which was agreed with, and statement B9 (Communities are informed about projects year marked for their regions) for which respondents were undecided. See Figure 6.104 for a better illustration.

Table 6.149: Public participation mean scores

F. Public Participation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	1. Meetings are held regularly with the public/communities	217 (15.2)	189 (13.2)	112 (7.8)	188 (13.2)	225 (15.8)	359 (25.1)					
3. Community problems are taken seriously by the municipality	220 (15.4)	244 (17.1)	177 (12.4)	168 (11.8)	254 (17.8)	249 (17.4)	115 (8.1)	3.8	1.9	4	-3.2 (.001)	Reject (Disagree)
4. Municipality and the public work together in budgeting to enhance service delivery	224 (15.7)	249 (17.4)	189 (13.2)	211 (14.8)	214 (15.0)	245 (17.1)	96 (6.7)	3.7	1.9	4	-5.2 (.000)	Reject (Disagree)
5. Municipality and the public work together in planning process on service delivery	216 (15.1)	255 (17.8)	185 (13.0)	202 (14.1)	222 (15.5)	256 (17.9)	92 (6.4)	3.8	1.9	4	-4.7 (.000)	Reject (Disagree)
6. Municipality and the public work together in implementation on service delivery	217 (15.2)	243 (17.0)	190 (13.3)	231 (16.2)	212 (14.8)	247 (17.3)	89 (6.2)	3.8	1.9	4	-5.0 (.000)	Reject (Disagree)
7. Communities are informed about projects year marked for their regions.	244 (17.1)	202 (14.1)	170 (11.9)	166 (11.6)	222 (15.5)	293 (20.5)	131 (9.2)	3.9	2.0	4	-1.4 (.076)	Accept (Neutral)
8. Communities are involved in the budgeting process on municipal service delivery	289 (20.2)	280 (19.6)	161 (11.3)	191 (13.4)	164 (11.5)	244 (17.1)	100 (7.0)	3.6	2.0	3	-8.5 (.000)	Reject (Disagree)
9. Are you regularly consulted on matters that affect you?	289 (20.2)	275 (19.2)	158 (11.1)	139 (9.7)	197 (13.8)	268 (18.8)	103 (7.2)	3.6	2.0	3	-7.0 (.000)	Reject (Disagree)
10. Feedback is given to communities regularly	275 (19.2)	288 (20.2)	169 (11.8)	150 (10.5)	194 (13.6)	248 (17.4)	105 (7.4)	3.6	2.0	3	-7.5 (.000)	Reject (Disagree)

(Source: Own)



**Figure 6.104: Public participation mean scores
(Source: Own)**

Public participation for effective municipal service delivery (FB) had a Cronbach reliability of 0.904, a mean of 3.76 and median of 3.78, indicating that the respondents partially disagreed tending towards being undecided regarding this factor. This suggested that public participation was not at the level one needs in order to obtain effective service delivery. Public participation is an important component for all of the factors involved and hence ways and means for stimulating public participation need to be found.

As deduced from literature, public participation and citizen involvement of the municipality (EMM) must involve more than just consultation. There must be direct influence on issues such as openness, spending and policy decisions (Devas & Grant, 2003) and citizens must have an “voice” to influence the actions mainly taken by government officials and representatives. The concepts of public participation as suggested by Gaventa and Valderrama (1999) can influence Ekurhuleni management’s decision-making processes. This will assist the municipality in understanding the causes of public participation and how each form of participation could make them more accountable in issues such as planning, appraisal, monitoring, training and awareness building. These concepts that could enrich Ekurhuleni’s participation were found in countries such as the Philippines, India, Honduras, Bolithrough, Namibia, Uganda and Tanzania. Ekurhuleni has many rural

areas, villages, districts, suburbs, cities and towns and they cannot work in silos or individually. Communities who participate collectively, like in organisational or group participation, accomplish more than those who do not have this form of participation (Robinson, 1998).

6.6.4.2 *Accountability and transparency*

Table 6.150 and Figure 6.105 indicate that the respondents agreed with all the statements except statement C1 (Municipality takes complete responsibility for service delivery failures), which they disagreed with.

Table 6.150: Accountability and transparency mean scores

C. Accountability & Transparency	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
11. Municipality takes complete responsibility for service delivery failures.	254 (17.8)	259 (18.1)	179 (12.5)	169 (11.8)	203 (14.2)	268 (18.8)	93 (6.5)	3.7	2.0	4	-5.7 (.000)	Reject (Disagree)
13. Municipality shifts the blame to appointed contractors for failures.	129 (9.0)	172 (12.0)	119 (8.3)	281 (19.7)	233 (16.3)	334 (23.4)	159 (11.1)	4.4	2.5	5	6.4 (.000)	Reject (Agree)
14. Public is clear about the services they receive.	146 (10.2)	208 (14.6)	154 (10.8)	235 (16.5)	271 (19.0)	305 (21.4)	103 (7.2)	4.1	1.8	4	2.9 (.002)	Reject (Agree)
15. Municipality is clear about the cost of the services they provide.	157 (11.0)	214 (15.0)	133 (9.3)	268 (18.8)	204 (14.3)	326 (22.8)	119 (8.3)	4.1	1.9	4	2.9 (.002)	Reject (Agree)
16. Municipality is clear about the quality of the services they provide.	166 (11.6)	225 (15.8)	139 (9.7)	230 (16.1)	212 (14.9)	328 (23.0)	123 (8.6)	4.1	1.9	4	2.2 (.013)	Reject (Agree)

(Source: Own)

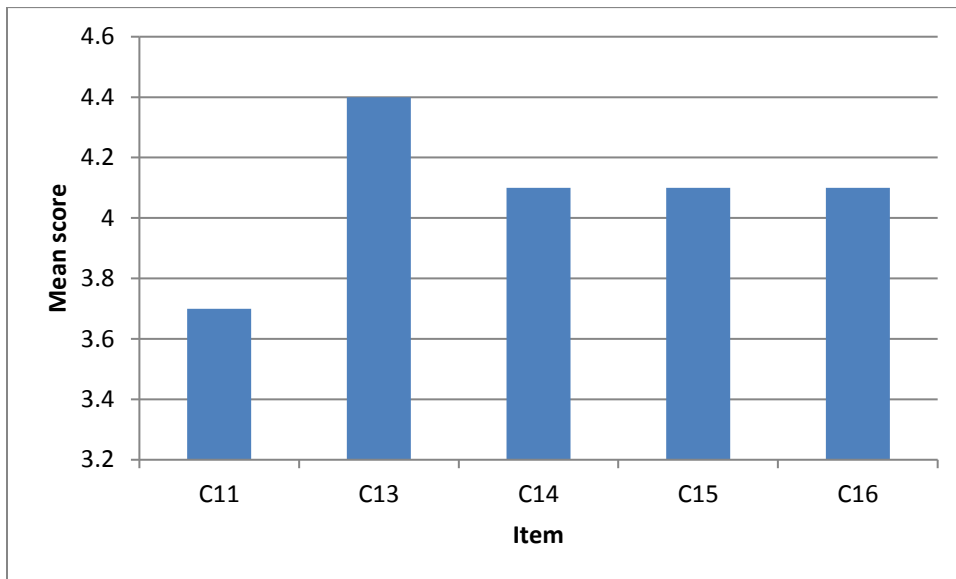


Figure 6.105: Accountability and transparency mean scores (Source: Own)

Accountability and transparency in effective municipal service delivery (FC) had a Cronbach reliability of 0.79, a mean of 4.02, and median of 4.00 indicating that overall the respondents were undecided regarding this factor of accountability and transparency for effective municipal service delivery. If public participation in municipal affairs is poor, then accountability and transparency issues will not come to the surface as members of the public will not be clear about the services they are entitled to.

Literature is in line with the results that the lack of accountability and transparency in government is a global phenomenon and there is a need to eradicate it. When the lack of accountability and transparency increases then public participation and service delivery decreases (Petukienė, 2010; Raipa & Petukienė, 2009; Viešasis & Smalskys, 2010; Meng, 2008). The EMM must be accountable and transparent, as these are indispensable requirements for sustainable local governance that will improve information flow. In addition, accountability, enhances transparency, builds civic capacity, and leads to an increased buy-in and better understanding (Institute of Fundraising, n.d.) of the issues involved in service delivery.

Poor municipal service delivery is experienced due to ordinary people who do not have direct control of money the municipality spends and therefore they are unaware of corruption that takes place (Glaser et al., 2006). Presently the tender processes in municipalities are not transparent enough to root out corruption (Eicher, 2009).

To close this gap (lack of accountability and transparency), Siebert (2008) and Eikenberry (2009) suggest that public awareness must be raised through an effective communication channel, while the UN (2012) suggests accountability mechanisms. Kranacher et al. (2011) suggest implementing visible sanctions, dismissals and recovery of losses from the individual's assets and dis-incentivising corruption by improving salaries of politicians and public servants (Eicher, 2009). This is a facilitating factor for effective public participation and municipal service delivery (Warren & Pearce, 2008; Barnes et al., 2008; Albrecht et al., 2008).

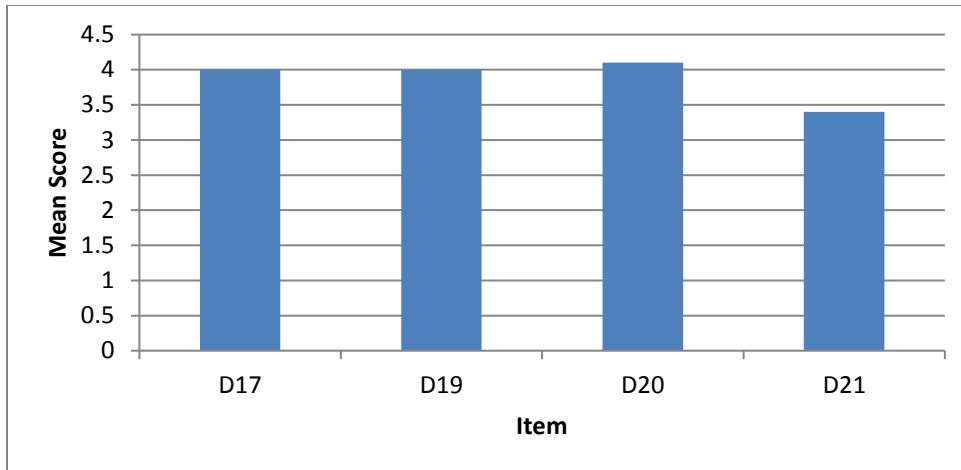
6.6.4.3 *People centeredness*

Table 6.151 and Figure 6.106 indicate that the respondents were undecided about statements D17 and D19, but agreed with statement D20 and disagreed with D21 (Complaints are resolved fast and efficiently).

Table 6.151: People centeredness mean scores

D. People Centeredness	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
17. Municipality promotes excellence by putting "People First"	260 (18.2)	203 (14.2)	148 (10.4)	148 (10.4)	211 (14.8)	317 (22.2)	141 (9.9)	4.0	2.1	4	-.9 (.184)	Accept (Neutral)
19. Municipality creates a better life for all its citizens.	211 (14.8)	231 (16.2)	131 (9.2)	171 (12.0)	273 (19.1)	302 (21.1)	108 (7.6)	4.0	2.0	4	-.4 (.327)	Accept (Neutral)
20. Municipality listens to the concerns of the people.	189 (13.2)	214 (15.0)	154 (10.8)	160 (11.2)	261 (18.3)	330 (23.1)	119 (8.3)	4.1	1.9	4	1.7 (.044)	Reject (Agree)
21. Complaints are resolved fast and efficiently.	323 (22.6)	275 (19.2)	168 (11.8)	192 (13.4)	225 (15.8)	180 (12.6)	64 (4.5)	3.4	1.9	3	-12.8 (.000)	Reject (disagree)

(Source: Own)



**Figure 6.106: People centeredness mean scores
(Source: Own)**

The combined findings of people centeredness (FD) had a mean of 3.69 and median of 3.75 signifying that respondents partially disagreed tending towards being undecided about people centeredness and service delivery. The *Batho Pele* principles of putting “people first” as a priority on their agendas is not something which has filtered through to municipal officials and civil servants alike.

Literature suggests that the EMM is not yet adhering to the *Batho Pele* principles (tool use to improve service delivery) in putting “people first” and this should be an indictment on the municipality’s part. About 50% of the citizens, 60% of business people, 27.4% of managers, and about 40% of WCMs mentioned that they do not know the *Batho Pele* principles. This is disconcerting to the EMM. People never seem to be placed first, and this gives rise to service delivery protests.

The managers and WCMs responded positively to knowing the Batho Pele principles. This should be the case, and if not, it should be an indictment on their performance on service delivery. It could also suggest some form of self-preservation on the part of managers and WCMs and this gives rise to ‘finger pointing’ at the responsible officials.

6.6.4.4 Communication

According to Table 6.152 and Figure 6.107, the respondents agreed with all the statements except statement E22 (The public receive accurate and up-to-date information about services they are entitled to), which they disagreed with, and statement E26 (Use of “suggestion boxes” helps the public in the participatory and service delivery processes), which they were undecided about.

Table 6.152: Communication mean scores

E. Communication	Strongly		Disagree		Agree		Strongly					Reject/
	Disagree	Disagree	Somewhat	Undecided	Somewhat	Agree	Agree	Mean	Std.DEv	Median	T (p)	Accept
	1	2	3	4	5	6	7					
22. The public receive accurate and up-to-date information about services they are entitled to.	184 (12.9)	249 (17.4)	174 (12.2)	223 (15.6)	235 (16.5)	284 (19.9)	79 (5.5)	3.9	1.9	4	-2.7 (.004)	Reject (Disagree)
23. Local media is used to inform the public on matters concerning them.	137 (9.6)	191 (13.4)	139 (9.7)	195 (13.7)	294 (20.6)	354 (24.8)	114 (8.0)	4.3	1.8	5	5.8 (.000)	Reject (Agree)
24. Information is given in languages that the public understand.	113 (7.9)	122 (8.5)	114 (8.0)	139 (9.7)	265 (18.5)	495 (34.6)	180 (12.6)	4.8	1.8	5	16.0 (.000)	Reject (Agree)
25. Reports are widely published.	151 (10.6)	188 (13.2)	148 (10.4)	251 (17.6)	281 (19.7)	314 (22.0)	92 (6.4)	4.1	1.8	4	2.9 (.002)	Reject (Agree)
26. Use of "suggestion boxes" helps the public in the participatory and service delivery processes.	194 (13.6)	199 (13.9)	122 (8.5)	244 (17.1)	242 (16.9)	302 (21.1)	111 (7.8)	4.0	2.0	4	.5 (.311)	Accept (Neutral)

(Source: Own)

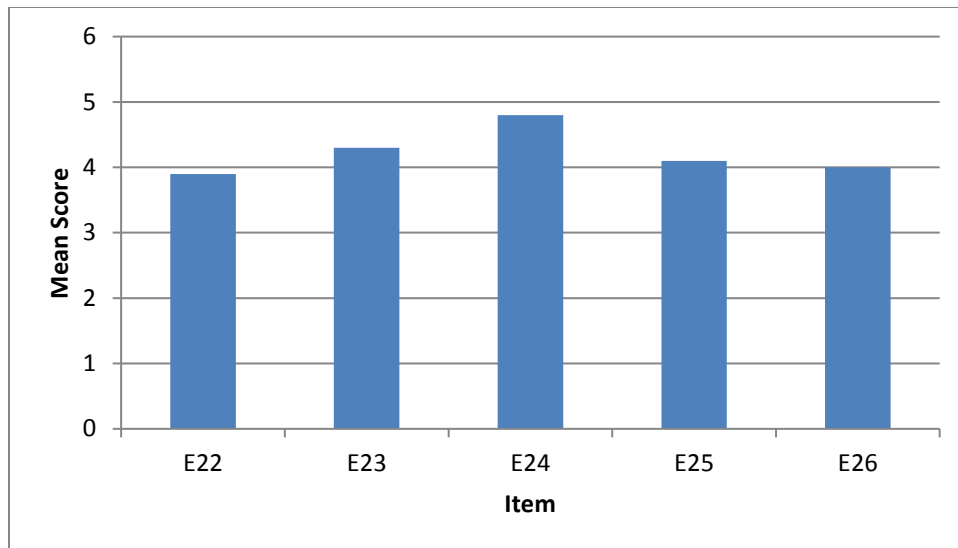


Figure 6.107: Communication mean scores
(Source: Own)

The combined findings of the communication factor (FE) had a mean of 4.17 and median of 4.20, signifying that respondents were undecided about communication and service delivery. It is a cause for concern to the EMM that communication and effective service delivery is far from being satisfactory. Such lack of communication regarding service delivery gives rise to conflict and protests within communities.

As deduced from literature, communication is a two-way process and a problem solving technique for achieving better and acceptable decisions. According to Becker and Cherylynn (2000), public participation is an activity by which a consultancy or an organisation consults with the affected individuals or organisations before taking a decision or step towards solving a problem. Nyalunga (2011) and Warner and Hefetz (2010) agree with Becker and Cherylynn (2000) that communication is a democratic way of doing things. Their definitions are inclusive of consultancy, which is necessary for local government in terms of public participation and service delivery.

Dudley (2009) argued that the communication gap between municipal governments across the world and the public members have potentially hindered economic successes. Lu (2009) in his China survey also reported that effective communication gaps impact

negatively on development initiatives in the local government. According to the UN (2014), effective communication gaps can lead to lack of transparency and accountability.

Glaser et al. (2006) state that the lack of communication and information to the public is a gap that has to be addressed. Consultative formulation and strong implementation of policies can reinforce dissemination of information and active and collective participation is necessary by all stakeholders in terms of local governments' communication strategies. Siebert (2008) highlights that raising public awareness is a means to integrate effective communication.

Therefore, to avoid public protests, the EMM needs a strong communication strategy as the lowest response on the factor was from receiving accurate and up-to-date information from the municipality on service delivery matters.

6.6.4.5 Knowledge and social background

According to Table 6.153 and Figure 6.108, the respondents agreed with all the statements except statement F29 (The public is generally knowledgeable about service delivery issues), which they were undecided about.

