An analysis of the nature and role of leadership in service delivery at the City of Johannesburg metropolitan municipality in pursuit of strategic solutions

by

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ABSTRACT

The main objective of the research was to analyse the nature and role of leadership in service delivery at the City of Johannesburg metropolitan municipality in pursuit of strategic solutions. To attain this objective a logical evaluation of the nature and role of leadership in service delivery was undertaken. This involved tracing and evaluating the nature and role of leadership within precolonial, colonial and postcolonial governments and local government institutions in South Africa as well as the world over. A qualitative study was undertaken to evaluate the performance of leadership to provide answers to the questions which are pertinent to the causes of ineffective, inferior and unsustainable delivery of services to residents in the City of Johannesburg metropolitan municipality. A better understanding of how and what public leaders and functionaries in the local government institutions should do to facilitate and promote the delivery of services to the residents is required.

The procedures of research included a thorough review of literature and structured face-to-face interviews with elected leaders, bureaucratic leaders, municipal trade union leaders, community leaders and residents working or living in the City of Johannesburg metropolitan municipality. The leadership at the City of Johannesburg metropolitan municipality was largely unaware of its natural role and lacked commitment in the application of full institutional capacity and human resources to support and accelerate quality and effective service delivery to all its residents, whether living in the informal settlements, townships and affluent suburbs. The leadership's lack of determination to enforce the legislative and regulatory imperatives to compel functionaries to respect the rule of law for the facilitation and promotion of the delivery of quality and effective services was concerning.

The high level of corruption and wastage of resources is of concern as this is worsened by the inability to implement budgeted projects and programmes as well as failure to reduce bottlenecks in the provision of low-cost houses for poor residents. In circumstances where some bureaucrats had skills and education to understand the dynamics of quality and effective service delivery, political interference and absence of political willpower to render such services to the residents hindered the intended progress. Of importance, the leadership at the City of Johannesburg metropolitan municipality, collaborating with the Gauteng province, should accomplish its roles, consult the communities, communicate and resolve community problems speedily, fulfill promises made during election campaigns, and improve visibility. The study, among other findings, discovered that public leaders and bureaucrats did not harness full capacity of their natural role to enforce legislative and regulatory imperatives to strengthen the rule of law, a situation exacerbated by endemic corruption. The leadership in the local government institutions and City of Johannesburg metropolitan municipality should develop and implement strategies to facilitate and stimulate effective and quality service delivery to all residents in order to alleviate the deteriorating circumstances.

DECLARATION

I, Madidimalo Richard Moila, student number: 31614086, declare that this research is my own, unaided report. It is submitted in the fulfillment of the requirements for a degree of Doctor of Philosophy in the field of Public Administration in the Department of Public Administration and Management, University of South Africa. It has not been submitted before for any degree or examination to any other university.

Madidimalo Richard Moila
28 February 2021

DEDICATION

This thesis is dedicated to my parents, Moba and Mosibudi Moila, who raised my siblings and I to be responsible people. Their love and support was unwavering and real. My motivation to study and attain this success is owed to my family and relatives, my wife, Gloria Lulama Moila, as well as my children, Tshimangadzo, Siphosihle, Kamogelo and Moba. Their support during my studies was exceptional and inspiring.

ACKNOWLEDGEMENTS

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ACRONYMS

ANC	African National Congress
ANCWL	African National Congress Women's League
AG	Auditor-General
ASGISA	Accelerated and Shared Growth Initiative – South Africa
APLA	Azanian People's Liberation Army
BCM	Black Consciousness Movement
CBD	Central Business District
CODESA	Convention for a Democratic South Africa
COGTA	Cooperative Governance and Traditional Affairs
CoJ	City of Johannesburg metropolitan municipality
COSATU	Congress of South African Trade Unions
CPF	Community Policing Forum
CRCL	Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities
DG	Director-General
DDG	Deputy Director-General
DPLG	Department of Provincial and Local Government
GEAR	Growth, Employment and Redistribution
HOD	Head of Department
ICASA	Independent Communications Authority of South Africa
IDPs	Integrated Development Plans
IEC	Independent Electoral Commission
IGR	Intergovernmental Relations
IPID	Independent Police Investigative Directorate
JIPSA	Joint Initiative for Priority Skills Acquisition
JMPD	Johannesburg Metropolitan Police Department
LED	Local Economic Development

MECs	Members of Executive Committee
MFMA	Municipal Finance Management Act
MMCs	Members of Mayoral Committee
MMP	Mixed-Member Proportional
NA	National Assembly
NCOP	National Council of Provinces
NACTU	National Council of Trade Unions
NFFC	National Fiscal and Financial Commission
PAC	Pan Africanist Congress
PFMA	Public Finance Management Act
PP	Public Protector
PR	Proportional Representation
RDP	Reconstruction and Development Programme
SACP	South African Communist Party
SADC	Southern African Development Community
SAHRC	South African Human Rights Commission
SALGA	South African Local Government Association
SANCO	South African National Civic Organisations
SANDF	South African National Defence Force
SANRC	South African Native Races Congress
SANNC	South African Native National Congress
SAPS	South African Police Services
SARS	South African Revenue Services
SASO	South African Students' Organisation
SCA	Supreme Court of Appeal
SIU	Special Investigative Unit
TBVC	Transkei, Bophuthatswana, Venda and Ciskei
UDF	United Democratic Front
VBS	Venda Building Society

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CHAPTER ONE
INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

The purpose of this study is to analyse the nature and role of leadership in service delivery at the City of Johannesburg metropolitan municipality in pursuit of strategic solutions. Each chapter's content is briefly outlined in this chapter. Its objective is to offer an introduction and background of the study. It provides the background of the study in which various systems of government in South Africa are analysed. It also sketches concisely the problem statement, rationale, objectives, hypotheses, research questions, significance, ethical considerations, limitations and clarification of the concepts.

Chapter two deals with the research design and methodology. Research methods, designs, critical realism paradigm, study population and sampling approaches are discussed. It further discusses a theoretical framework. It also describes a plan and methods for data collection. Issues of validity and reliability and how data is analysed and interpreted are also explained.

Chapter three elucidates on the origin, place and role of the South African local government. The meaning of local government is assessed and defined. Processes of the municipal election, intergovernmental relations and the creation and reorganisation of the municipalities within the context of South Africa are appraised. The roles, resources and problems of municipalities within local government are also expounded upon.

Chapter four assesses the nature and quality role of leadership in service delivery at the City of Johannesburg metropolitan municipality. The concept of leadership was surveyed and assessed from scholarly literature to find the suitable definition for this study. In the process the dimensions of

leadership styles were explored and analysed. The leadership theories are also analysed and explained. The quality roles of leadership with the potential to facilitate and stimulate effective and quality delivery of services were scrutinised and evaluated. The impact of the qualities of good governance and good leadership was explored and assessed and appeared to be a gold standard for the facilitation and stimulation of effective and quality delivery of services to the local people. The applicable institutional capacity and human resources which the leadership uses in the improvement of service delivery were explored and evaluated. In the final analysis, the problems besetting the performance of leadership in municipalities were examined.

Chapter five focuses on the presentation of study findings. Whilst it highlights the demographic information of the participants, it further presents the research findings.

Chapter six deals with the analysis and interpretation of study findings derived from the participants in different strata. The research findings are analysed and interpreted according to the themes generated from the research questions. These themes were discussed and evaluated from the previous chapters of the thesis.

Chapter seven provides the summary of chapters, conclusions and strategic recommendations of the study. It summarises the milestones achieved in each chapter of the thesis. It also provides conclusions in a general way according to which the thesis reached its objectives. The chapter further provides strategic recommendations that can assist the municipalities' and City of Johannesburg metropolitan municipality's leadership to resolve some of the problems identified in this study.

1.2 BACKGROUND OF THE STUDY

This section discusses precolonial, colonial and postcolonial systems of government in South Africa with special focus on the nature and role of leadership in service delivery.

1.2.1 Precolonial system of government in South Africa

In this section, the Vhavenda culture will be used as an example of the precolonial system of governance of indigenous Africans and not as an absolute case. Precolonial government was a government established by the indigenous people of South Africa in which a democratic decentralisation system was applied. The traditional royal monarchy, as it was known before colonisation of the African territories, was divided into four spheres of influence; at the top was Thovhele (King) who presided over the whole nation, followed by Mahosi Mahulu (Paramount chiefs) who ruled territories through Mahosi (Chiefs) who in turn lead mashango (communities) with different names defined by natural borders, assisted by Magota (Headmen) who oversee zwisi (districts) which form shango (community) made of local people (Nemudzivhadi, 1998:xviii). A democratic decentralisation system means that power was, to a large extent, transferred to the ordinary people across the monarchy through community councils with headmen exercising oversight. The political administration of the territory was vested in the hands of the Monarch in consultation with a royal council composed of Mahosi (Chiefs) of different communities. With political administration consisting of authority, responsibility and accountability spread out to the zwisi (districts) under the watchful eyes of the Magota (Headmen), it meant that legislative and judicial power were also decentralised across the monarchy. The heir is chosen to ascend a throne of a monarchy after the death of a predecessor by applying customary law of succession which resided with makhadzi (aunts) and makhotsimunene (uncles) who are essentially the custodians of identifying and installing Thovhele (King).

Explaining the process of choosing a rather heir to the throne of a monarchy, Nemudzivhadi (1998:29-30) remarks that:

> "...according to Venda customs and traditions, kingship is not a personal property of the king. It belongs to the royal house...the people who are charged with the responsibility of identification and installation are makhadzi [aunts], ndumi/khotsimunene [uncles]...There is no provision for automatic succession in Venda law. Without the blessing of these two important personalities in the royal household, no installation is valid."