Table 6.153: Knowledge and social background mean scores

F. Knowledge and social background	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	29. The public is generally knowledgeable about service delivery issues?	187 (13.1)	214 (15.0)	150 (10.5)	219 (15.3)	277 (19.4)	285 (19.9)	97 (6.8)	4.0	1.9	4	-.0 (.494)
30. Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery	106 (7.4)	110 (7.7)	84 (5.9)	196 (13.7)	224 (15.7)	433 (30.3)	276 (19.3)	4.9	1.8	5	18.8 (.000)	Reject (Agree)
31. Social disparity / inequalities deter participation and service delivery.	89 (6.2)	128 (9.0)	96 (6.7)	291 (20.4)	213 (14.9)	380 (26.6)	228 (16.0)	4.7	1.8	5	15.1 (.000)	Reject (Agree)

(Source: Own)

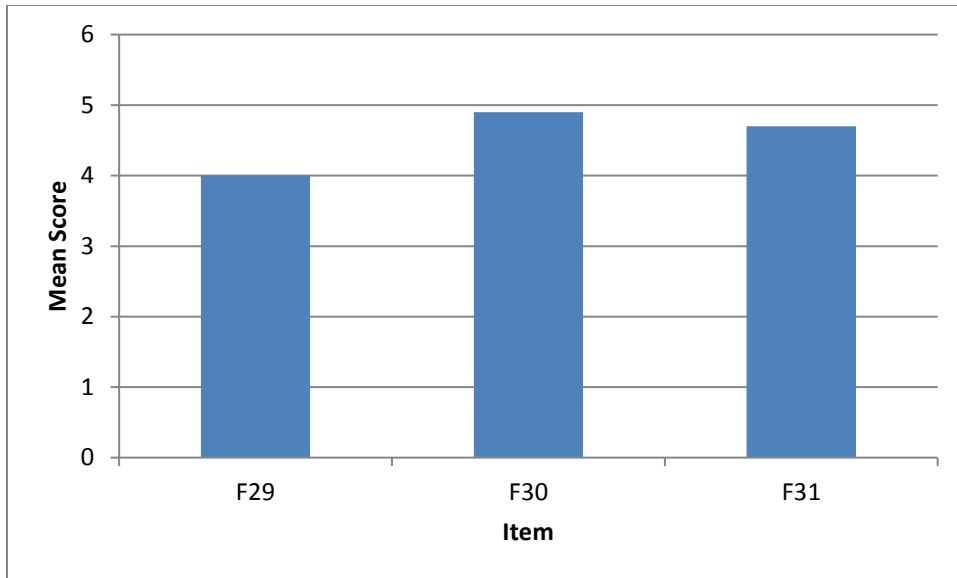


Figure 6.108: Knowledge and social background mean scores (Source: Own)

The combined findings from all four samples on knowledge and social background (FF) had a mean of 4.54 and median of 4.67, indicating the respondents were undecided regarding knowledge and social background for effective service delivery. This means that all stakeholders need to become knowledgeable on matters concerning participation and service delivery. The social inequalities that deter public participation and service delivery also need to be addressed. The municipality also needs to inform the public of measures that they and the government are implementing in order to address social inequality.

Social inequalities are still prevalent among previously disadvantaged groups and the 'elite' groups. The suburbs that were well taken care of before the dismantling of apartheid have hardly any service delivery issues. These areas were well serviced and had all the basic amenities. The townships never had the basics like running water, electricity, and sewage, to name but a few. Therefore, the EMM needs to address the social inequalities with urgency. Gaventa and Valderrama (1999) reinforce the concept of social inequality and suggest that this gap in the social and political spheres can be closed if they are linked, as this has functioned well in Philippines, India, Honduras, Bolithrough, Namibia, Uganda and Tanzania. However, the public needs to be informed as to what measures

are being implemented, as in most cases this gap is reduced by placing an additional monetary burden on the taxpayers.

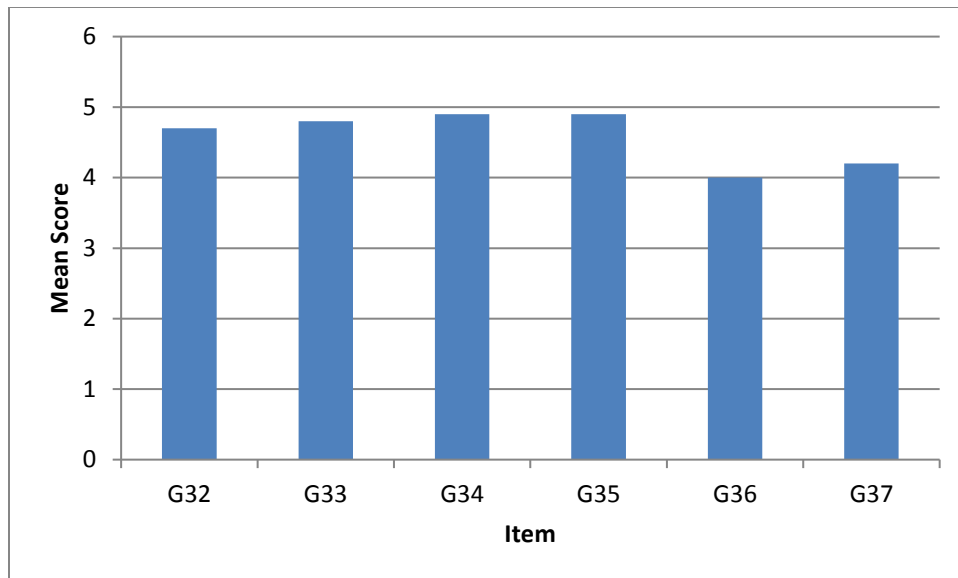
6.6.4.6 *Power struggles*

According to Table 6.154 and Figure 6.109, the respondents agreed with all the statements except statement G36 (A healthy relationship exists between municipality and communities), which they were undecided about.

Table 6.154: Power struggles mean scores

G. Power Struggles	Strongly		Disagree		Agree		Strongly					
	Disagree	Disagree	Somewhat	Undecided	Somewhat	Agree	Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
32. Party politics deter public participation	92 (6.4)	141 (9.9)	89 (6.2)	269 (18.8)	217 (15.2)	377 (26.4)	244 (17.1)	4.7	1.8	5	15.5 (.000)	Reject (Agree)
33. Party politics hamper service delivery	80 (5.6)	156 (10.9)	73 (5.1)	264 (18.5)	221 (15.5)	386 (27.0)	249 (17.4)	4.8	1.8	5	16.5 (.000)	Reject (Agree)
34. There are power struggles in public participation	69 (4.8)	118 (8.3)	81 (5.7)	260 (18.2)	215 (15.1)	426 (29.8)	259 (18.1)	4.9	1.7	5	20.4 (.000)	Reject (Agree)
35. There are power struggles in service delivery	77 (5.4)	132 (9.2)	89 (6.2)	250 (17.5)	229 (16.0)	411 (28.8)	240 (16.8)	4.9	2.4	5	13.9 (.000)	Reject (Agree)
36. A healthy relationship exists between municipality and communities	202 (14.1)	204 (14.3)	138 (9.7)	239 (16.7)	232 (16.2)	278 (19.5)	136 (9.5)	4.0	1.9	4	.6 (.274)	Accept (Neutral)
37. A healthy relationship exists between municipality and ward communities	150 (10.5)	176 (12.3)	130 (9.1)	278 (19.5)	241 (16.9)	313 (21.9)	131 (9.2)	4.2	1.9	4	4.1 (.000)	Reject (Agree)

(Source: Own)



**Figure 6.109: Power struggles mean scores
(Source: Own)**

Combined findings for this factor (FG) had a mean of 4.04 and median of 4.67 showing that the respondents were undecided with power struggles (FG) for effective municipal service delivery. The results showed that power struggle issues impede service delivery. When party politics increase, service delivery decreases thus hindering or impeding public participation and effective service delivery. On the other hand, findings also indicated that healthy (political) relationships facilitate public participation and service delivery. Healthy political relationships are characterised by emphasising the “what is right” rather than “who wants what done” (Sengé, 1990:274).

As deduced from literature, public participation is all about the power to control and this power is exercised by different actors in society for interaction between citizens and local governments. Schonwalder (1997:755) and Gaventa and Valderrama (1999) argue that not enough attention is given to the question of power in terms of public participation. For example, when Latin America was democratised because the local elite, local authorities and other popular stakeholders controlled *power* to suit their own agenda. This is what impedes public participation and effective services to citizens.

In the South African (EMM) context, power could be said to be associated with the educated and the elite members of society. However, as municipal councils are formed from political processes the party with an overwhelming majority of representatives can also be said to be in control of power. Having little or no education can render one powerless on many fronts.

6.6.4.7 Gender representation

Table 6.155 and Figure 6.110 indicate that the respondents agreed with all statements about gender representation.

Table 6.155: Gender representation mean scores

H. Gender Representation	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	38. Women and men are equally represented in public participation forum.	123 (8.6)	169 (11.8)	97 (6.8)	277 (19.4)	207 (14.5)	384 (26.9)					
39. Women and men are equally included in the decision making processes on service they receive.	100 (7.0)	165 (11.6)	107 (7.5)	271 (19.0)	207 (14.5)	410 (28.7)	169 (11.8)	4.6	1.8	5	11.8 (.000)	Reject (Agree)
40. Contribution of women groups helps the participatory and service delivery process.	65 (4.6)	126 (8.8)	88 (6.2)	300 (21.0)	221 (15.5)	427 (29.9)	199 (13.9)	4.8	1.7	5	17.8 (.000)	Reject (Agree)

(Source: Own)

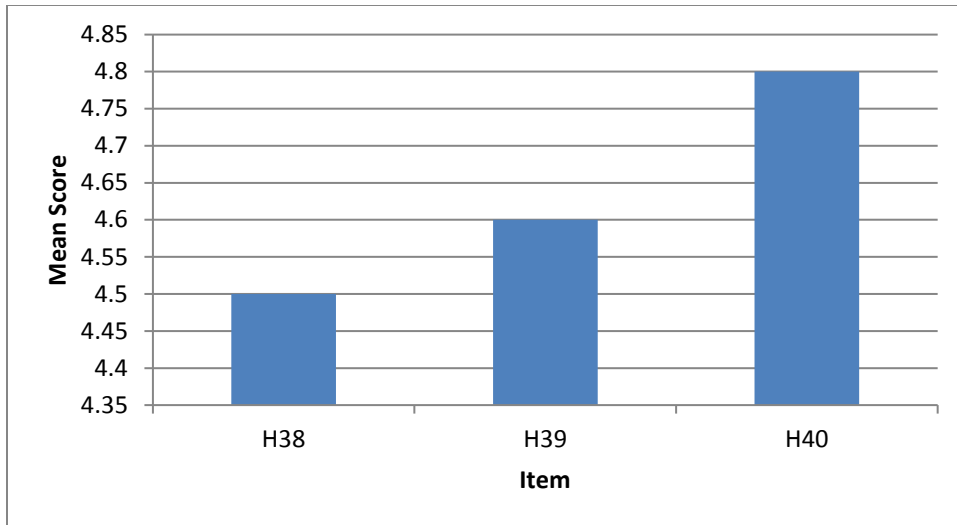


Figure 6.110: Gender representation mean scores (Source: Own)

The combined findings related to gender representation (FH) had Cronbach reliability of 0.864, a mean of 4.61 and a median of 4.67, showing that the respondents were undecided about the factor.

Purdon's survey in Canada (2008) reported to have significant barriers to women participation in municipal services and there was a low rate of women participating in meetings. The study noted that the marginalised women face more serious systemic barriers to participation due to their race, ethnicity, poverty, immigration status, age, sexual orientation, disability, and language, and this a gap which must be addressed.

Although many factors could be linked to gaps in women participation in municipal matters, Nanz and Dalferth (2009) highlighted that sustainable solutions should entail the development of policies and practices based on gender-mainstreaming tools for inclusive participation. There should also be partnerships between municipalities and women's organisations. This is due to the fact that women's organisations may have the expertise and tools in areas of consultation, inclusive participatory processes, policy development, gender and anti-racism training, leadership development, and research.

As this study shows that less than 50% of the women were involved in participation in local government affairs, the EMM should find solutions for more effective involvement of women by for example developing policies and practices in terms of equal gender representation for effective public participation in matters that affect them.

6.6.5 General impression about state of service delivery in the EMM

According to Table 6.156 and Figure 6.111, the respondents disagreed with statement I41 (Services are on track and there is no need for public protests) and agreed with statement IE42 (Have you ever suffered due to service delivery failures?).

Table 6.156: General Impression about state of service delivery mean score

I. General Impression about state of service delivery in the EMM	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree	Mean	Std.DEv	Median	T (p)	Reject/ Accept
	1	2	3	4	5	6	7					
	41. Services are on track and there is no need for public protests.	329 (23.0)	276 (19.3)	153 (10.7)	171 (12.0)	183 (12.8)	219 (15.3)					
42. Have you ever suffered due to service delivery failures?	170 (11.9)	169 (11.8)	61 (4.3)	135 (9.5)	190 (13.3)	443 (31.0)	261 (18.3)	4.7	2.0	5	12.3 (.000)	Reject (Agree)

(Source: Own)

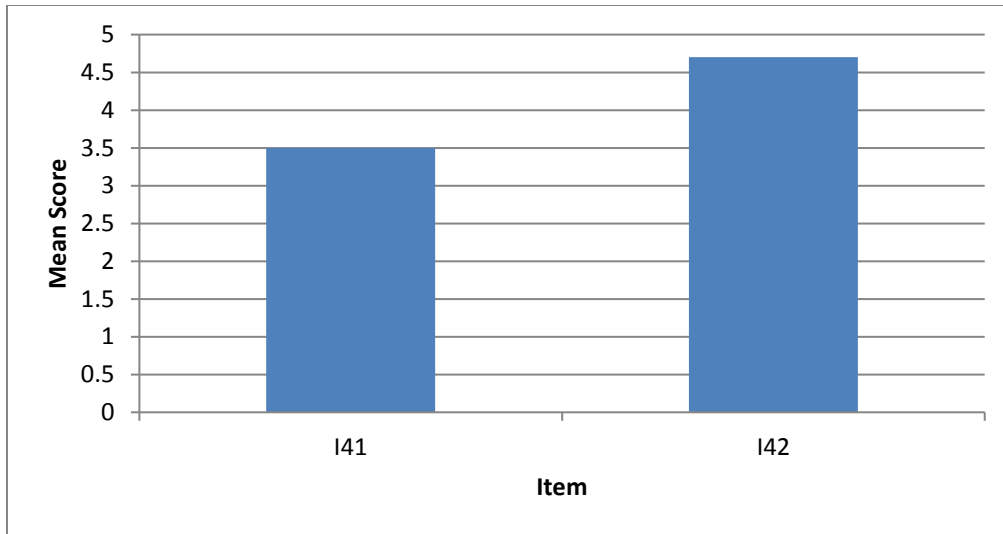


Figure 6.111: General impression about state of service delivery mean score (Source: Own)

6.6.5.1 Comparisons of the general impressions between respondent groups

For general impression about state of service delivery in the EMM, interestingly unlike the WCMs, the citizens, businesses and managers disagreed with statement I41 (Services are on track and there is no need for public protests), but agreed with the second statement I42 (Have you ever suffered due to service delivery failures?). See Figure 6.112.

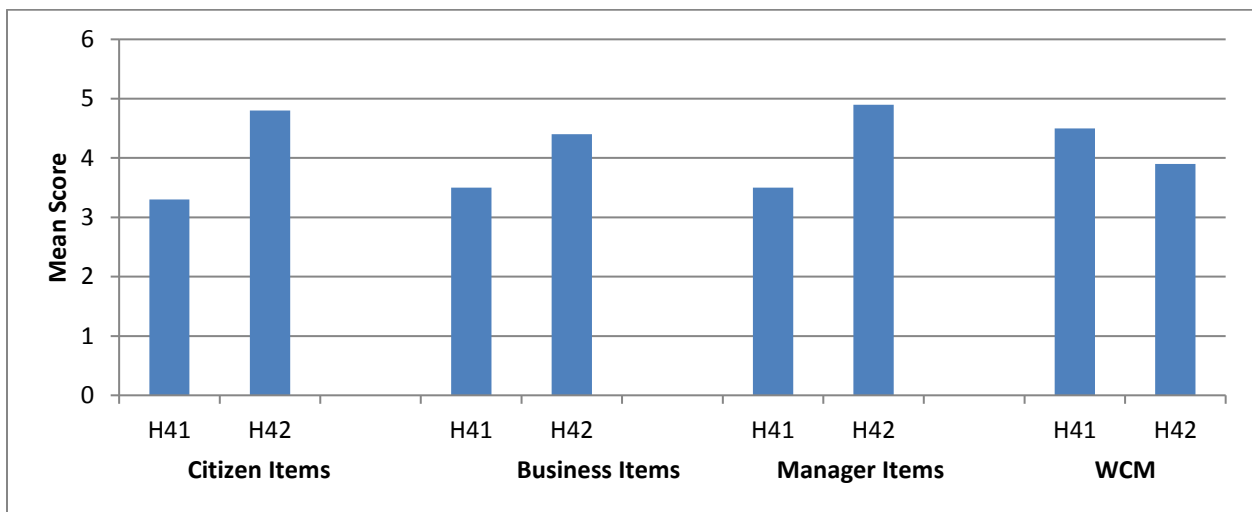


Figure 6.112: General impression about state of service delivery comparisons

(Source: Own)

6.6.6 Comparison of the constructs between respondent groups

6.6.6.1 Public participation

Figure 6.113 shows that the WCMs agreed more with the public participation statements than others, and that the citizens disagreed with all of them, which was expected due to the rampant public protests against government.

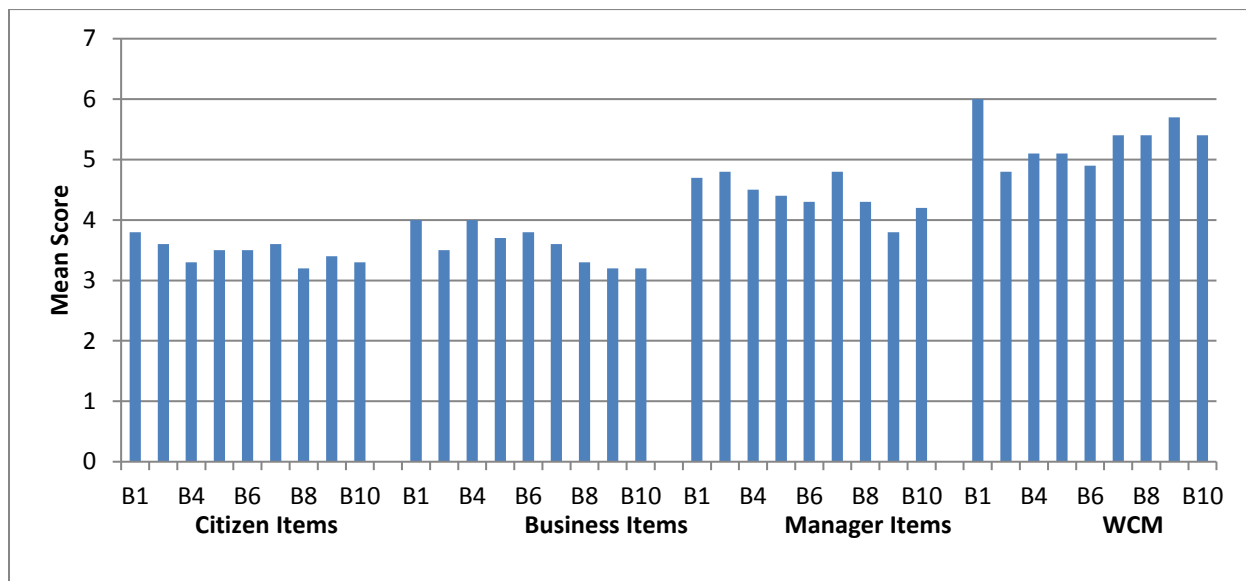


Figure 6.113: Public participation comparison
(Source: Own)

6.6.6.2 Accountability and transparency, and people centeredness

Similar results to public participation were obtained for accountability and transparency, and peoples centeredness. See figures 6.114 and 6.115.