A similar process is followed when choosing an heir to the throne of a paramount chieftaincy, a chieftaincy and a headmanship under customary law. The words, makhadzi (aunts) and makhotsimunene (uncles) means siblings of the predecessor to the monarchy throne or predecessor to the traditional leadership position provided it is believed that they are from the same father (deceased) or/and different mothers. Usually the makhadzi and makhotsimunene tasked with the identification and installation of an heir are not the siblings of the to be a Monarch or to be a traditional leader but siblings of the predecessor (the deceased - who is to be succeeded). Therefore, 'makhotsimunene' or 'makhadzi' denotes the role that a person related to a king or a traditional leader plays in a kingdom. Makhotsimunene (uncles) and makhadzi (aunts) play a superior and crucial role in relation to issues of succession within the kingdom and other important questions or disputes that may arise involving a traditional leader. The same scenario applies when a king dies or is incapacitated to perform his duties as required, similar process is followed by the kingdom (royal) council to find a fitting individual to ascend the throne of a kingdom or a traditional leadership throne or a headman throne. Remarking on the question of who is suitable to be a Monarch to ascend the throne of an empire under customary law of succession, Nhlapho (2010:632) notes that:

> "...the new king is the first-born son of the 'dzekiso' wife. He only assumes traditional leadership upon the death of his father."

Viewed from this perspective, the question of who befits to be a king to mount the monarchy throne or any other traditional leadership position is not as straightforward as Nhlapho noted because it leaves out the roles of makhadzi and makhotsimunene. As noted by Nhlapho, the process of an heir to the throne is automatic, which Nemudzivhadi (1998) vehemently rejected because in terms of Venda customary law the valid identification and installation of an heir to the throne of a monarchy should be blessed by makhadzi and makhotsimunene, not merely by the fact that a son is a first born from a betrothal (dzekiso) wife (Nemudzivhadi, 1998). To elucidate the concept of a betrothal - 'dzekiso wife' - Nhlapho (2010:630-632) further observes as follows:

> "*(a) The wife chosen by the royal family to bear the heir to the throne. (b) The wife whose lobola has been paid for by the royal family or with the cattle which married the thovhele's sister (makhadzi). (c) The most senior of the wives of thovhele…*"

From this perspective the betrothal (dzekiso) wife bears an heir to the throne of a traditional royal monarchy or any heir to the traditional leadership position. Although the circumstance of bearing an heir to the monarchy throne or traditional leadership position is acceptable to Vhavenda people and many other traditional societies in Africa, it requires detailed clarity. 'Dzekiso' is a Tshivenda word which means a marriage of a woman related by blood to a king or traditional leader to give birth to an heir to a monarchy throne or a traditional leadership throne or a headman throne that should also conform with the tradition and custom of the society. But according to the African tradition and custom, it does not matter whether a wife of 'dzekiso' is a senior or a junior. A 'dzekiso' wife can be a junior wife or a senior wife if the requirements of a customary law were met. The leadership structure in precolonial kingdoms was hierarchical in nature. This means that from the king at the top of the hierarchy down to the sub headmen, leadership power was decentralised throughout the kingdom. Explaining

how decentralisation of the precolonial system of governments functioned, Khunou (2011:278) expressly remarked that:

> "*In the pre-colonial era, traditional leaders and traditional authorities were important institutions, which gave effect to traditional life and played an essential role in the day-to-day administration of their areas and lives of traditional people. The relationship between a traditional leader and community was very important. The normal functioning of the traditional community was the responsibility of the traditional authority. Pre-colonial traditional leadership was based on governance of the people where a traditional leader was accountable to his people. During the pre-colonial era, the institution of traditional leadership was a political and administrative centre of governance for traditional communities. The institution operated and functioned according to applicable customs, traditions and customary laws. Customary law was regarded by the members of the traditional community as binding on both a traditional leader and the people alike.*"

The authority of the kings in South Africa, as in many other African countries during precolonial era, rested on the customary foundations which were mostly communal and its decentralisation extended to the whole country. It is common cause that the authority of the traditional leaders was in fact extended to the whole country through decentralised councils in the communities that brought together ordinary people during deliberations of political, legislative and judicial matters. Decentralisation of political, legislative and judicial power to community councils led to the establishment of participatory processes across the kingdom. Although power was decentralised to the different communities under the leadership of headmen across the kingdom, the king remained the head of the political, legislative and judicial councils. These councils, for example, would deliberate different issues of importance to the kingdom and thereafter either the king or headmen as a representative of the king in the communities ratified the

decisions taken by the aforesaid. The community councils consisted of ordinary people from different communities within the kingdom whereas the king council was made up of different headmen which makes the whole process decentralised but very democratic in nature. The district councils would normally make recommendations to the headmen or the king depending on whether the decision is taken by community council or the king council. Khunou (2011:278) further noted that:

> "…*a traditional leader was the one who passed laws, judged with the consent of his traditional council and took action through the members of the traditional community. Freedom of speech was guaranteed in the general assembly. Usually members of the community were offered an opportunity to debate public issues without fear or under any duress. It was that freedom of speech, which formed a strong foundation of the customary constitutional democracy of the pre-colonial traditional communities. Of primary importance is the fact that during the pre-colonial era, a living customary law solely regulated the institution of traditional leadership.*"

The judicial role of kingship was to administer the laws across the kingdom through the different councils in an impartial manner, without fear or favour. The judicial community council or judicial king council would debate a matter and only recommend to the headmen, representing the king in the community in his jurisdiction or to the king for handing down the judgement. The judicial councils were made of ordinary people within the jurisdiction of the kingdom or community. With the judicial assemblies spread across the kingdom, it can be argued that the precolonial justice system was democratic and decentralised. The way judicial assemblies administered justice resembles the 'jury system' as applied in the United States of America where ordinary but respected people deliberate the case before the Judge issues a sentence. The legislative role of kingship includes, among others, formulation of the laws according to which political, land, judicial and

service delivery problems could be solved in the kingdom. Various laws were developed in terms of a kingdom's rituals, customs and beliefs which were in turn used to regulate the power and authority of both king and community councils which deliberate issues on behalf of the traditional leadership.

Apart from protecting the people, land and livestock, the political role of kingship was also to safeguard the kingdom's territorial integrity in which communities could freely practise their culture and tradition. This means that army brigades were established to defend the sovereignty of the kingdom from enemies. This was reflected throughout the Mfecane in which different kingdoms fought each other as well as during the frontier wars where they battled against colonialists. Whilst these military units were used by the Monarchs to look after their monarchy's political and socio-economic interests, they were also used to secure people's land system of ownership. This is chiefly the reason why Black leaders were involved in various wars during colonialism in defence of their land, ethos, beliefs and traditional leadership institution. The traditional leadership institution, its nature, roles and justice system came to an end when South Africa was annexed. Thus, the following heading explores the colonial system of government in South Africa.

1.2.2 Colonial system of government in South Africa

Colonial government was a government imposed on the indigenous people in which control of economic resources took precedence over the transfer of skills and knowledge. It was a system which was accompanied by many forms of slavery, oppression and dispossession of land through the enactment of various laws to impose the colonial governance structure onto the indigenous people (Khunou (2011). This began with the arrival of Jan Van Riebeeck in South Africa on 1652, 6 April. South Africa was inhabited by Hottentots, AmaXhosa, Amazulu, Basotho, Batswana, Vhavenda and Bapedi in the Cape, Natal, Orange Free State, and

Transvaal respectively before colonialism (De Kock,1988). They were led by indigenous leaders who waged wars of resistance to defend their kingdoms. This is depicted by various frontier wars fought between the White colonials and Black African leaders across South Africa in all the colonies to protect their independence and sovereignty.

In the war of resistance in the Cape, as early as 1809 the Xhosas under the leadership of Makanda fought against the White settlers across the Fish river near what was to be known as Grahamstown (Van Zyl, 1988). The resistance by the Hlubi in around 1873 under the leadership of Langalibalele was the beginning of many of the wars battled in Natal between the British settlers and the Zulus in defence of their land and freedom. As the war of resistance by Basotho's Moshoeshoe was waging in the Orange Free State as early as 1858, Makhado of Vhavenda, Sekhukhune of Bapedi and Mzilikazi of Amandebele fought against White colonists in the Transvaal. Explaining King Makhado's leadership in waging resistance against colonists, Nemudzivhadi (1998:109) notes the following about Vhavenda warriors:

> "*…the Vhavenda reversed the tide of encroachment in 1867, when they defeated a commando led by Paul Kruger, and thus caused the Boers to abandon the entire Soutpansberg district. As a result of these setbacks, the Boers were haunted by the feeling that the 'savages' would exult over them, and ridicule their weakness, branding them as cowards.*"

The defeat of the Boers by King Makhado's Vhavenda warriors shows that Black leaders did not lie on their tummies and surrendered but used their prowess, diplomacy and intelligence to fight for freedom, recognition and equality for their nations (Nemudzivhadi, 1998). All these wars of resistance by Black people under their leaders reveal that they were not only brave but also fought relentlessly until they were eventually subjugated, and their land seized (Van Schoor, 1988). The wars of resistance show the character and

calibre through which Black leaders were determined to fight for their people's rights, freedom and justice as well as their nation's sovereignty.

In 1909, the colonies of the Cape, Transvaal, Orange Free State and Natal formed the Union of South Africa in terms of South Africa Act with effect from 31 May 1910 (Spies, 1988:380). This united the white colonies and divided and dispossessed the precolonial Black leaders of their kingdoms, land and livestock. The colonials put the so-called 'better savages' in the thrones of legitimate precolonial Black leaders. After the passing of the Natives Land Act in 1913, Black leaders protested and rejected its implementation. This culminated in the African National Congress sending a delegation to plead with the British government for its annulment but with no success (Liebenberg, 1988a:396). The promulgation of 'civilised labour' policy in 1924 created a colour bar in the workplace which reflected Black people as savages and undeveloped and precluded them from doing certain jobs in South Africa (Liebenberg, 1988b).

In 1927, the Union Parliament passed Native Administration Act to take away power from councils and courts of the traditional leaders. This Act empowered the Governor-General and later the State President to oversee the traditional leaders with the mandate to recognise, appoint and overthrow certain Black traditional and legitimate leaders. With the implementation of the Native Administration Act, the traditional leadership as an institution was severely undermined because several legitimate traditional leaders were ousted in favour of illegitimate ones who would have been supportive of the colonial leaders (Khunou, 2011). In 1937 the Native Trust and Land Act was passed to further dispossess Black people of their land. According to the Native Trust and Land Act, Black people were only permitted to own thirteen percent (13%) of the land in South Africa. In 1948, the apartheid system became the official policy of the state and promoted social, cultural, residential, economic and political segregation (Liebenberg, 1988d). In 1959 the Promotion of Bantu Self-Government Act

classified Black people into Venda, Tsonga, Xhosa, Swazi, Zulu, Tswana, South Sotho and North Sotho groupings (Liebenberg, 1988d). This led to further dispossession of land from Black people and their leaders strongly opposed the introduction of the Act.

The additional dispossession of their land through the Promotion of Bantu Self-Government Act of 1959 was the final indignity because without land Black people could no longer graze their livestock and produce food for themselves. Black people were in effect rendered useless as removing land was synonymous with extermination. The Black leaders with their people had to show the nature and role of their leadership by fighting for their rights against colonial injustice. They started to form themselves into several political formations that opposed colonialism in South Africa. Like Machiavelli, Black leaders through their political formations started to believe that the end would justify the means to fight against land dispossession. As alluded to, the wars of resistance waged by Black people in different colonies in South Africa showed that traditional leaders did not simply allow occupation to take place but resisted strongly until they were ultimately defeated. Land dispossession was, in fact, one of the main factors that gave rise to Black political resistance movements in South Africa.

1.2.2.1 Rise of Black political resistance movements during colonial period

Prior to the formation of the Union of South Africa in 1910, the political resistance movements had started to emerge with the aim being to fight for the rights of the Black people. In the 1890s John Tengo Jabavu formed a political movement, Imbumba, which was referred to as The Union (South African History Online, 2011). The Imbumba apparently did not have much impact on the issues of Black dispossession of land and colonialism in general. Notably the South African Native Races Congress (SANRC) was formed prior to the establishment of the Union of South Africa with John

Tengo Jabavu as its leader. SANRC was influential in the Black political movement before the formation of the South African Native National Congress (SANNC). The Union of South Africa united the four colonies of the Cape Colony, Transvaal, Orange Free State and Natal. Black South Africans were excluded from the franchise in the newly-formed Union of South Africa.

In 1912 SANNC which later became known as the African National Congress (ANC) in 1923 was formed to fight for the rights of Black people (Limb, 2002:57). SANRC supported the passing of the Natives Land Bill to the surprise of many Black people and this led to Solomon Plaatje calling John Tengo Jabavu a puppet (Liebenberg, 1988a). SANNC's first test was the tabling of the Natives Land Bill in the Union Parliament. SANNC further protested about the passing of the Natives Land Bill in May 1913. In protesting the Natives Land Act, SANNC in 1914 sent a delegation consisting of Langalibalele Dube, Sol Plaatje, Msane, Mapikela and Rubusana to the British government to specifically ask for their intervention for its annulment. The British government refused to intervene in what they considered to be a South African affair. The specific concerns about the Natives Land Act related to the provision which gave White farmers permission to expropriate Black land without compensation (South African History Online, 2011). Such land seizures have remained a point of contention for many years.

The colonial system of government affected not only Black South Africans. The Indians who had been brought to Natal from India from the 1860s to work in the emerging sugarcane industry also joined the struggle for liberation under the leadership of Mahatma Gandhi. In 1913, Indians led by Gandhi protested the passing of an Immigration Act. According to this Act, Indians were not allowed to leave Natal. Using Satyagraha (passive resistance), Gandhi demanded the cancellation of various laws which discriminated against Indians in South Africa. Firstly, Gandhi demanded the

repeal of the Natal Law which imposed a three-shilling tax on Indians. Gandhi further wanted the repeal of the law which banned Indians from entering the Orange Free State province. Gandhi also complained about the law which did not recognise marriages between Indians in accordance with their customs (Liebenberg, 1988a). A further request which Gandhi made was on the change of the land, liquor and immigration laws which discriminated against Indians. Gandhi on behalf of the Indians born in the Cape Colony requested that they be allowed to return to Natal. In protest against all these laws Gandhi led a march of about two thousand Indians from Natal to the Transvaal border in defiance of the order prohibiting them from entering other provinces (Liebenberg, 1988a). The struggle by the Indians under the leadership of Gandhi showed that colonialism not only affected Black people but also other races.