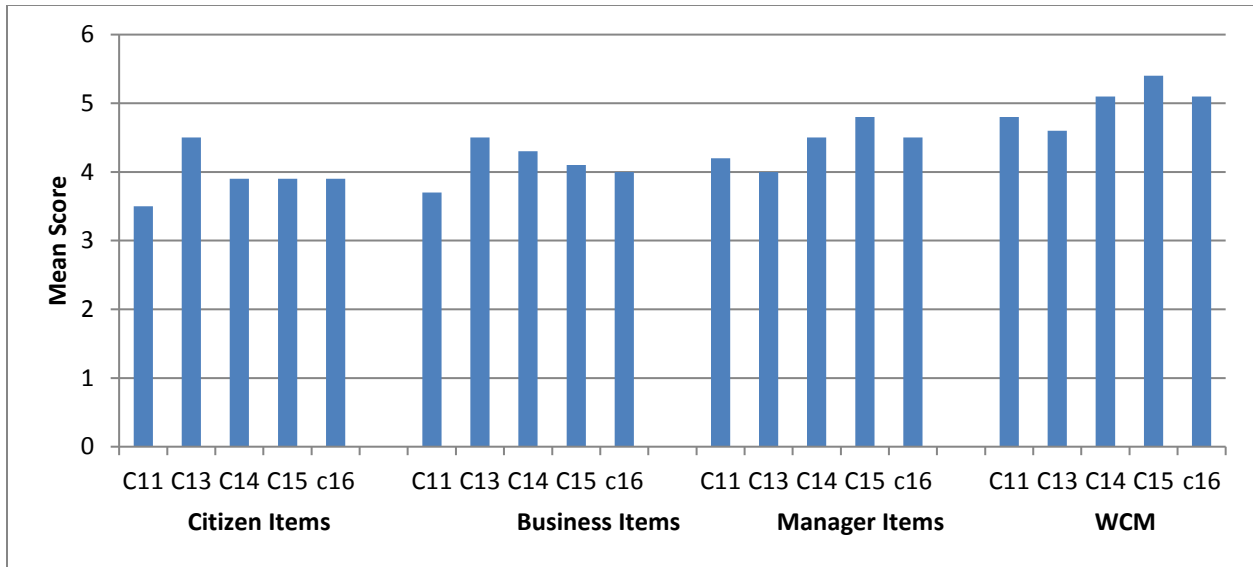


Figure 6.114: Accountability and transparency comparison
(Source: Own)

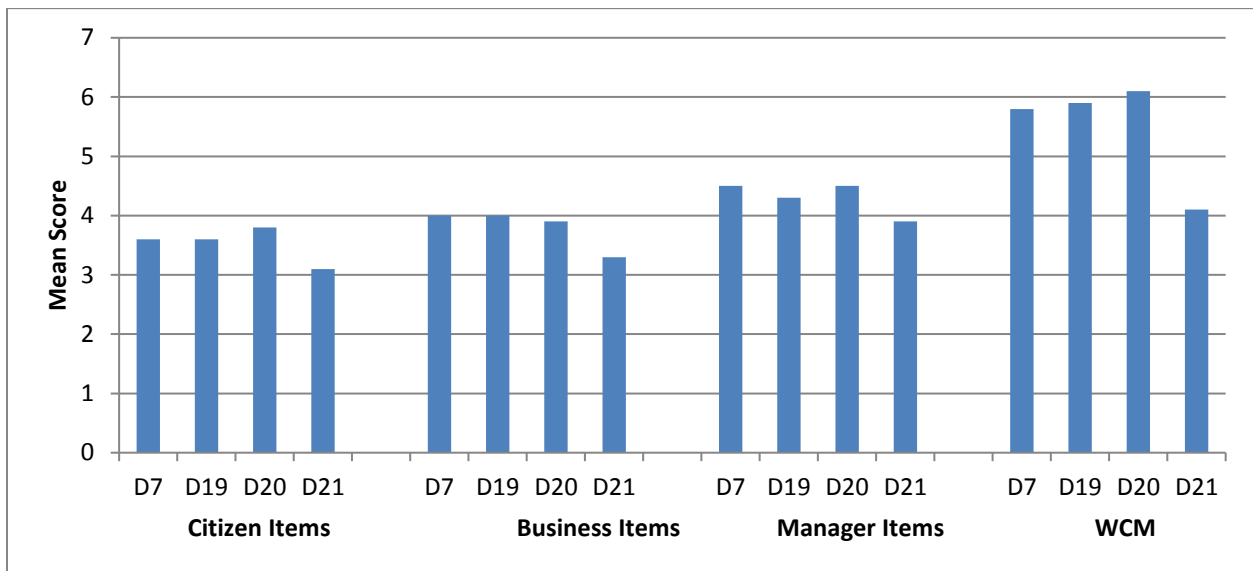


Figure 6.115: People centeredness comparison
(Source: Own)

6.6.6.3 Communication

As for communication (see Figure 6.116), there was not much difference between the businesses, managers and WCMs. The citizens strongly disagreed with statement E22 (The public receive accurate and up-to-date information about services they are entitled to) compared especially to the WCMs.

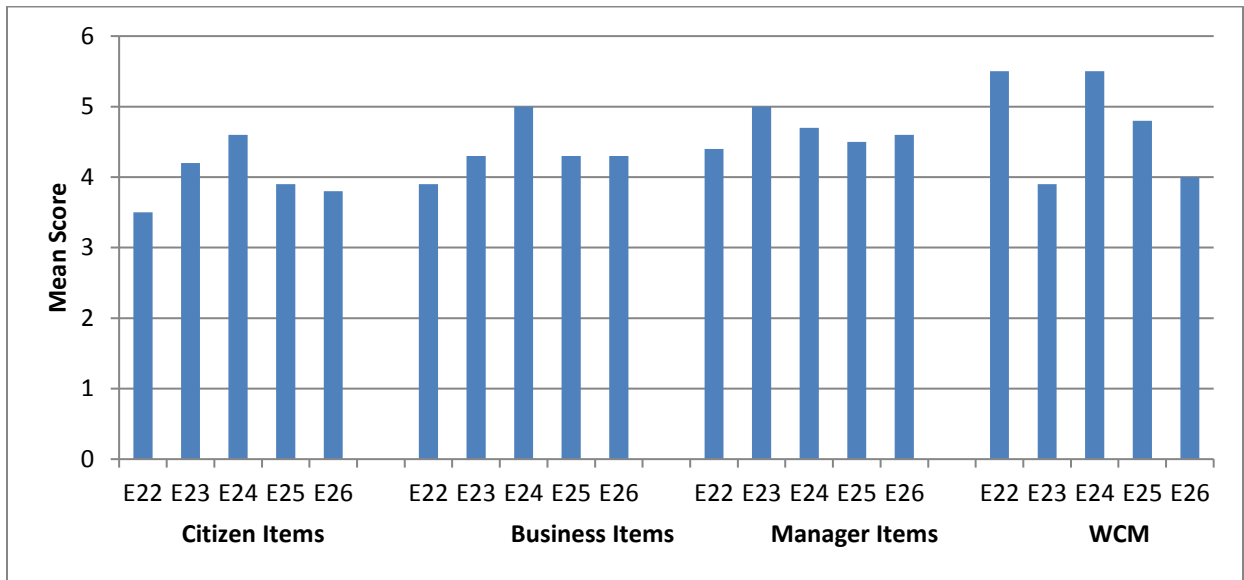


Figure 6.116: Communication comparison
(Source: Own)

6.6.6.4 Knowledge and social background

Figure 6.117 shows a sharp difference between the citizens and others especially as far as statement F29 (The public is generally knowledgeable about service delivery issues) is concerned. Unlike others, the citizens disagreed with the statement.

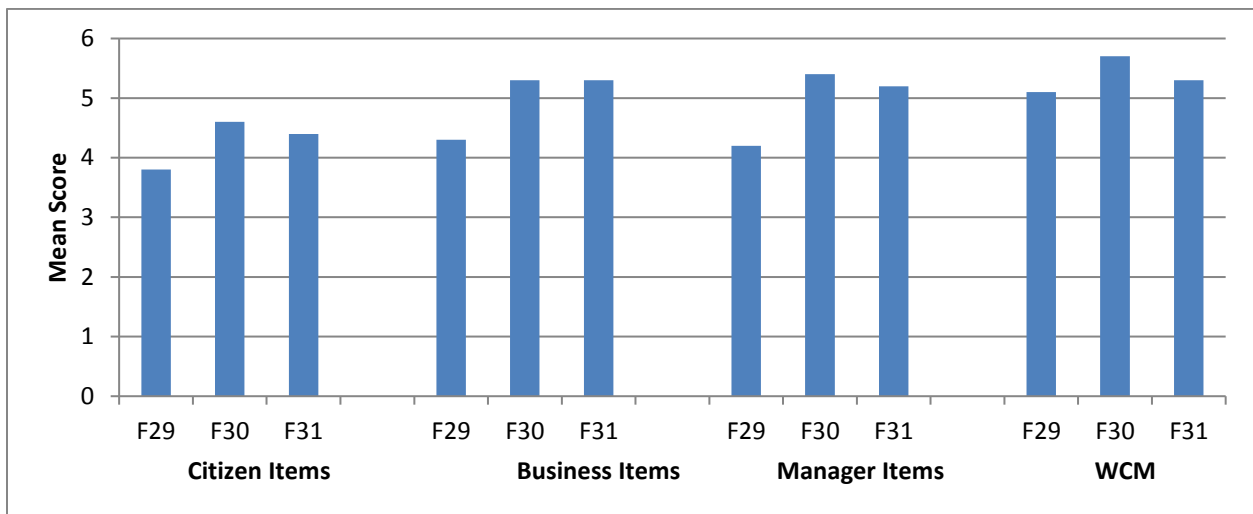


Figure 6.117: Knowledge and social background
(Source: Own)

6.6.6.5 Power struggles

Figure 6.118 shows that there was not much difference between the respondent groups for power struggles. They all generally agreed with the statements.

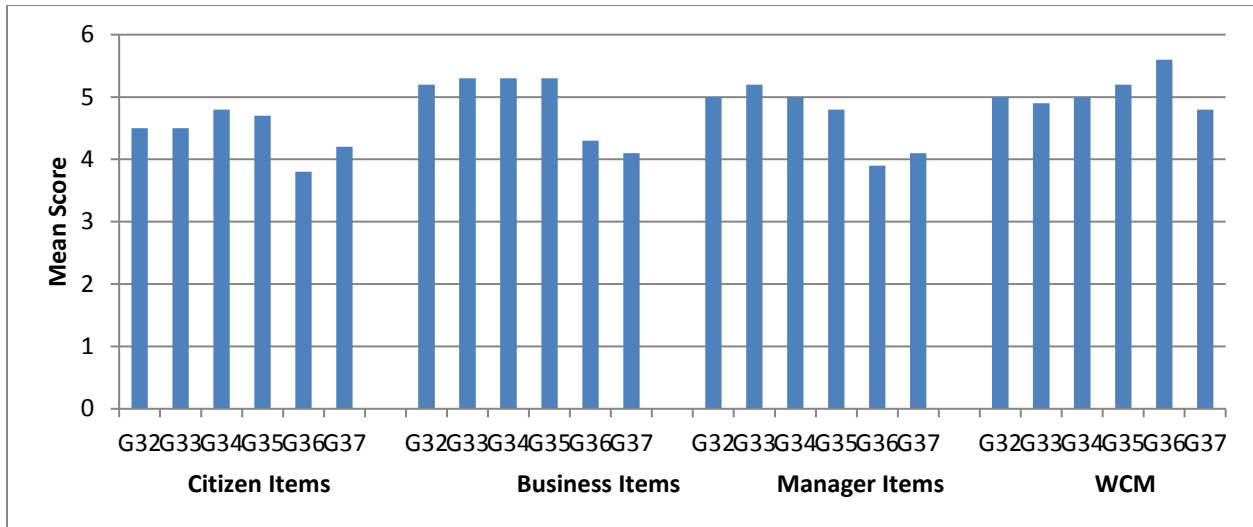


Figure 6.118: Power struggles comparison (Source: Own)

6.6.6.6 Gender representation

For gender representation, the citizens, businesses and managers had similar answers compared to WCMs, who strongly agreed with statements. See Figure 6.119.

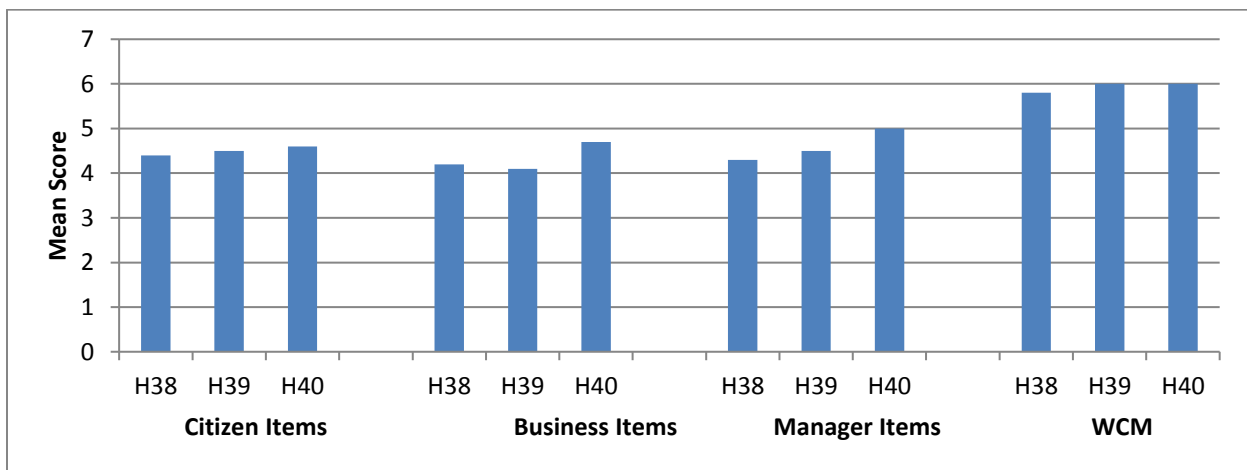


Figure 6.119: Gender representation (Source: Own)

PART 2: INFERENTIAL STATISTICS

6.6.7 Factor analysis

Factor analysis was performed on the combined data using a PFA and Varimax procedures as before. The items in Section B resulted in one factor which explained 61.69% of the variance present. It contained nine items and was named public participation (FB1). It had a Cronbach reliability of 0.904, a mean of 3.76 and median of 3.78 indicating that the respondents partially disagreed tending towards being undecided regarding this factor.

The items in Section C (with C13 removed due to a low communality value) formed one factor which explained 62.14% of the variance present. It had a Cronbach reliability of 0.790 a mean of 4.01 and median of 4.00 indicating that the respondents were undecided about accountability and transparency (FC1).

The items in Section D formed one factor (FD1), which was named people centeredness and which explained 68.79% of the variance present in the combined four items. The Cronbach Alpha value was 0.844, the mean 3.69 and the median 3.75. This indicated that the respondents partially disagreed tending towards being undecided in their perceptions about people centeredness and service delivery issues.

In Section E the items related to communication issues formed one factor (FE1) which explained 60.30% of the variance present. It had a Cronbach reliability of 0.835, a mean of 4.17 and median of 4.20 indicating that the respondents were undecided about communication and service delivery.

In Section F of the questionnaire the KMO value of 0.696 and Bartlett's sphericity of $p=0.000$ indicated a more parsimonious solution was plausible. One factor which explained 63.43% of the variance present resulted. It had a Cronbach reliability of 0.702 which increased to 0.786 if items F29 was removed (The public is generally knowledgeable

about service delivery issues). It had a mean of 4.54 and median of 4.67 indicating that the respondents were undecided regarding knowledge and social background (FF1).

The factor analytic procedure of Section G resulted in two first-order factors which explained 77.02% of the variance present. FG1.1 contained four items and was named power struggle issues that impede service delivery. It had a Cronbach reliability of 0.881 with mean of 4.82 and median of 5.00 indicating partial agreement with the items in this factor. The second first-order factor (FG1.2) contained two items which were related to power struggles and healthy relationships with members of local government, ward committees and the community. It had a Cronbach reliability of 0.800, a mean of 4.04 and median of 4.00 showing that respondents were undecided about these items.

The items in Section H related to gender representativeness formed one factor only which explained 78.62% of the variance present. It had a Cronbach reliability of 0.864, a mean of 4.61 and median of 4.67 showing that the respondents were undecided about the items in this factor.

As all of the factors had reliability coefficients that were acceptable (>0.70) a second-order procedure using PFA and Varimax rotation were conducted. The KMO of 0.900 with Bartlett's sphericity of $p=0.000$ indicated that such a procedure would be feasible. Two second-order factors, which explained 69.23% of the variance present, resulted namely:

- F2.1 – Factors that facilitate public participation in effective service delivery with a Cronbach reliability of 0.947 and which contained 28 items of the six first-order factors.
- F2.2 – Factors that impede public participation in effective service delivery with a Cronbach reliability of 0.819. If item F29 (The public is generally knowledgeable about service delivery issues) was removed the reliability increased to 0.843 for the six items involved.

It could thus be concluded that public participation in effective service delivery is a multifactorial construct containing two sub-dimensions or second-order factors, namely one that facilitates and one that impedes public participation in effective service delivery. This structure can thus be used to optimise public participation by maximising the facilitating factor and reducing the impeding factor. The data distributions in these factors are given in Figures 6.120 and 6.121.

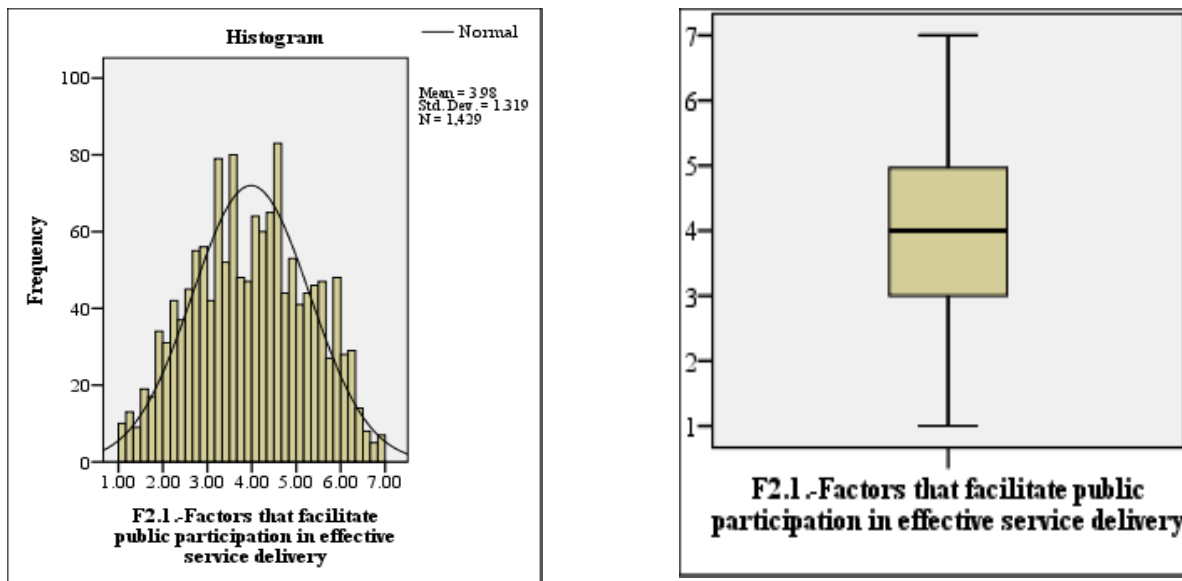


Figure 6.120: Histogram and boxplot showing the data distribution in the facilitating factor (F2.1)
(Source: Own)

The mean of 3.98 and median of 4.00 indicate that the community groups were undecided with respect to the facilitating factor.

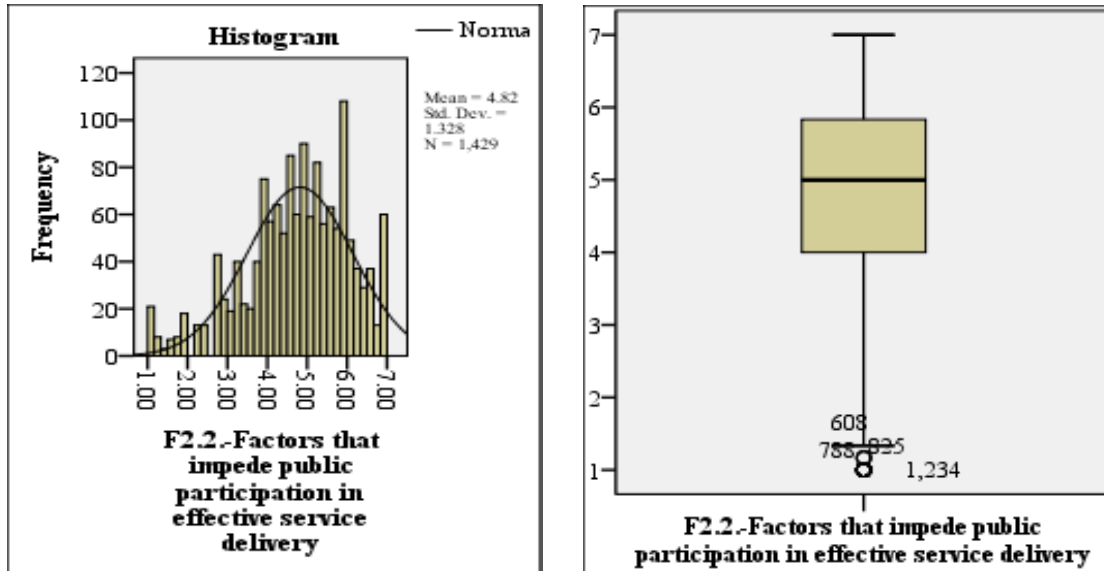


Figure 6.121: Histogram and boxplot showing the data distribution in the impeding factor (FG1.1)
(Source: Own)

The mean of 4.82 and median of 5.00 shows that the respondents partially agreed with the items in the impeding factor. The data distribution was slightly negatively skew, but as the sample was large inferential tests could be used.

6.6.7.1 The factor structure

When the data were merged, the factor analytic procedure produced two major factors similar to those produced from the individual datasets. The two factors explained 77.02% of the variance available. The first one was referred to as “factors that facilitate effective service delivery” and the second one was named “factors that impede effective service delivery”. It could thus be concluded that effective service delivery is a multifactorial construct containing these two factors or sub-dimensions. This structure can thus be used to optimise public participation by maximising the facilitating factors and minimising the impeding factors.

After modification, a final conceptual model that can optimise public participation for effective service delivery was obtained as shown in Figure 6.122.

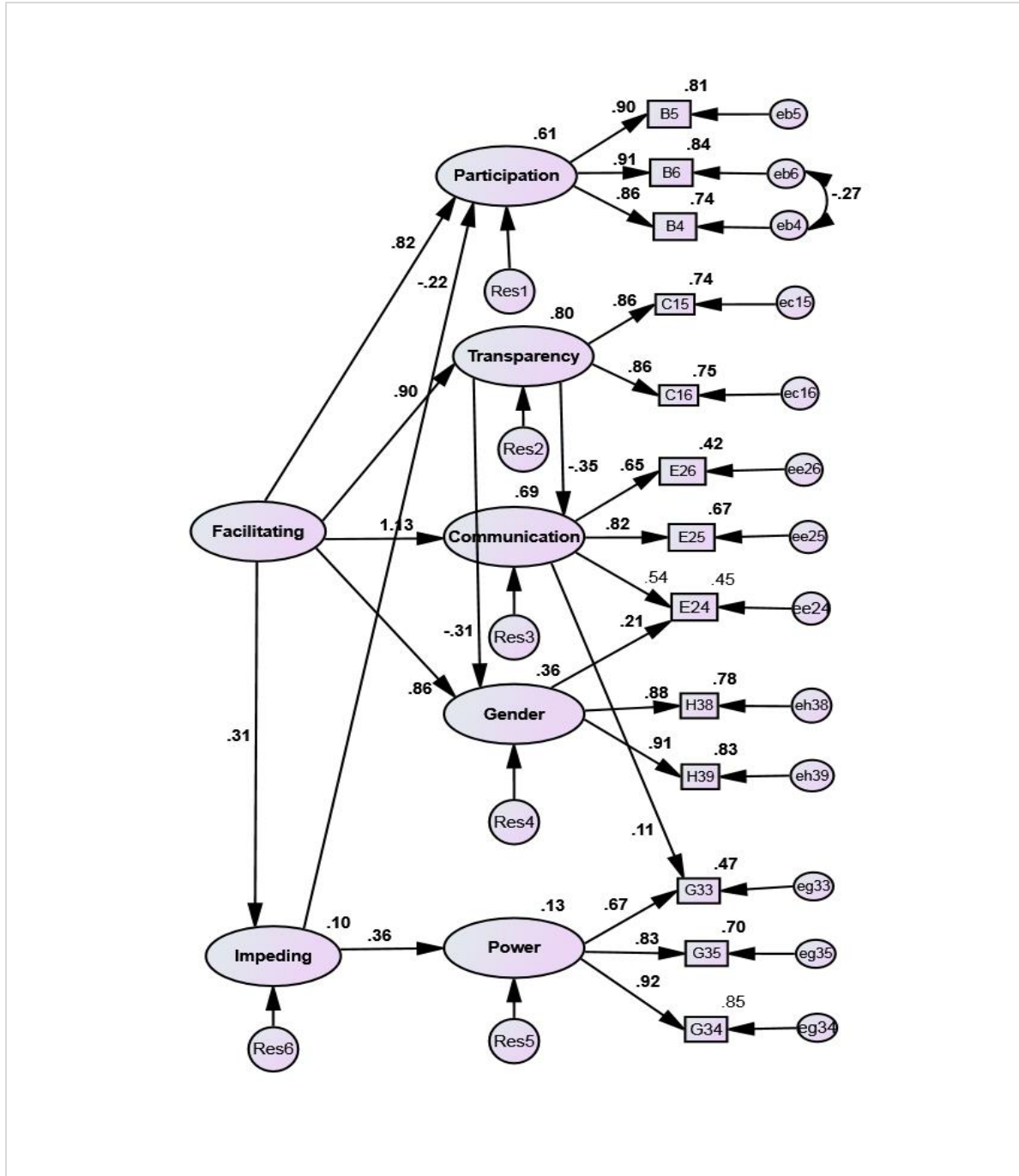


Figure 6.122: A model for optimising public participation for effective service delivery (Source: Own)

According to the model in Figure 6.118, when the communication factor increases by one standard deviation the facilitating factor will increase by 1.33 standard deviation units. . . . Accountability and transparency have indirect effects (acting as mediating variables) on

communication (-0.35) and gender (-0.31), indicating that as accountability and transparency go up, communication and gender representation decreases. This could imply that if communication is effective through effective facilitation of public participation then the need to be transparent and accountable will decrease. The communication process should thus be accurate, widely published, clear and open. If both gender groups are equally represented, then the need to communicate will also decrease (as the various issues involved with service delivery by local authorities will be discussed by both genders).

The impeding factor had a negative effect on the public participation factor (-0.22) which is interpreted as: if power struggles increase, then public participation in the effective service delivery processes will decrease. As local authorities are based on a representative form of democracy the party with the majority of representatives will always wield the greatest amount of power. This can impede public participation.

There were significant differences among the four groups sampled in each of the facilitating factors involved. The WCMs always had the highest factor mean score and hence agreed most strongly with the statements involved in each factor, thus differing from the other groups who agreed to a smaller extent with the factors. This could indicate a communication gap between the WC members and the communities they represent. The WC members probably form the most important link in the communication chain of getting information to the public and if this link is weak the whole communication process could be compromised.

6.6.7.2 Comparison of the two factors between the four respondent groups

Combining the data from the four questionnaires allows for the comparison of the four groups namely citizens, businesses, managers, and ward committees. As two second-order factors were involved they served as the dependent variables and the four groups as independent variables.

At the multivariate level statistically significant differences were found when the two factors were tested together. The result of this multivariate test was:

$$[\Lambda(6,1425) = 0.866; p = 0.000; r = 0.26]$$

At the univariate level the results were:

$$[F_{2.1} - F(3,1425) = 52.11; p = 0.000; r = 0.31; F_{2.2} - F(3,1425) = 24.58; p = 0.000; r = 0.22]$$

In order to determine which of the first-order factors were responsible for these differences the six first-order factors involved in the facilitating factor were tested against one another and the results are given in Table 6.157.

Table 6.157: Univariate tests for the six first-order factors involved in the facilitating factor (F2.1)

Factor	Group	Mean	ANOVA (p-value)	Effect size
FB1 – Public participation	Citizens	3.48	0.000**	0.34
	Businesses	3.49		
	Managers	4.45		
	Ward members	5.29		
FC1 – Transparency and accountability	Citizens	3.78	0.000**	0.25
	Businesses	4.05		
	Managers	4.37		
	Ward members	5.11		
FD1 – People centeredness	Citizens	3.54	0.000**	0.32
	Businesses	3.33		
	Managers	3.79		
	Ward members	5.50		
FE1 – Communication	Citizens	4.02	0.000**	0.16

Factor	Group	Mean	ANOVA (p-value)	Effect size
	Businesses	4.17		
	Managers	4.52		
	Ward members	4.73		
FH1 – Gender representivity	Citizens	4.52	0.000**	0.24
	Businesses	4.34		
	Managers	4.60		
	Ward members	5.93		
FG1.2 – Power struggles healthy relationships	Citizens	3.99	0.000**	0.21
	Businesses	4.22		
	Managers	3.98		
	Ward members	5.31		

** = Statistically significant at the 1% level (p<0.005)

Effect size – r =0.1 to 0.29 is small; r =0.30 to 0.49 moderate; r = 0.50 or larger = large

(Source: Own)

The data in Table 6.157 indicate that there were significant differences among the four groups sampled in each of the six factors involved. No significant differences were found regarding power struggles that impede relationships (FG1.1). The pair-wise differences are displayed in Table 6.158.

Table 6.158: Pair-wise comparison of the four community groups with respect to the six first-order facilitating factors

Factor	Group	Mean	Hochberg GT2				
				1	2	3	4
FB1 – Public participation	Citizens	3.48	1	/	-	**	**
	Businesses	3.49	2	-	/	**	**
	Managers	4.45	3	**	**	/	**
	Ward members	5.29	4	**	**	**	/

Factor	Group	Mean	Hochberg GT2				
				1	2	3	4
FC1 – Transparency and accountability	Citizens	3.78	1	/	-	**	**
	Businesses	4.05	2	-	/	*	**
	Managers	4.37	3	**	*	/	**
	Ward members	5.11	4	**	**	**	/
FD1 – People centeredness	Citizens	3.54	1	/	-	-	**
	Businesses	3.33	2	-	/	**	**
	Managers	3.79	3	-	**	/	**
	Ward members	5.50	4	**	**	**	/
FE1 – Communication	Citizens	4.02	1	/	-	**	**
	Businesses	4.17	2	-	/	*	**
	Managers	4.52	3	**	*	/	-
	Ward members	4.73	4	**	**	-	/
FH1 – Gender Representation	Citizens	4.52	1	/	-	-	**
	Businesses	4.34	2	-	/	-	**
	Managers	4.60	3	-	-	/	**
	Ward members	5.93	4	**	**	**	/
FG1.2 – Power struggles –Healthy relationships	Citizens	3.99	1	/	-	-	**
	Businesses	4.22	2	-	/	-	**
	Managers	3.98	3	-	-	/	**
	Ward members	5.31	4	**	**	**	/

** = Statistically significant at the 1% level ($p < 0.005$)

(Source: Own)

The results in Table 6.158 indicate that in each of the factors the WCMs had the highest factor mean and so, agreed most strongly with the items involved in each factor. Therefore, the WCMs differed from the other groups who agreed to a smaller extent with the factors. All results in Table 6.158 were similar to those of public participation (FB1), shown in Figure 6.123, and only the graph obtained for public participation is displayed.

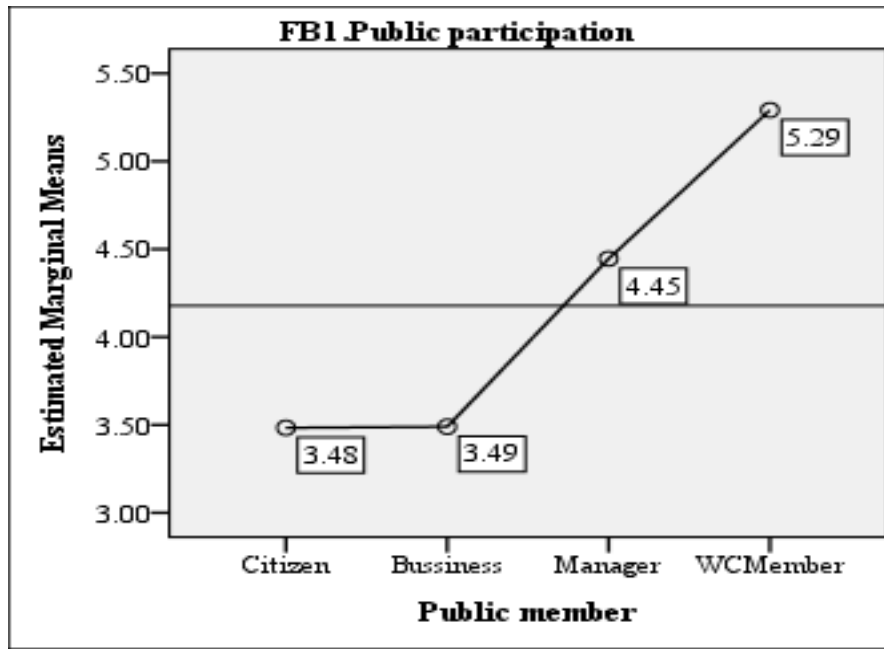


Figure 6.123: Line graph of the estimated marginal means of public participation (FB1) for the four groups sampled
(Source: Own)

From the results it would appear as if those respondents who were more directly involved with managing the local municipality (managers and WCMs) had the most positive perceptions about the factors that facilitated public participation in effective service delivery (F2.1). This may be due to the self-perception one has of one's own behaviour. As such self-perception is often influenced by inflated scores.

The impeding factor consisted of two first-order factors and the appropriate statistical results are shown in Table 6.159.

Table 6.159: Univariate tests for the four community groups with respect to the two first-order factors involved in the impeding factor (FG.2.2)

Factor	Group	Mean	ANOVA (p-value)	Effect size
FF1 – Knowledge and social background	Citizens	4.25	0.000**	0.27
	Businesses	4.97		

	Managers	4.92		
	Ward members	5.39		
FG1.1 – Power struggles	Citizens	4.64	0.000**	0.16
	Businesses	5.29		
	Managers	5.00		
	Ward members	5.01		

** = Statistically significant at the 1% level ($p < 0.005$)

Effect size – $r = 0.1$ to 0.29 is small; $r = 0.30$ to 0.49 moderate; $r = 0.50$ or larger = large

(Source: Own)

The results in Table 6.159 indicate that WCMs agreed most strongly with the knowledge and social background factor and as such they are likely to differ from the other groups. In the power struggles factor the business respondents had the highest mean score whilst the citizen group had the lowest mean score. The post-hoc test results showing the pair-wise comparisons are given in Table 6.160.

Table 6.160: Pair-wise comparison of the four community groups with respect to the two first-order impeding factors

Factor	Group	Mean	Hochberg GT2				
				1	2	3	4
FF1 – Knowledge and social background	Citizens	4.25	1	/	**	**	**
	Businesses	4.97	2	**	/	-	*
	Managers	4.92	3	**	-	/	**
	Ward members	5.39	4	**	*	**	/
FG1.2 – Power struggles	Citizens	4.64	1	/	**	**	-
	Businesses	5.29	2	**	/	-	-
	Managers	5.00	3	**	-	/	-

Factor	Group	Mean	Hochberg GT2				
				1	2	3	4
	Ward members	5.01	4	-	-	-	

** = Statistically significant at the 1% level ($p < 0.005$)

* = Statistically significant at the 5% level ($p > 0.01$ but < 0.05)

(Source: Own)

In the power struggles factor (FG1.1) the business respondents agreed most strongly with the items involved in the factor, whilst the citizen group agreed least strongly. Businesses, managers and ward members all partially agreed, whilst the citizens were undecided. It thus seems as if the businesses, managers and WCMs are more aware than the citizens are of the party political struggles which impede public participation at local authority level. The various factor mean scores are shown in Figure 6.124.