Another Black political movement, the African Democratic Party led by Hyman Basner, arose in Alexandra during the colonial era in August 1943 (Liebenberg, 1988c). The Non-European Unity Movement was formed and consisted of the All African Convention and Anti-Coloured Affairs Department led by Jabavu and Gool respectively. These political parties did not make much progress because the African National Congress remained a leading political movement in the struggle for Black people's freedom. In 1944 the African National Congress Youth League was founded on the principle of nationalism with Anton Lembede, supported by Walter Sisulu, Oliver Tambo and Nelson Mandela, and was at the forefront of advocating for militancy in the mother body (Liebenberg, 1988d).

Opposition through traditional leaders like Buyelakhaya Dhalinyebo of the AbaThembu in the Cape, Makhado of the Vhavenda in the Transvaal and others in various colonies in South Africa similarly sought to put pressure on the apartheid regime to change its ways of oppressing and grabbing land from the Black Africans. The African National Congress, in protest against the validation of apartheid policy in 1948, adopted a Programme of Action

with the commitment to openly resist the oppressive laws in South Africa. Supported by its alliance partners, namely the South African Communist Party (SACP), All African Convention, Indian Congress and Coloured African People's Organisation, the African National Congress in March 1950 organised a Freedom of Speech Convention to declare 1 May 1950 as Freedom Day for all Black people in South Africa. Among other resistance calls by the African National Congress together with its allies was a proclamation that 26 June 1950 should be observed as a National Day of Protest and Mourning and stayaway from work. In retaliation against resistance calls by the African National Congress and its alliance partners, the apartheid government on 26 June 1950 passed the Suppression of Communism Act (Liebenberg, 1988d). This Act forbade all communists from joining any political party in South Africa. The African National Congress with the South African Indian Congress, Congress of Democrats and Coloured People's Organisation held a Congress of the People on 26 June 1955 at Kliptown in Johannesburg and resolved:

> "*We, the people of South Africa, declare to all our country and the world to know: that South Africa belongs to all who live in it, Black and White, and that no Government can justly claim authority unless it is based on the will of all the people; that our people have been robbed of their birthright to land, liberty and peace by a form of government founded on injustice and inequality; that our country will never be prosperous or free until all our people live in brotherhood, enjoying equal rights and opportunities; that only a democratic State based on the will of all the people can secure to all their birthright without distinction of colour, race, sex or belief*" (Liebenberg, 1988d:497).

To increase pressure and show its condemnation of the oppressive laws and policies of the apartheid regime, the African National Congress Women's League (ANCWL), on 9 August 1956, demonstrated unprecedented power by recruiting approximately one million women and

marched to the Union Buildings in Pretoria. In response to both the Congress of the People declaration and the women's protest, the apartheid government arrested at least one hundred and fifty-six prominent persons, including Nelson Mandela, on charges of treason, but released them on bail on condition they did not attend political meetings. Eventually the treason charge against the remaining sixty-one persons was withdrawn by Justice Rumpff after almost five years (Liebenberg, 1988d:497). In April 1959 the Pan-Africanist Congress was formed as a splinter group from the African National Congress with Robert Sobukwe as its leader. The Pan Africanist Congress grew quickly in areas such as "Orlando, Sharpeville, other areas near Vereeniging and in the Western Cape" (Liebenberg, 1988d:499). The Pan Africanist Congress (PAC) in retaliation against the pass laws organised a campaign march for 21 March 1961 which, in some areas was peaceful and in others violent, and resulted in a massacre in Sharpeville where sixty-nine people were left dead as well as in Langa in the Cape Province where only two were killed. The apartheid government reacted with force and banned the African National Congress and Pan Africanist Congress by adopting the Unlawful Organisations Act in 1960.

On 1 April 1960 the African National Congress announced through Moses Kotane and its African National Congress Voice: An Occasional Bulletin, that "We shall continue to work Underground until the unjust and immoral ban suppressing the ANC has been repealed" (Suttner, 2003:140). The Umkhonto we Sizwe (Spear of the Nation) movement was formed by the African National Congress with its headquarters at Rivonia in Johannesburg (Liebenberg, 1988e:528). The Pan Africanist Congress also formed its military wing which became known as Poqo for 'pure' (Liebenberg, 1988e). Poqo was later known as the Azanian People's Liberation Army (APLA).