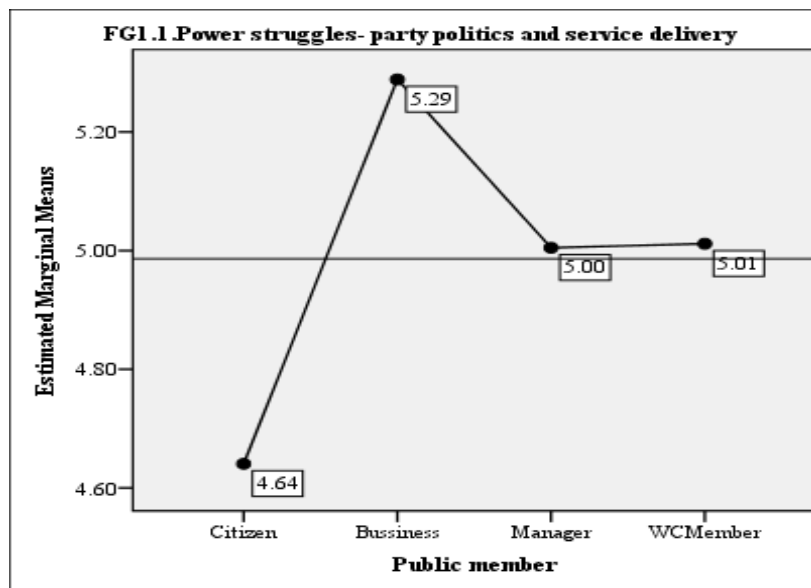


Figure 6.124: Line graph of the estimated marginal means of power struggles (FG1.1) for the four community groups sampled

(Source: Own)

6.7 MODEL TO OPTIMISE PUBLIC PARTICIPATION FOR EFFECTIVE MUNICIPAL SERVICE DELIVERY

The items involved in the eight first-order factors obtained from the data analysis of the questionnaire of the various community groups are all strongly correlated with one another and so, these coefficients are likely to be influenced by partial correlations. Therefore, one could keep a third factor, such as people centeredness (FD1), constant whilst investigating the relationship between two other variables such as public participation (FB1) and accountability and transparency (FC1). For example, the correlation coefficient between FB1 and FC1 had a coefficient value of $r=0.710$ ($R^2=0.5041$) indicating that 50.41% of the variance present in FB1 can be explained by the variance in FC1. When FD1 was kept constant (because people centeredness is such a common theme in many items), the $r = 0.391$ ($R^2 = 0.1529$) indicating that only 15.29% of the variance in FB1 can be explained by the variance in FC1. Although this value is still statistically significant ($p<0.05$) it has decreased substantially. This partial effect when keeping a third variable constant was common to all the first-order factors. The factors thus have variances common to one another and partial correlation coefficients give a more accurate representation of the correlation between the factors. However, correlation coefficients do not indicate a direction of causality and in order to test the hypotheses of the various pathways between factors postulated in Chapter 1 a measurement model using SEM was drawn using AMOS 23.0. The items involved in each of the factors all had factor loadings above 0.60 and as such they adequately represented the various latent first-order factors which have been explained above and therefore, the measurement model was valid and as such it was accepted. As the items serve to clutter the model they are not shown in Figure 6.121 which is a SEM model showing the regression pathways between the two sub-dimensions and the first-order factors. The model had the following fit criteria:

$[\chi^2(8) = 4.29; p = 0.000; SRMR = 0.002; GF1 = 0.995; NFI = 0.999; RMSEA = 0.048$
 $(LO90 = 0.032, HI90 = 0.065); PCLOSE = 0.56]$

Except for the Chi-squared value all the fit indices had acceptable to good values. The p-value in the Chi-square value tests the hypothesis that the model fits perfectly in the population. However, such hypothesis (of a perfect fit) is unrealistic as the Chi-square value depends on sample size (Arbuckle, 2007:588). In very large samples virtually all models that one might postulate would have to be rejected as statistically untenable (Arbuckle, 2007). The null hypothesis of a perfect fit is not credible to begin with and will, in the end, be accepted only if the sample is not allowed to get too big (Arbuckle, 2007:588; Schumacker & Lomax, 2004:83; Byrne, 2001:79; Blunch, 2008:99). For the managers and businesses model drawn (see Figure 6.125) where the sample size was considerably smaller a non-significant p-value was obtained ($p=0.73$).

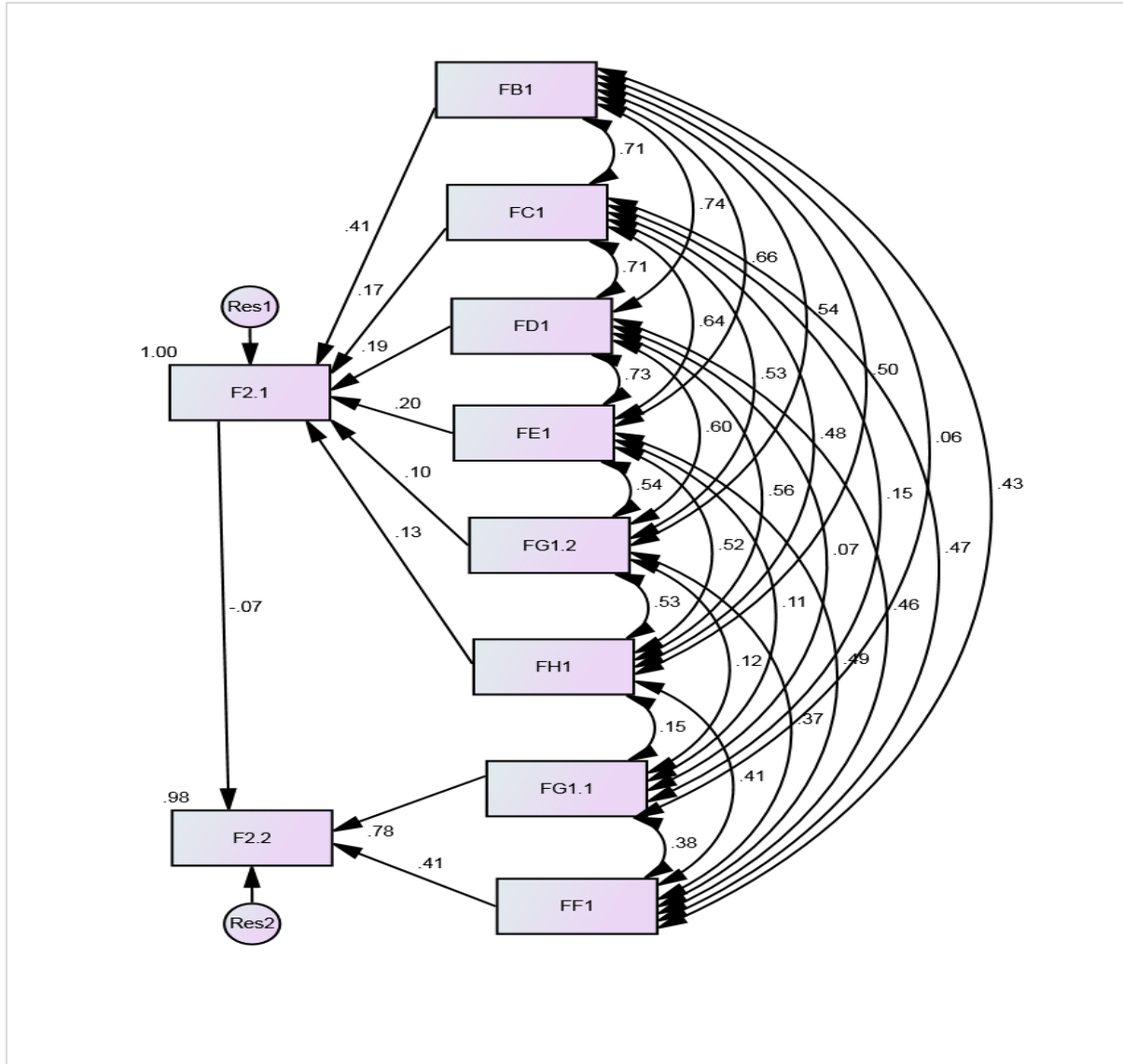


Figure 6.125: A SEM model of the pathways between the latent first-order factors involved in optimising public participation for effective service delivery (Source: Own)

A summary of the postulated pathways is given in Table 6.161.

Table 6.161: Summary of postulated pathways between the latent first-order factors

Postulated pathway	CR	p-value	Result
Public participation (FB1) to facilitation (F2.1)	550.99	0.000**	Accepted
Accountability (FC1) to facilitation (F2.1)	236.48	0.000**	Accepted
People centeredness (FD1) to facilitation (F2.1)	225.61	0.000**	Accepted
Communication (FE1) to facilitation (F2.1)	285.20	0.000**	Accepted
Gender representation (FH1) to facilitation (F2.1)	234.48	0.000**	Accepted
Healthy relationships (FG2.2) to facilitation (F2.1)	160.41	0.000**	Accepted
Social background (FF1) to impeding (F2.2)	81.17	0.000**	Accepted
Power struggles (FG2.1) to impeding (F2.2)	182.16	0.000**	Accepted
Facilitating (F2.1) to impeding (F2.2)	-15.83	0.000**	Accepted

** = Statistically significant at the 5% level ($t > 1.96$)

*** = Statistically significant at the 1% level ($t > 2.58$ or < -2.58)

(Source: Own)

The results in Table 6.161 indicated that all the pathways postulated should be accepted. The pathways differ slightly from the original model postulated in Chapter 1, as the data obtained from all the community groups resulted in a SEM model which indicated that optimal public participation consists of two sub-dimensions (and not one as originally postulated), namely:

- F2.1 – Factors that facilitated the service delivery process
- F2.2 – Factors that impeded the service delivery process

The facilitating sub-dimension in turn was composed of the following six first-order factors, namely:

- FB1 – Public participation in the service delivery processes

- FC1 – Accountability and transparency about service delivery issues
- FD1 – People centeredness concerning service delivery
- FE1 – Communication with the community about the service delivery processes
- FH1 – Gender representivity in the service delivery processes
- FG1.2 – Healthy relationships between the various groups involved with the service delivery processes.

The impeding sub-dimension was composed of two first-order factors, namely:

- FF1 – Knowledge of social background issues
- FG1.1 – Power struggles due to party political issues

In order to determine possible pathways between the various first-order factors, a full SEM was attempted using AMOS 23.0. The model shown in Figure 6.125 was modified as the various modification processes using modification indices from AMOS 23.0 indicated modification was necessary. This model is shown in Figure 6.126.

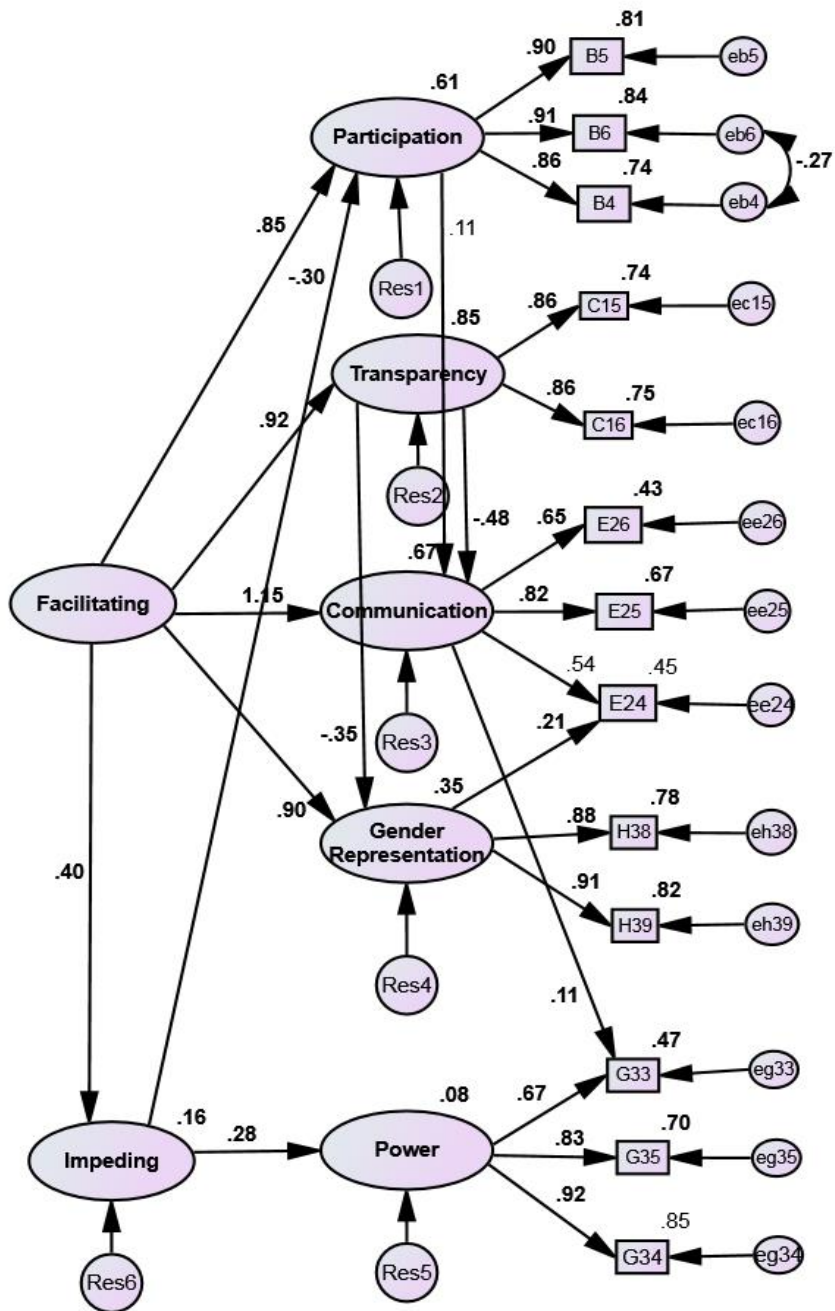


Figure 6.126: SEM of the factors involved in optimising public participation for effective service delivery (Source: Own)

The various model fit criteria were:

CMIN/DF = 1.41; $p = 0.030$; GFI = 0.992; SRMR = 0.02; NFI = 0.999; RMSEA = 0.017 (LO 90 = 0.006; HI 90 = 0.025; PCLOSE = 1.000); IFI = 0.998.

The expected cross-validation-index (ECVI) was also smaller in the hypothesised model than both the independence and saturated models (ECVI = 0.105 compared to 0.127 and 7.38). According to Byrne (2001:86) one can conclude that the hypothesised model thus represents the best fit of data.

The model thus represents a good fit of the data. All regression weights shown in Figure 6.85 were statistically significant. The exogenous variable (F2.1 – Factors that facilitate service delivery) shows significant direct effects on public participation, accountability and transparency, effective communication, gender representation and impeding factor. Thus, for example, as communication increases by one standard deviation the facilitating factor increases by 1.13 standard deviation units. The other factors involved can be interpreted in a similar way. So, if public participation, accountability and transparency, communication, gender representation and the impeding factor increase, facilitation will also increase. Public participation also has an indirect positive effect on effective communication through the facilitating factor. Therefore, public participation has a mediating effect on communication. Also of note is that accountability and transparency have indirect effects (it acts as mediating variable) on communication (-0.48) and gender representation (-0.35). This indicates that as effective communication increases by one standard deviation unit the transparency and accountability will decrease by 0.48 standard deviation units, and as accountability and transparency increases by one standard deviation gender representation decreases by 0.35 standard deviation units. The researcher interprets this as meaning that if the communication is effective through effective facilitation then the need to be transparent and accountable is contained in the facilitation factors and hence it decreases. It could also be interpreted as meaning when transparency and accountability have to be present (accountability and transparency increases by one standard deviation), then the need for communication decrease by 0.48 units. The communication process should thus be accurate, widely published, clear and

open, and accountability must be present. The gender issue is more difficult to interpret, but the researcher understands this to mean that if both gender groups are equally represented then the need to be transparent and accountable will decrease as the various issues involved with service delivery by local authorities are contained in the facilitation factors. As gender changes from male to female so the agreement with the accountability and transparency factor decreases (mean males = 4.20; mean females = 4.14). The indirect causal effect of transparency to communication was not found in the SEM model for managers and business data (see Figure 6.37) and its addition in Figure 6.85 is possibly the result of adding the citizen data to the data analysis. In addition, the regression weight of the pathway from facilitation to communication increases from 0.90 (in Figure 6.37) to 1.13 in Figure 6.85. This could indicate the importance of the participation with citizens in the community through effective communication. The mean score obtained by the citizens in the participation factor was low (3.48), which shows that they believed that they were not as involved as they should be with respect to planning and implementation of municipal service delivery.

Another difference was that the pathway from the facilitation factor (F2.1) to the impeding factor was now positive (0.40) and the impeding factor also acts as a mediating variable as it has an indirect negative effect (-0.30) on public participation (FB1) through the participation factor (F2.1). This shows a complex interlinking of the facilitating (F2.1) with the impeding factor (F2.2). The addition of the citizens' data results in a decrease in the impeding factor by 0.30 standard deviations if public participation increases by one standard deviation. This could be interpreted that as the impeding factor increases public participation decreases. This could be the result of the dialectical tension created by the tension between the opposites, namely participation and the hindering effect of the impeding factor. The attempt to increase participation sets up another process of resistance that undermines the initial attempt at increasing participation (negation of the negation). Increasing the impeding factor (power struggles) is negated by the decrease in public participation (Morgan, 1997:287). A representative form of democracy could be said to put people in a state of opposition as the party with the majority of representatives will always wield the greatest amount of power. This can impede public participation and

local authorities should attempt to always do “that which is right” rather than concentrating on “who wants what done” (Sengé, 1990:274), as this gives rise to political struggles and “winning or losing” becomes the most important issue. Doing what is right requires an organisational climate where openness and a collaborative vision are paramount (Sengé, 1990). This researcher also allowed communication (FE1) to cross-load with items G33 (Party politics deter public participation) as the pathway was statistically significant and it makes theoretical sense. The regression pathway of the facilitating factor (F2.1) onto the impeding factor is also different to that shown in Figure 6.4.1 where it was negative. This could be the result of eliminating factor FD1 (People centeredness) due to the common variance with many other items, FG1 and FF1 as they did not show significant effects. However, this researcher perceives the knowledge of social background issues (FF1) and people centeredness (FD1) to be pervasive or all-encompassing factors which influence all service delivery processes and so, they should be included in the model as possible environmental issues (see Figure 2.4 under systems theory). In retrospect the questionnaire contained too few items regarding social background issues for it to be properly measured. With respect to people centeredness this factor is inherent in the *Batho Pele* principles and any effective service delivery should also be influenced by this. This suggests that the model should be seen as being holistic and that the model is basically an indivisible whole even though it may be represented as divisible into separately existing parts (Sengé, 1990:239). The throughput or transformation process in the systems model (see Chapter 2) should thus be modified as indicated by the diagram in Figure 6.127.

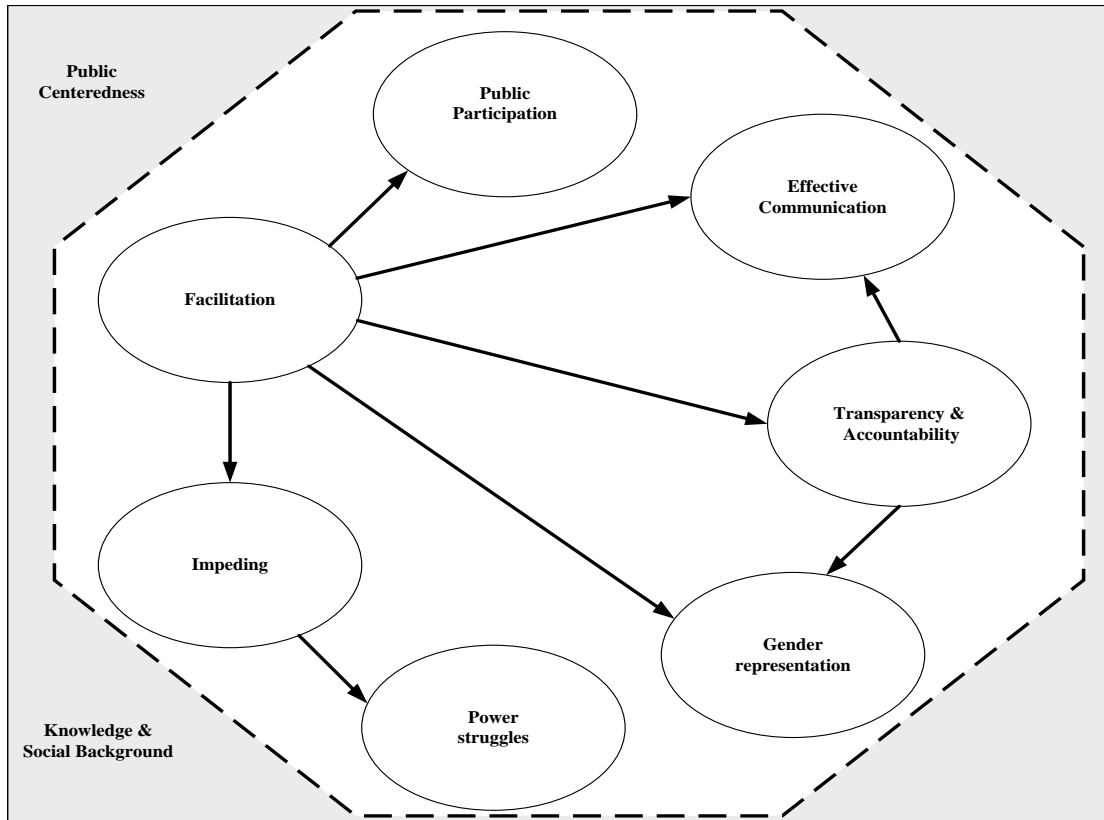


Figure 6.127: The modified transformation process as part of a systems model (Source: Own)

The researcher agrees with Sengé (1990:243-247) where he asserts that in order to obtain participation the various groups involved in the service delivery processes should allow a dialogue to occur between them. Hence the various groups in a community should subject the various issues involved in service delivery to a dialogue between them. However, a dialogue is only possible if all participants suspend their assumptions by “holding them as if they were hanging in front of you”; by regarding all participants as colleagues, and by having a facilitator who is able to continually guide one towards the actual issue at hand. Thus although each person in the group has an individual view it is important to note that other persons may have a view which differs. As Sengé (1990:248) so eloquently puts it “if I can look through your view and you can see from my view, we will see something we might not have seen if viewed separately”.

6.7.1 CONCLUSION

The factor analysis of the combined data showed effective service delivery was a multifactorial construct containing two sub-dimensions or second-order factors, namely one that facilitates and one that impedes it. This structure can thus be used to optimise service delivery by maximising the facilitating factor and reducing the impeding factor. The facilitating factor can be increased by increasing public participation, effective communication, transparency and accountability, and gender representation. The impeding factor can be decreased by containing power struggles to a minimum. The dialectical tension between facilitation and power struggles needs to be managed by creating new contexts that can reframe these key contradictions in a positive way. Collaborative efforts need to place an emphasis on what is important and striving towards this goal rather than competing against one another to achieve personal or party goals.

Statistically significant associations were present between the four community groups and the facilitating factor with the WCMs agreeing most strongly with public participation, transparency and accountability, people centeredness, effective communication, gender representation, and healthy power relationships.

With respect to the power struggles impeding relationships present in the impeding factor businesses, managers and WCMs agreed more strongly than did the citizens. This could possibly be because these persons are more involved with the various activities involved with service delivery issues as they represent the public.

From the results, it would appear as if those respondents who were more directly involved with managing the local municipality (managers and WCMs) had the most positive perceptions about the factors that facilitated public participation in effective service delivery. This may be due to the self-perception one has of one's own behaviour indicating a need for self-reflection on the part of these persons. There is also a dire need for WC members to be assisted with their difficult task of communicating with their communities. For the power struggles factor, the business respondents had the highest mean score,

agreeing most strongly with the statements involved in the factor whilst the citizen group had the lowest mean score, agreeing least strongly.

CHAPTER 7

CONCLUSIONS AND RECOMMENDATIONS

7.1 INTRODUCTION

The purpose of this chapter is to provide the conclusions and recommendations of the study. There were four research objectives that emerged from the literature review and a quantitative methodology was undertaken to identify the factors that were responsible for effective municipal service delivery processes. The researcher then developed a framework which could serve as a guideline towards better service delivery processes to improve the effectiveness of the service delivery of the EMM. Based on the results and findings of the research, this section discusses each research objective, recommendations and conclusions.

The chapter is divided into four sections as follows. After the introduction, section 7.2 presents the conclusions, section 7.3 recommendations and section 7.4 concludes the chapter.

7.2 CONCLUSIONS

This section aims to find out whether the objectives of the study have been achieved. To reiterate, the aim of this research was to identify the various factors involved in effective service delivery processes and to develop a public participation framework to enable good service delivery to the public. The aim of the study has been achieved resulting in two important factors that were found to be important in determining public perceptions about effective municipal service delivery, namely a facilitating factor and an impeding factor. In order to influence effective service delivery in a positive way, the aspects involved with the facilitating factor must increase and the issues involved with the impeding must be diminished. This research has resulted in important findings, conclusions and recommendations for academics, researchers as well policy makers in South Africa and globally.

A quantitative analysis methodology produced the findings that created new knowledge to improve the existing body of knowledge in terms of public participation and service delivery in municipalities across the globe to create a better life for all its citizenry.

7.2.1 Research objectives

7.2.1.1 To conduct a literature review on municipal service delivery in South Africa.

The current literature pertaining to the issues of public participation and municipal service delivery was critically reviewed. Two chapters were written, one for service delivery (chapter 3 and the other for public participation (chapter 4).

Public service delivery in South Africa entails contracting, commissioning, procuring and tendering, the processes which enhance the execution of duties by the officials and allows fairness in provision of public services; their possible causal links are yet to be investigated. The Batho Pele principles coupled with the Municipal Systems Act (No. 117 of 1998) create a platform for public participation in the IDP and other strategic decisions relating to the provision of municipal services. The review focused on the gaps that were perceived to exist in public participation in municipal (local) government, which included lack of collective participation; transparency and accountability; people centeredness; effective communication; power struggles; and equal gender representation. Based on these gaps, the researcher posited that the public participation framework on service delivery is ineffective; hence the need to revisit the framework with a view of adding new knowledge to achieve effective service delivery by municipalities. It was found that despite the powers given to local government by various policies and pieces of legislation, the local governments such as the EMM are still struggling to fulfil their mandate – effective and efficient service delivery.

Even though studies revealed different solutions to the existing gaps, the solutions were generic and contextualised. Therefore, there was a need for revisiting the public

participation framework for municipal service delivery to develop a framework for optimising public participation for effective municipal service delivery, while taking into account the local dynamics as well as the needs of vulnerable and marginalised groups, namely, the illiterate, women, the disabled, and other disadvantaged groups.

7.2.1.2 To conduct a literature review on the factors influencing public participation in municipal service delivery

According to the literature, there are numerous factors which influence service delivery to the public by local authorities. The most relevant constructs that were found were: public participation (in order to form a network of collaboration around initial planning), accountability and transparency, communication (concerned with service delivery issues), person centeredness (of officials involved with the public), knowledge and social background (of the various communities to which service had to be delivered), power struggles (between officials nominated by political parties and their influence on service delivery), and gender representation (to ensure equal participation of both men and women in important decision-making processes). The researcher designed a model to guide the research framework containing these constructs. This model is shown in Figure 7.1.

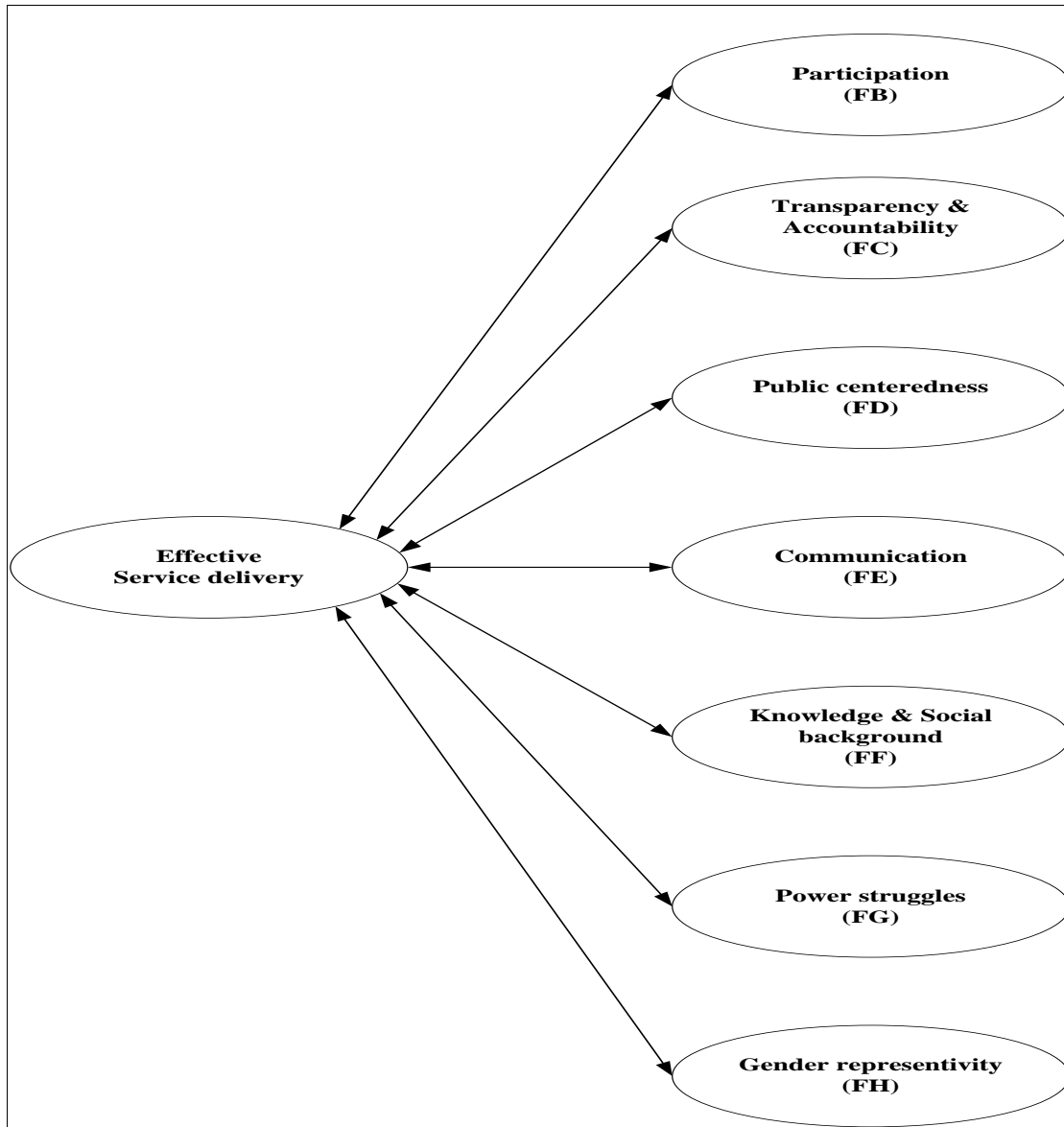


Figure 7.1: A model to optimise effective service delivery (Source: Own)

The model thus suggests that there were a number of latent constructs or sub-dimensions underlying effective service delivery. The dimension of effective service delivery influences and is influenced by the seven sub-dimensions. However, the possible causal effects between the latent first-order constructs or dimensions needed to be investigated as this is a current gap identified in the literature survey. Furthermore, the perceptions of the various community groups in Ekurhuleni regarding these constructs needed to be researched. To operationalise these latent constructs, the researcher designed a

structured questionnaire which probed public perceptions for their agreement or disagreement with the various constructs identified in the literature.

7.2.1.3 To establish factors influencing public participation in municipal service delivery

The researcher made use of factor analysis to identify the various predictors of the constructs found in the literature study. Both PCA and PFA were utilised to identify their structures. Both PCA and PFA are concerned with the extent to which the items or observed variables are generated by the underlying latent constructs and so, the strengths of the regression paths from the constructs to the items were of primary interest. Data was collected from four different groups involved with municipal service delivery of the EMM. The data analysis of each sample was discussed separately in Chapter 4, as was the data obtained when the four samples were merged. In order to avoid duplication this researcher will provided the analysis of the merged data only.

When the data was merged, the factor analytic procedure resulted in two second-order factors similar to those produced from the individual datasets. The two factors explained 77.02% of the variance present. The first factor was referred to as the factor that facilitates effective service delivery processes and the second one as the factor that impedes effective service delivery processes. It could thus be concluded that public participation for effective service delivery is a multifactorial construct containing these two second-order factors. This structure can thus be used to optimise service delivery by maximising the facilitating factor and minimising the impeding factor. This finding is thus different to the postulation that effective service delivery is composed of seven first-order constructs or sub-dimensions in the sense that it consists of two underlying constructs, namely a facilitating factor and an impeding factor.

The facilitating factor was found to be composed of the following first-order factors, namely public participation (FB), accountability and transparency (FC), people centeredness (FD), communication (FE), knowledge and social background (FF), and

gender representation (FG). The impeding factor was composed of a power struggles factor (FG).

To investigate the possible causal structure among these two second-order factors and their first-order factors this researcher made use of SEM. The final model resulting after using model modification and goodness-of-fit indices involves both the measurement model and a structural model, where the measurement model depicts the links between the latent variables and their observed measures (the PCA model) and the structural model which shows the links among the latent variables themselves. The resulting model is shown in Figure 7.2.

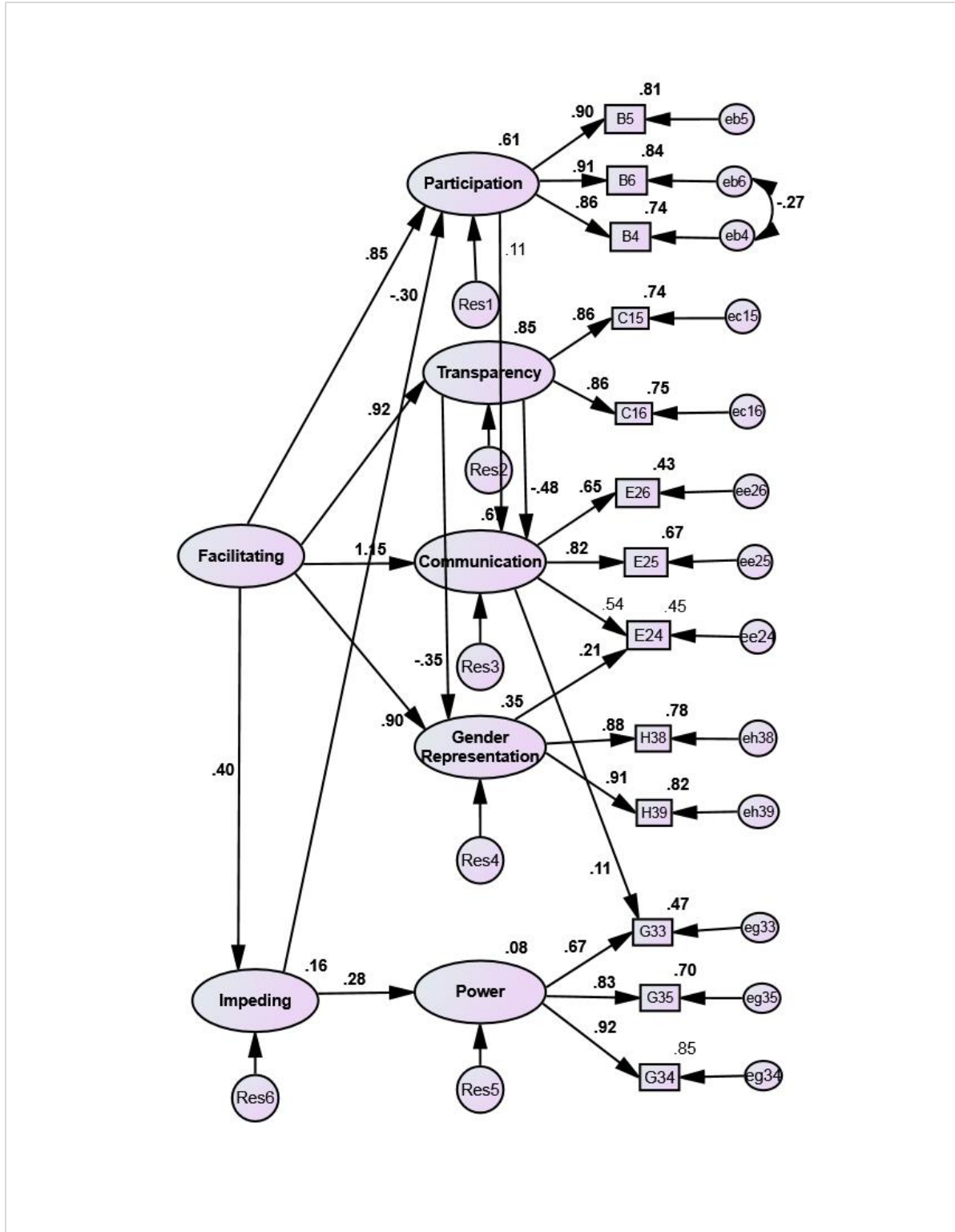


Figure 7.2: A model for optimising public participation for effective service delivery (Source: Own)

The model shows that the facilitation factor for service delivery issues is the underlying cause of and has a direct influence on public participation, accountability and transparency, communication, and gender representation, and impediments experienced. This suggests that if one wishes to facilitate or expedite service delivery issues then public participation is a necessity. Public participation is also indirectly linked to communication and as one increases, the need for the other will also increase. Issues such as transparency and accountability, effective communication, and gender representation are inseparably linked with one another and if one wishes to increase facilitation of service delivery then they must also be present. Furthermore, transparency and accountability have an indirect influence on communication and gender representation through the facilitating factor. This suggests that accountability and transparency is a mediating factor between the facilitation factor and communication and gender representation. As such it will influence the attitudes and commitment of the persons involved and hence increasing transparency and accountability will also involve effective communication and equitable gender representation. No significant links could be found between public participation and accountability and transparency and gender representation, as was the case for communication and gender representation. The model also does not include issues such as knowledge of social background and people centeredness, which was possibly due to insufficient items in the case of social background and pervasiveness of items with other factors in the case of people centeredness.