In October 1963 several members of the African National Congress and the South African Communist Party were arrested and charged with treason. Leaders of the African National Congress and the South African Communist

Party were sentenced to life imprisonment on Robben Island near Cape Town in July 1964 (Liebenberg, 1988e). Nelson Mandela was among the many activists sentenced to life imprisonment. Robert Sobukwe, the leader of the Pan Africanist Congress was detained on Robben Island until May 1969 under the Sobukwe clause in the General Law Amendment Act of 1963 (Liebenberg, 1988e:531). Robert Sobukwe died in March 1978 (Liebenberg, 1988e). The African Resistance Movement on 24 July 1964 under the leadership of John Harris bombed a Johannesburg train station courtyard, killing an elderly woman and injuring a number of people. Similar resistance against the apartheid government continued underground because of the banning of several Black political movements.

To contribute to the struggle for liberation in South Africa and to make Black students aware of politics at various universities, the South African Students' Organisation (SASO) was formed in 1969 at the University College of the North near the present-day Polokwane. Students from different universities across South Africa, namely, Ranwedzi Harry Nengwekhulu, Steve Biko and Barney Pityana, were among those at the forefront of the establishment of SASO to resist apartheid through political action (Lodge, 1983). In its approach to political activity, SASO subscribed to the philosophy of Black consciousness in which Black people and students in South Africa were encouraged to be proud of their race and their inherent dignity. The leaders of SASO formed the Black Consciousness Movement (BCM) in the 1970s in which Black people in general were encouraged to liberate themselves from colonialism, racism and slavery by way of engraining, restoring and practising their consciousness. The BCM leaders were politically and intellectually astute on matters of organising supporters across the entire South Africa and the Southern African region (Lodge, 1983). Explaining its philosophy, Pityana (1972:181) describes Black consciousness as being:

> "…*determined to build a new culture and value orientation which, though influenced by other forces, will articulate the priorities and needs of the Black people and act in terms of these needs*."

The leaders of SASO, apart from being harassed, tortured and arrested by the South African police, remained resolute to fight for Black people's rights. They were expelled from their universities and exiled to neighbouring countries, a period of suppression which culminated in the death of Steve Biko on 12 September 1977 in a prison cell in South Africa. As Black consciousness expanded, the apartheid government banned SASO on October 19, 1977 and its leaders were barred from any political activism across the universities and in South Africa (Lodge, 1983).

Between 1975 and 1980 the four homelands of Transkei, Bophuthatswana, Venda and Ciskei became 'independent republics' which were nonetheless required to take instructions from the apartheid government. Lebowa, Gazankulu, Qwaqwa, Kwa-Zulu and KwaNdebele remained partially self-governing in a form of 'phony independence' since they received directives and their annual budget from the apartheid government (Liebenberg, 1988e). In some cases the apartheid government had bypasssed legitimate Black hereditary leaders in some of these self-governing states and placed their preferred allies in leadership in an attempt to weaken and divide the Black people with aim of entrenching their control and further seizing land (Liebenberg, 1988e). The struggle for freedom was characterised by national boycotts and calls for the release of Nelson Mandela and all other South African political prisoners' campaigns were launched. The apartheid regime was not left unchallenged and in 1976, on 16 June, an uprising started by Soweto students ensued against the use of Afrikaans as a medium of instruction for certain school subjects. This was one of the many campaigns directed at the oppressive regime and its leaders to indicate to them that Black South Africans remained determined to challenge apartheid laws. The 12-year-old Hector Peterson became the first martyr of the Soweto uprising and ignited further fierce rioting against the regime. The Soweto uprising became popularly known as 'Black Power' because of its 'black power' salute and spread throughout the country (Liebenberg,

1988e), contributing to a growing awareness amongst the youth in particular about the South African political situation.

On 20 August 1983 the United Democratic Front (UDF) was formally launched in Mitchells Plain in Cape Town. This was done to bring community groups, student organisations, trade unions and women's groups together to wage a shared struggle against the South African government. The UDF was not only formed to fight for non-racialism but also to show that South Africans were united in their rejection of the apartheid regime which could not address their plight and further entrenched poverty through land deprivation. In response to growing demands for freedom, the Tricameral Parliament was installed with the President having more powers to entrench oppressive laws. In November 1985 the Congress of South African Trade Unions (COSATU) was formed to mobilise Black workers against oppressive laws. COSATU and the National Council of Trade Unions (NACTU) organised an extensive stayaway in South Africa from 6 to 8 June 1988 to protest the state of emergency and oppressive laws in general including the banning of anti-apartheid groups from political activity (South African History Online, 2011). On 16 June 1988 at least one million Black workers stayed away from workplaces to celebrate the twelfth anniversary of the Soweto students uprising in 1976 (South African History Online, 2011). Sanctions against South Africa by the international community continued and it became clear that the apartheid government could no longer withstand both the political and economic pressures.