Other aspects of note, according to this model are that when the communication factor increases by one standard deviation unit the participation factor will increase by 1.15 standard deviations. This emphasises the importance of effective communication as the one precipitates the other. Accountability and transparency have indirect effects (acting as mediating variables) on communication (-0.48) and gender (-0.35), indicating that as communication and transparency increase by one standard deviation units, communication and gender representation decreases by 0.48 and 0.35 standard deviation units. This possibly implies that if accountability and transparency are present then the need for effective communication and equitable gender representation

decreases. Transparency and accountability issues are inseparably linked to effective communication and equal gender representation. The communication process should thus be accurate, widely published, clear and open. If both gender groups are equally represented, then the need to communicate will decrease (as the various issues involved with service delivery by local authorities will be contained in the facilitating factor). The model also shows that if the impeding factor increases by one standard deviation unit then the facilitation factor will also increase by 0.40 standard deviation units. This could be due to the tension between opposites, as facilitation of service delivery will also tend to negate itself in the form of its opposite namely impeding service delivery. Thus as facilitation efforts increase so the impeding factor will also increase. Furthermore, the impeding factor negatively influences public participation and as the one increases the other decreases. Hence the importance of collaborative planning and implementation of such planning becomes apparent as it will serve to decrease power struggle issues and stimulate public participation. Item G33 (Party politics hamper service delivery) was also significantly linked to the communication factor showing that as party politics increases by one standard deviation the communication factor increases by 0.11 standard deviation units. This again indicates the importance of doing the right thing for what is in the best interest of the community and not allowing party politics to dictate what should be done.

As public or people centeredness and knowledge of social background issues are also part of the context or environment in which service delivery issues occur the researcher also included them in the model as shown in Figure 7.3

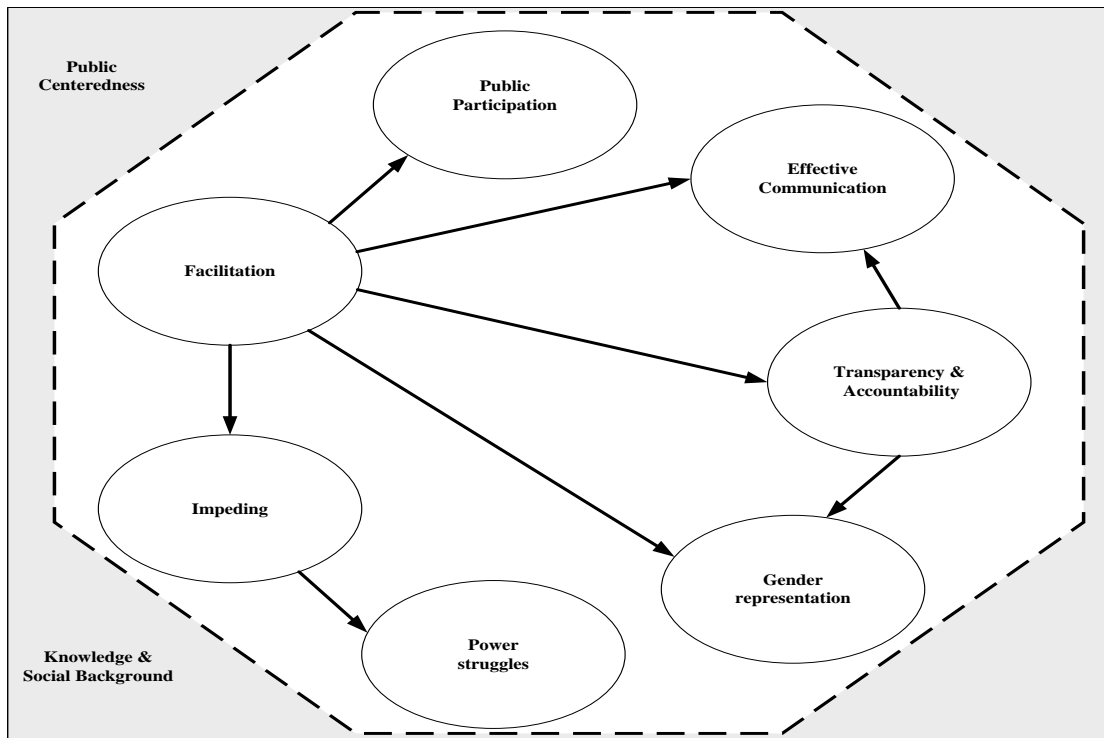


Figure 7.3: The factors involved in effective service delivery within the environment in which it occurs.

(Source: Own)

Thus the initial model as shown in Figure 7.1 should be modified and the model accepted is a recursive model as the influence was in one direction only, namely from the facilitating factor towards all the others. Furthermore, effective service delivery is composed of two second-order factors and not one as initially postulated. The facilitating factor directly influences the impeding factor in a positive way indicating that as the impeding factor increases so the facilitating factor also increases and hence the need to keep the impeding factor, composed of power struggles, to a minimum. The factor facilitating service delivery directly influences public participation, accountability and transparency, communication and gender representation and so, increasing the facilitating factor will also increase the factors underlying it.

The gap in the present literature as to which of the various constructs influence one another has thus been addressed. One can conclude that the structure of effective service delivery of municipal services depends on two sub-dimensions, namely a factor that

facilitates service delivery issues and one which impedes service delivery. The facilitating factor has a direct effect on its first-order factors, namely public participation, effective communication, transparency and accountability, and gender representation. The impeding factor influences power struggles through the participating factor showing the dialectical nature of the facilitating factor. Transparency and accountability also influence effective communication and gender representation in an indirect way. All these constructs occur within a particular environment and so, the social background against which they occur must also be considered as it probably impacts on all of the constructs in some or other way. Each of the constructs should also be aimed at ensuring that the public is always the recipient of any service delivery action. The model may consist of individual constructs, but it should be implemented in a holistic way as all of the various components influence one another through any attempt to enhance public participation.

7.2.1.4 To examine public perceptions on the factors influencing their participation in municipal service delivery

Four different community groups were surveyed in this study to obtain their perceptions about the factors thought to affect public participation in service delivery processes. These were citizens of the EMM, businesses, municipal managers, and ward committee (WC) members. The associations found are now briefly discussed.

7.2.1.3.1 CITIZENS

No significant associations were found between gender, race, and education, and the second-order factor that was derived or composed of the first-order factors that were found to affect perceptions of citizens in the EMM regarding *effective service delivery*. It was however, found that age was associated with it, involving five first-order factors, namely communication, accountability and transparency, gender representation, knowledge and social background, and power struggles. It was mostly the middle aged (36-45 years) whose perceptions differed from those of people in the other age groups. The middle age group tended to have the lowest level of agreement with the major factor mean score. A possible reason for this finding was that these persons are most probably in promotion posts and hence accountability and transparency are important to them and

presently they do not observe the presence of the accountability and transparency factor in their workplaces. This age group also differed from the oldest age group (46+) with respect to the “power struggles” factor.

The place of residence for citizens in Ekurhuleni was also associated with the facilitation factor. For example, respondents from Duduza, Tokoza and Tembisa 1 to a larger extent agreed with the “accountability and transparency” factor, compared to Daveyton, Tembisa 2 and Etwatwa, who were associated with the smallest extent of agreement.

Respondents from Duduza, Tokoza and Tembisa 1 agreed with the “people centeredness” factor more extensively than those staying in Daveyton, Tembisa 2 and Etwatwa. The same applied to “power struggles” factor. Respondents from Kempton Park, Tsakane, Brakpan, Kwa Thema, Edenvale, Alberton, Germiston and Boksburg had the highest mean scores for the “gender representation” factor, and respondents in Daveyton, Tembisa 2 and Etwatwa had the lowest mean score.

7.2.1.3.2 BUSINESSES

No significant associations were found between the gender, age, race, education, and location and, the two second-order factors. Differences were found between former municipalities and townships and the years that a business existed in the region. It was found that businesses from former municipalities were uncertain about the aspects which facilitated effective service delivery of the EMM, whereas those in the former townships in general partially agreed with the statements of the facilitation of business participation factor. The most important first-order factor was “business centeredness”, followed by the “accountability and transparency” factor. The shorter the number of years a business had been located in the region the larger the extent of agreement with the statements of the facilitation of business participation factor was.

There was a significant association between the knowledge of the *Batho Pele* principles one claimed to have and the perceptions about the aspects of “facilitation of business participation” in the effective service delivery processes. The implication was that the

more knowledgeable the respondents were about the *Batho Pele* principles, the better for facilitating business participation. This calls for the greater involvement of businesses when training on *Batho Pele* principles and for consulting them in service delivery issues.

7.2.1.3.3 MANAGERS

Gender, education, age and place of residence were not significantly associated with the facilitation and impeding factors. On the other hand, race was associated with communication, gender representation, transparency and accountability, public participation, and people centeredness. The largest differences were present between Black managers and the White managers regarding these factors.

For power struggles, Indians had the highest mean score (5.60) with a tendency towards agreeing with the factor, Whites had the second largest mean score, partially agreeing with the factor, whereas Black respondents had the lowest mean score, agreeing to the smallest extent with the factor.

The length of residing in the region was associated only with the “facilitating” factor. The respondents with shortest time of residence in the region had the highest mean scores on this factor, agreeing most strongly with the factor whilst those with the longest term of residence had the lowest mean scores, agreeing least strongly with the factor.

The managers who had very good knowledge of the *Batho Pele* principles had the highest factor mean scores and so agreed more strongly with all five first-order factors involved with the “facilitating” factor than did those respondents who claimed no such knowledge. It is thus clear that managers’ knowledge of the *Batho Pele* principles was associated with the factors involved with effective service delivery. The better the perceived knowledge of the principles by the managers, the greater the agreement with the factors involved. The issues of the impeding factor also differed mainly between the managers who had good knowledge of the *Batho Pele* principles and those who had little or poor knowledge of these principles. It was clear that those who claimed to have good knowledge of the *Batho Pele* principles agreed to the smallest extent with the power

struggles factor which impeded effective service delivery. Blacks were mainly associated with very good knowledge of *Batho Pele* principles while Whites were mainly associated with little or poor knowledge of these principles.

The power struggles factors were negatively correlated with the other five first-order factors. This might imply, for example, that when power struggles increase, the factors facilitating effective service delivery will decrease.

7.2.1.3.4 WARD COMMITTEE MEMBERS

Gender, age, education, and years resided in a particular area were found not to be significantly associated with the facilitating and impeding second-order factors. WCMs from the previously disadvantaged areas agreed more strongly with the “facilitating” factor than did WCMs from the previously advantaged regions. The first-order factors that differed according to the place of residence were: accountability and transparency, healthy relationships, and gender representation. The respondents perceived public participation as the most important factor, followed by accountability and transparency, healthy relationships and then gender representation, in that order. No differences could be found with respect to people centeredness and communication.

Race was associated with the facilitating construct as far as public participation, accountability and transparency were concerned. For both factors, Black WCMs agreed more strongly than the Whites did. There appeared to be a general trend that as age increases the agreement with the facilitating factor decreases, whereas for the impeding factor older WCMs agreed more strongly with the factor than the younger ones. Good knowledge of the *Batho Pele* principles was associated with agreement of the power struggles factor.

“Region where one lives” was found to be associated with the perceptions of WC members about the facilitating factors. WCMs in the disadvantaged areas agreed more strongly with public participation, accountability and transparency, power relationships, and gender representation than did the WCMs from the previously advantaged areas.

Race affected the perceptions of WCMs about public participation in service delivery processes, and accountability and transparency as far as Black and White respondents were concerned. Seemingly, for both first-order factors, Black WCMs agreed more strongly with the view that there was public participation, accountability and transparency in their wards than did the White WCMs.

Knowledge of the *Batho Pele* principles was associated with the “impeding factor”. The WCMs who had very good knowledge of the *Batho Pele* principles were associated with a stronger agreement of power struggles influencing public participation and service delivery issues than those who had little knowledge.

7.2.1.3.5 THE PERCEPTION OF VARIOUS COMMUNITY GROUPS IN THE MERGED DATA

Significant differences were found to exist among the four community groups with respect to both facilitating and impeding second-order factors. The WCMs had the highest factor mean score and hence were found to agree most strongly with the statements concerning the first-order factors. Therefore, they differed from the other three community groups who agreed with the statements to a statistically significantly smaller extent.

From the results, it would appear as if those respondents who were more directly involved with managing the local municipality (managers and WCMs) had the most positive perceptions about the factors that facilitated effective service delivery. This may be due to the self-perception one has of one’s own behaviour. For the power struggles factor, the business respondents had the highest mean score, agreeing most strongly with the statements involved in the factor, whilst the citizen group had the lowest mean score, agreeing least strongly.

7.2.1.5 To develop a framework for effective public participation in municipal service delivery

On the basis of the identified factors concerned with effective service delivery issues, questionnaires were designed in order to determine the perceptions of the various community groups regarding these issues. The data obtained from these four groups of respondents was used to draw a SEM model to illuminate the possible causal effects among the various latent constructs involved with service delivery. Based on this model this researcher designed a framework involving possible guidelines towards ensuring public participation in service delivery processes and issues. Such a framework of guidelines could, if implemented properly through the necessary training, improve public development of persons concerned and improve the present perceptions of the effectiveness of the service delivery in the EMM. This framework is shown in Figure 5.4

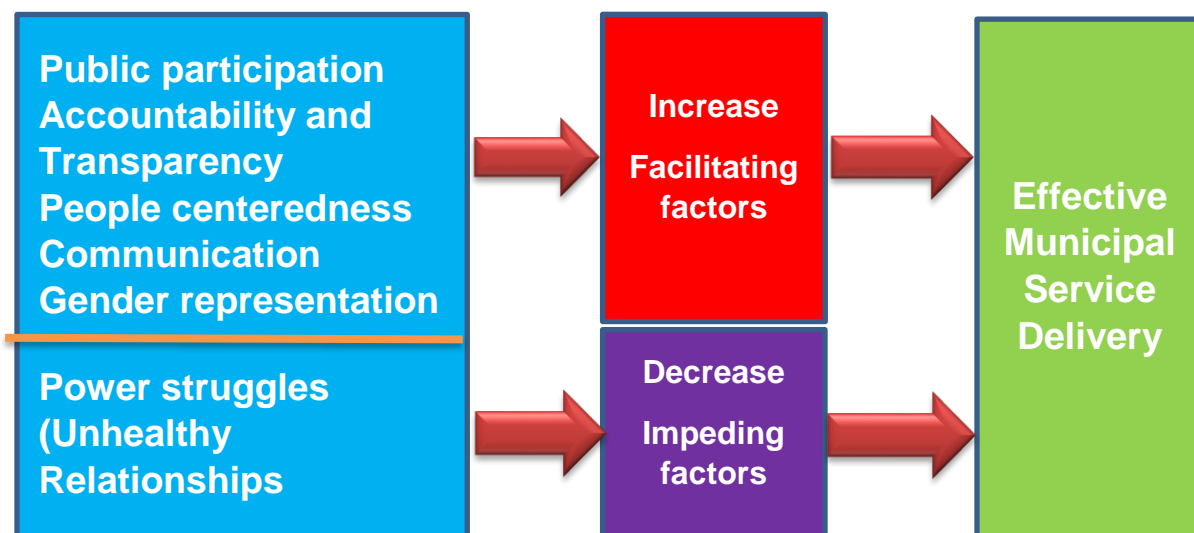


Figure 7.4: A Framework for optimising public participation in the service delivery processes
(Source: Own)

The framework basically suggests that effective service delivery depends of two underlying factors, one which facilitates service delivery whilst the other impedes service delivery. Optimal public participation, accountability and transparency, effective communication and equal representation of gender could all serve as factors that

enhance effective service delivery, whilst unhealthy relationships present in power struggles could serve as impediments to effective service delivery. These various latent constructs all occur in an environmental background involving knowledge of social issues and a focus on people centeredness (see Figure 6.91).

7.2.2 Limitations of the study

The WCMs were consulted during the period of the local government elections. This might have pose a limitation due to their term of office coming to an end. However, the response rate was only on 27.3, but is still considered as acceptable.

7.2.3 Evaluation of the study

Random sampling was used to select 1429 participants to address the study's research questions. This enhances the chance of having data conform to requirements of multivariate assumptions of normality, linearity and heteroscedasticity. The manner in which the sample was selected also made it possible for the robustness of the framework to be tested using confirmatory factor analysis. Reliability of the framework was established using Cronbach's alpha and construct validity was tested using factor analytic procedures.

It should be pointed out that the results obtained in this study using confirmatory factor analysis and SEM were shown to be valid and reliable. It should be noted that the outcome of the results was expected because of the significant inter-correlations that existed among the measured variables. Many factor loadings, for instance, were higher than the suggested cut-off point of 0.6, but some indicators loaded on more than one factor.

In general, the distributions of the variables did not seriously violate the normality assumption of factor analysis and non-parametric statistical procedures were not necessary.

Regarding the model fit statistics for CFM and the SEM the Chi-squared test was always used as an initial test. However, due to its shortcomings with large samples many other goodness-of-fit tests were also used. The most important of these tests were the NFI, CFI, and RMSEA.

Construct validity, that is, the extent to which an assessment actually measures the proposed trait or construct in the population of interest, was examined. All the items involved were subjected to a PCA procedure showing the links of the items with their underlying latent constructs. Furthermore, the impact of the various latent variables one another was also shown in the form of SEM.

7.2.4 Contribution to knowledge

This study makes significant theoretical and practical contributions in the management field. The main theoretical contribution of this work is the development of a framework which can serve as a guideline towards ensuring public participation in a more effective way. There were first-order factors that facilitated public participation for effective service delivery such as accountability and transparency, people centeredness, communication, knowledge and social background and gender representation and there were second-order factors that impeded public participation for effective service delivery such as power struggles and unhealthy relationships.

7.3 RECOMMENDATIONS

Based on the findings of this research the following recommendations are given:

- Co-development by community-municipality of a comprehensive strategy to enhance the first-order factors associated with the facilitating factor of public participation. As the facilitation of effective service delivery issues is a causal factor for public participation, transparency and accountability, effective communication, gender representation, and aspects that impede service delivery, a comprehensive strategy needs to be designed to enhance the factors associated with the facilitation factor.

Such a strategy must be the result of a collaboration between the municipality and the various community groups involved with service delivery issues. The drawing up of the annual municipal budget could serve as a good example of collaborative planning.

- Hence the annual budget should be a collaborative planning issue between the municipality and the various stakeholder public groups where it can be subjected to open communication and where all involved can give their honest opinion about the money allocated to the various services
- The role of the governing party also needs to be carefully explicated and politicians need to refrain from making promises they cannot fulfil. In addition, the perception of 'free service delivery' needs to be subjected to an open discussion where people feel free to voice their opinions, referred to as participative openness. Also, local government officials must practice what they preach and be prepared to face the public even when they report back to a constituency in which they are not in favour.
- Foster openness and transparency alongside strategic planning and communication with the public. This is vital as the public will be involved in the implementation of the plan.
- Redress in the form of promises from politicians about job creation that never come to fruition leads to false perceptions that municipalities can create job opportunities without having the funds available to do this. Local government should engage constructively with businesses in an effort to create jobs, especially for young people. The demand for "free services" and the sense of entitlement make it extremely difficult for municipal employees to render any efficient service, as people will always complain about the costs they incur. It is thus important for citizens to be informed that differential rates are applicable and the extent to which poor communities are subsidised regarding service delivery. Honest and transparent feedback is thus essential even if it is unpopular with the community. Unfortunately, unpopular opinions have lately been subjected to acts of intimidation and even violence on the part of the public and such reactions should be condemned by all persons concerned, especially those in positions of power and authority. The public need to be informed that nothing is free and that the funds to pay for services need to come from somewhere.

- In order to address the lack of information, which mostly had to do with perceived nepotism, corruption and undeserving appointments in posts, greater openness regarding the advertising of posts and the relevant qualifications is needed which requires clear communication to the public on these issues. The appointment to such posts should not be according to party political affiliation. The public needs to understand the tendering process, what services they are entitled to, and what they can realistically expect. Feedback to the public on service delivery needs to be more widely published and failure to deliver needs to be confronted in an open manner.
- Outline the standards of service the public should expect. The standards of service delivery need to be clearly specified and the officials will justifiably be accountable for inefficient service delivery where they are at fault.
- It is important that all municipal employees as public servants are polite, open, and transparent and deliver good service to the public. However, such attitudes are not learnt quickly. Intensive training and development of public officials in communication skills and of emotional intelligence in interpersonal relationships is essential. Training on the *Batho Pele* principles must be compulsory as a national requirement.
- The researcher agrees with Sengé (1990) that in order to obtain participation the various groups involved in the service delivery processes should allow a dialogue to occur between them and a consultative process is suggested. So, the various groups in a community should subject the various issues involved in service delivery to a dialogue between them.
- Involve citizens and business in all phases of service delivery (that is, planning, budgeting, implementation and closure).
- Greater openness regarding the advertising of posts and the relevant qualifications required needs to be clearly communicated to the public. The public need to know what services they are entitled to and what they can realistically expect. Feedback to the public on service delivery needs to be more widely published and failure to deliver needs to be confronted in an open manner. It also seems as if the tender process is not as open as it is espoused to be as the public have the perception that tenders are awarded on a basis of “party affiliation” and not according to merit.

- Adoption of a systems approach to service delivery needs since the various processes involved in service delivery are inter-related and influence one another. The various processes involved in the service delivery of local municipalities should be seen as a socio-cultural system, as the various sub-systems of which it is composed cannot operate in isolation from one another. Each sub-system influences all others as do the environmental forces within which the system operates (see Figure 2.2 in Chapter 2).

7.4 CONCLUSION

The purpose of this study was to develop a framework for optimising public participation for effective municipal service delivery.

Two important factors were found to be important in determining public perceptions about effective municipal service delivery, namely a public participation facilitating factor and an impeding factor. Hence, in order to optimise public participation for effective service delivery in the municipalities of South Africa, the aspects involved with the facilitating factor (namely, accountability and transparency, people centeredness, communication, knowledge and social background, and gender representation, must be encouraged while those involved with the impeding factor (power struggles) must be diminished. The developed public participation framework suggests that effective service delivery depends on these two underlying factors.

The study contributes to the body of knowledge by the development of this framework, which can serve as a guideline towards ensuring public participation in a more effective way in South Africa's municipalities.

For optimising public participation for effective municipal service delivery, the importance of: co-developing by community-municipality of a comprehensive strategy to enhance the first-order factors associated with the facilitating factor of public participation, and minimising power struggles; participation of all the various concerned groups in all the

processes and phases of service delivery; and adoption of a systems approach to service delivery needs cannot be overemphasised.

7.5 FUTURE RESEARCH DIRECTIONS

The research in this study focussed quite extensively on public participation and service delivery. During the course of this study, a number of other more specific research topics emerged that could provide useful insights into public participation and effective service delivery:

1. All factors involved in public participation and service delivery should be looked at individually for a more holistic view on public participation and service delivery.
2. The research should be replicated to other municipalities.
3. Training on the *Batho Pele* principles should be a national directive for all municipal officers and must be extended to the public.

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APPENDICES

APPENDIX A: PERMISSION LETTER

Calvin Naidoo
Ekurhuleni Finance Dept.
68 Woburn Avenue
BENONI
1501

Tel: (011) 999-7110
Fax: (011) 999-7188

10th April 2015

The City Manager
Ekurhuleni Metropolitan Municipality
Head Office
Germiston

Dear Sir

DOCTORAL STUDIES

My application for the Doctor of Business Leadership (DBL) has been approved by the University of South Africa (Unisa). My thesis is: A Framework to optimise public participation for effective municipal service delivery: case: Ekurhuleni Metropolitan Municipality.

Your consent / approval will be appreciated.

Yours faithfully


Calvin Naidoo
Acting Manager: Training & Skill Development
Finance: Support Services

Recommended / ~~Not Recommended~~ _____


.....
CHIEF FINANCIAL OFFICER

Approved / Not Approved


.....
CITY MANAGER

24-04-15



APPENDIX B: ETHICS APPROVAL

Graduate School of Business Leadership, University of South Africa, PO Box 392, Unisa, 0003, South Africa
Cnr Janadel and Alexandra Avenues, Midrand, 1685. Tel: +27 11 652 0000, Fax: +27 11 652 0299
E-mail: sbl@unisa.ac.za Website: www.unisa.ac.za/sbl

SCHOOL OF BUSINESS LEADERSHIP RESEARCH ETHICS REVIEW COMMITTEE (GSBL CRERC)

17 December 2015

Ref #: 2015_SBL/DBL_023_FA
Name of applicant: Mr C Naidoo
Student #: 71065385

Dear Mr C Naidoo

Decision: Ethics Approval

Student: Mr Calvin Naidoo, calvin.naidoo@ekurhuleni.gov.za, 082 534 3535

Supervisor: Prof R Ramphal, ramphrr@unisa.ac.za, 011 652 0363

Project Title: A Framework to Optimise Public Participation for Effective Municipal Service Delivery.

Qualification: Doctorate in Business Leadership (DBL)

Thank you for applying for research ethics clearance, SBL Research Ethics Review Committee reviewed your application in compliance with the Unisa Policy on Research Ethics

Outcome of the SBL Research Committee:
Approval is granted for the duration of the Project



The application was reviewed in compliance with the Unisa Policy on Research Ethics by the SBL Research Ethics Review Committee on 14/12/2015.

The proposed research may now commence with the proviso that:

- 1) The researcher/s will ensure that the research project adheres to the values and principles expressed in the UNISA Policy on Research Ethics.
- 2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to the SBL Research Ethics Review Committee. An amended application could be requested if there are substantial changes from the existing proposal, especially if those changes affect any of the study-related risks for the research participants.
- 3) The researcher will ensure that the research project adheres to any applicable national legislation, professional codes of conduct, institutional guidelines and scientific standards relevant to the specific field of study.

Kind regards,



Prof R Ramphal

Chairperson: SBL Research Ethics Committee

011 – 652 0363/ramphrr@unisa.ac.za



Dr R Mokate

CEO and Executive Director: Graduate School of Business Leadership

011- 652 0256/mokatrd@unisa.ac.za



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UNISA

APPENDIX C: COVERING LETTER TO RESPONDENTS

Calvin Naidoo

Telephone 011 999-7110

Cell: 082 534 3535

E-mail: calvin.naidoo@ekurhuleni.gov.za

Date: 20th June 2015

A Framework to Optimize Public Participation for Effective Municipal Service Delivery

Dear Sir / Madam

As fulfillment of my doctoral degree (DBL) studies at UNISA, I am busy with a research project titled: *“A framework to optimise Public Participation for effective municipal Service Delivery”* The aim of the study is to identify the relevant factors for the successful implementation of the public participation framework to improved municipal service delivery.

The following set of statements relates to your perception of public participation and service delivery of local government in your area. Rate each statement by an X in the appropriate box showing the extent you are satisfied or dissatisfied with the public participation and service delivery in your area. There are no wrong or right answers. What we want to know is what best describes your perceptions about public participation and service delivery.

Please complete the attached questionnaire based on your perception. Your input is of vital importance and you are assured of complete anonymity. I have formulated the questionnaire in a user-friendly presentation which will only take between 15-20 minutes of your time and please do not hesitate to contact me should you require any assistance.

This study has been approved by the Unisa Ethics Committee (Ref. 2015_SBL/DBL_023_FA) and should you have any concerns regarding this data collection please contact Prof. Ramphal on 011 652 0363.

By you completing this questionnaire indicates that you have voluntarily accepted to participate in this study.

I would like to sincerely thank you for your participation in this research and for your much valued contribution.

Kind Regards

Calvin Naidoo

Ekurhuleni Metropolitan Municipality

A. Demographic profile of respondent	<i>Please Use X</i>					
Gender	Male		Female			
Age	19-35yrs	36-45yrs	46-55yrs	56-65yrs		
	Above 65yrs					
Race	Black		Coloured			
	Indian		White			
	Other (specify):					
Highest level of completed education?	No formal education					
	Primary education					
	Matric					
	Diploma					
	Degree					
Where do you live in Ekurhuleni?	Alberton		Benoni		Boksburg	
	Brakpan		Daveyton		Duduza	
	Edenvale		Etwatwa		Germiston	
	Katlehong 1		Katlehong 2		Kempton Park	
	Kwa-Thema		Nigel		Springs	
	Tembisa 1		Tembisa 2		Tokoza	
	Tsakane		Vosloorus			
For how long have you lived at your current address?	1-10 years		11-15 years		16-20 years	
	21-25 years		26-30 years		31-45 years	
	32-40 years		More than 40 years			
Type of dwelling you live in?	House					
	Flat					
	Townhouse					
	Informal dwelling (Shack)					
	Other (specify):					

How well do you know the Batho Pele principles?

Very Bad	Bad	A little Bad	Neither	A little good	Good	Very Good
1	2	3	4	5	6	7

B. Public Participation	Strongly	Disagree	Disagree	Undecided	Agree	Agree	Strongly
	Disagree		Somewhat		Somewhat		Agree
	1	2	3	4	5	6	7
1. Meetings are held regularly with the public/communities?							
2. How many meetings were held in the last 12 months?							
3. Community problems are taken seriously by the municipality?							
4. Municipality and the public work together in budgeting to enhance service delivery?							
5. Municipality and the public work together in planning process on service delivery?							
6. Municipality and the public work together in implementation on service delivery?							
7. Communities are informed about projects year marked for their regions.							
8. Communities are involved in the budgeting process on municipal service delivery?							
9. You are regularly consulted on matters that affect you?							
10. Feedback is given to communities regularly?							

C. Accountability & Transparency	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree
	1	2	3	4	5	6	7
11. Municipality takes complete responsibility for service delivery failures.							
12. Give a reason for your answer to Question 11							
13. Municipality shifts the blame to appointed contractors for failures.							
14. Public is clear about the services they receive.							
15. Municipality is clear about the cost of the services they provide.							
16. Municipality is clear about the quality of the services they provide.							

D. People Centeredness	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree
	1	2	3	4	5	6	7
17. Municipality promotes excellence by putting "People First"							
18. Give a reason for your response to Question 17							
19. Municipality creates a better life for all its citizens.							
20. Municipality listens to the concerns of the people.							
21. Complaints are resolved fast and efficiently.							

E. Communication	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree
	1	2	3	4	5	6	7
	22. The public receive accurate and up-to-date information about services they are entitled to.						
23. Local media is used to inform the public on matters concerning them.							
24. Information is given in languages that the public understand.							
25. Reports are widely published.							
26. Use of “suggestion boxes” helps the public in the participatory and service delivery processes.							
27. Do you receive communication on matters concerning service delivery through?	a) Radio?		Yes	No			
	b) Television?		Yes	No			
	c) Ekurhuleni Metro Municipality (EMM) Offices?		Yes	No			
	d) Newspaper?		Yes	No			
	e) Cellphone?		Yes	No			
	f) Other? (specify)		Yes	No			
	g) None						
28. Which official languages are used to communicate service delivery issues?	Afrikaans	English	Ndebele	Pedi	Sotho		
	Swati	Tsonga	Tswana	Venda	Xhosa		
	Zulu						

F. Knowledge and social background	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree
	1	2	3	4	5	6	7
	29. The public is generally knowledgeable about service delivery issues?						
30. Lack of knowledge and expertise lead to misunderstanding and misinterpretation on service delivery.							
31. Social disparity / inequalities deter participation and service delivery.							
COMMENTS:							

G. Power Struggles	Strongly Disagree	Disagree	Disagree Somewhat	Undecided	Agree Somewhat	Agree	Strongly Agree
	1	2	3	4	5	6	7
	32. Party politics deter public participation?						
33. Party politics hamper service delivery?							
34. There are power struggles in public participation?							
35. There are power struggles in service delivery?							
36. A healthy relationship exists between municipality and communities?							
37. A healthy relationship exists between municipality and ward communities?							

I. General Impression about state of service delivery in EMM	Strongly	Disagree	Disagree	Undecided	Agree	Agree	Strongly
	Disagree		Somewhat		Somewhat		Agree
	1	2	3	4	5	6	7
38. Services are on track and there is no need for public protests.							
39. Have you ever suffered due to service delivery failures?							
40. Any comments on service delivery issues in Ekurhuleni Metro Municipality?							

H. Gender Representation	Strongly	Disagree	Disagree	Undecided	Agree	Agree	Strongly
	Disagree		Somewhat		Somewhat		Agree
	1	2	3	4	5	6	7
41. Women and men are equally represented in public participation forum.							
42. Women and men are equally included in the decision making processes on service they receive.							
43. Contribution of women groups helps the participatory and service delivery process.							
COMMENTS:							

APPENDIX E: SAMPLE OF CITIZENS AND WCM

Citizens and ward committee sample

CCCs	Wards	Number of ward committee members	Population		Black African	% black	Coloured	%coloured	Indian or Asian	% Indian	White	% White	Sample size for residents	Systematic number	Sample size for ward committee members
			Formal	Informal											
Alberton	5	50	117 912	888	32 232	27	17 541	15	5 940	5	64 677	54	38	4	20
Benoni	6	60	118 200	14 010	71 745	46	3 303	2	22 008	14	60 420	38	43	4	24
Boksburg	5	50	195 714	50 424	147 621	57	30 270	12	6 438	2	73 884	29	79	9	20
Brakpan	3	30	64 542	2 499	28 986	40	1 800	2	3 024	4	38 952	54	22	5	12
Daveyton	5	50	113 979	12 261	126 084	99	339	0	375	0	105	0	41	9	20
Duduza	3	30	66 387	6 879	72 519	99	282	0	147	0	48	0	24	3	12
Edenvale	4	40	48 105	-	10 107	21	1 401	3	4 281	9	32 568	67	16	3	16
Elw atw a	5	50	115 839	36 003	150 732	99	399	0	252	0	135	0	49	6	20
Germiston	8	80	208 872	31 575	159 297	63	6 000	2	7 725	3	80 034	32	78	4	32
Katlehong 1&2	12	120	377 712	24 627	400 911	99	1 995	0	3 072	1	255	0	130	5	48
Kempton Park	5	50	157 800	-	79 878	47	4 014	2	5 694	3	80 388	47	51	3	20
Kwa-Thema	5	50	96 162	6 285	102 885	99	273	0	162	0	111	0	33	1	20
Nigel	2	20	31 749	4 155	17 193	45	6 387	17	1 512	4	12 798	34	12	5	8
Springs	3	30	100 062	15 009	69 861	58	1 662	1	5 340	4	44 070	36	37	2	12
Tembisa 1&2	13	130	389 754	63 363	458 151	100	762	0	684	0	318	0	146	1	51
Tokoza	5	50	93 138	9 711	104 904	99	393	0	147	0	123	0	33	3	20
Tsakane	4	40	129 438	6 471	134 337	99	537	0	216	0	279	0	44	6	16
Vosloorus	8	80	150 663	6 564	162 132	99	540	0	258	0	93	0	51	3	32
Other		0	233 476										75		0
	101	1010	2 809 504	290 724									1000		400
All cells in this table have been randomly rounded to base 3															
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APPENDIX F: SAMPLE – BUSINESS (SMMEs)

Economic sector	Frequency	Percent	Sample size	Sampled elements
Agricultural services	25	1.9	6	1, 7, 8, 10, 14, 17
building/construction/maintenance and civil engineering	447	33.3	100	8, 10, 18, 21, 24, 25, 31, 34, 36, 37, 38, 39, 44, 45, 49, 53, 54, 58, 77, 80, 81, 83, 89, 98, 101, 107, 117, 118, 119, 123, 124, 132, 135, 152, 154, 160, 161, 170, 176, 187, 188, 194, 197, 203, 204, 207, 212, 216, 220, 222, 227, 228, 229, 231, 236, 245, 256, 264, 266, 273, 274, 277, 278, 281, 283, 285, 294, 300, 304, 306, 307, 310, 312, 316, 319, 321, 326, 327, 329, 333, 347, 350, 353, 355, 384, 385, 388, 390, 393, 396, 400, 404, 405, 407, 416, 421, 425, 444, 445, 447
food industry (catering/beverages), event management	129	9.6	29	1, 2, 3, 5, 6, 11, 24, 25, 26, 29, 33, 34, 37, 39, 46, 53, 55, 64, 68, 72, 90, 95, 107, 109, 119, 120, 124, 125, 128
Mechanical engineering	43	3.2	10	3, 4, 5, 10, 12, 15, 26, 32, 35, 39
Chemicals industry	16	1.2	4	2, 5, 10, 14
Cleaning	252	18.8	56	4, 15, 22, 29, 34, 39, 41, 44, 46, 47, 49, 50, 57, 58, 61, 63, 65, 72, 74, 75, 80, 81, 87, 88, 92, 93, 97, 98, 110, 111, 112, 117, 118, 125, 129, 137, 145, 148, 149, 150, 155, 158, 160, 162, 165, 177, 201, 204, 206, 207, 209, 216, 217, 231, 249, 250
Clothing and textiles	56	4.2	13	19, 20, 22, 23, 25, 26, 28, 30, 31, 39, 43, 47, 51
ICT	46	3.4	10	2, 5, 14, 17, 18, 32, 33, 34, 36, 42
Transport and logistics	52	3.9	12	4, 6, 12, 20, 22, 23, 28, 29, 30, 31, 41, 51
electrical related	34	2.5	8	1, 11, 13, 15, 21, 23, 27, 32
Printing and stationery	43	3.2	10	2, 4, 12, 21, 26, 30, 32, 35, 40, 41
professional services	63	4.7	14	14, 15, 16, 25, 27, 28, 29, 30, 34, 47, 50, 54, 57, 59
security services	17	1.3	4	6, 9, 11, 13
Other	118	8.8	26	8, 9, 17, 26, 30, 33, 36, 39, 43, 47, 51, 52, 54, 75, 80, 82, 86, 88, 91, 93, 95, 96, 97, 99, 109, 116
Total	1341	100.0	300	