Due to ongoing political resistance, on 5 July 1989 Prime Minister P.W. Botha met with Nelson Mandela to plan a way forward for the country. Nelson Mandela issued a statement in which the ANC committed itself to dialogue with the government in a bid to defuse tensions in the country and to appease both the opponents and supporters of apartheid (South African History Online, 2011). This ushered in a new era in the history of the ANC's struggle for freedom. To find a common ground on the political future of the

country, Nelson Mandela and F.W. De Klerk met on 13 December 1989. On 5 February 1990 De Klerk announced in the Tri-Cameral Parliament the release of Nelson Mandela and the unbanning of the ANC, PAC, SACP and other Black political movements in South Africa. Nelson Mandela was released on 11 February 1990 from Victor Verster Prison (South African History Online, 2012). A process to start negotiations between the government and several Black political movements was thereafter set in motion. Some people who opposed full democracy in South Africa colluded with leaders from Transkei, Bophuthatswana, Venda and Ciskei (TBVC states) to oppose the negotiations being undertaken by the Convention for a Democratic South Africa (CODESA). The leaders of the TBVC states were the beneficiaries of apartheid and it was not surprising that they would conspire with white extremists to derail the negotiation process.

On 1 April 1993 a multi-party negotiation process was resumed but almost derailed again with the death of the SACP Secretary General, Chris Hani. Once again, the leadership of Nelson Mandela and other political activists came into play and negotiations proceeded although tensions between the various parties continued. The negotiating parties at CODESA agreed on 1 June 1993 to set a date for the general national elections and it was agreed that on 27 April 1994 South Africans would go to the polls to elect a new democratic government that would represent all citizens (South African History Online, 2012). To lay a foundation for peaceful and credible elections in South Africa, an interim constitution was agreed upon by the negotiating team at CODESA in August 1993 as a first step towards building a non-racial country. The first democratic national elections took place between 26 and 29 April 1994, a watershed moment in South Africa where millions of Black people voted for the first time in their lives to usher in a new fully democratic government.

1.2.3 Postcolonial system of government in South Africa

The African National Congress won the first democratic general elections and a government of national unity was formed with Nelson Mandela as the first President of a democratic South Africa. Mandela formed a cabinet after being inaugurated on 10 May 1994. South Africa was formally accepted among the nations of the world. When President Mandela resigned as the leader of the ANC in December 1997, Thabo Mbeki succeeded him and became President of South Africa in 1999 after the general elections. On 12 September 2008 President Thabo Mbeki resigned and Kgalema Motlanthe became Interim President (South African History Online, 2014). In 2009 Jacob Zuma became the President of South Africa until stepping down in February 2018. Matamela Cyril Ramaphosa succeeded Jacob Zuma as both the President of the ANC and of South Africa. After the general elections of 8 May 2019, the ANC's mandate to govern in South Africa was affirmed by the Independent Electoral Commission. Ramaphosa was officially elected and inaugurated as President of South Africa by the Parliament and subsequently formed a new government. At the time of writing this thesis Ramaphosa was still President of South Africa.

The constitution and statutes form the foundation of South Africa's postcolonial government. The Constitution (1996) defines the place and role of South Africa in the new dispensation. It also outlines the place and role of the three spheres of government. It sketches the role of elected and bureaucratic leadership, state institutions and traditional leadership. It also outlines intergovernmental relations in a postcolonial system of government.

1.2.3.1 The place and role of South Africa in the new dispensation

The place and role of South Africa in the new dispensation is guaranteed in the Constitution (1996). In its founding principles, the constitution pledges the sovereignty and democracy of South Africa in which all people are accountable to its values. The constitution provides equal citizenship to all citizens whilst protecting the national anthem, languages and national flag.

It contains the Bill of Rights which affirms the rights; language and culture; privacy; freedom of religion, belief, opinion, expression, association, assembly, demonstration, picket, petition; political rights; citizenship; labour relations; human dignity and equality; as well as rights to life, education, housing, health care, justice and a multitude of other rights due to citizens (Constitution, 1996). The constitution provides for the establishment of structures such as cooperative governance, parliament, presidency and national executive, provinces, local government, courts and administration of justice, state institutions supporting constitutional democracy, public administration, security services, and traditional leadership but also offers provisions on how finance and international legal matters ought to be exercised in South Africa (Constitution, 1996).

By protecting every citizen, the constitution gives all the people in the country equality and freedom. The constitution maintains that there is no place for social, residential, cultural, economic and political segregation and policies based on apartheid no longer apply in a new dispensation in South Africa. The three arms of state, that is, the judiciary, legislature and executive are empowered to uphold the constitution. The South African Police Service (SAPS), South African National Defence Force (SANDF) and other security agencies put into effect constitutional democracy by bringing peace and justice. Being mandated to enforce the constitution in upholding peace, law and order in the country, SAPS and SANDF and other security agencies are often called coercive institutions.

1.2.3.2 The nature and role of leadership within the three spheres of government

The government consists of national, provincial and local spheres in South Africa. The national government is headed by the president of the country. The president, in terms of the constitution, is authorised to appoint the deputy president, the ministers and deputy ministers as well as heads of other state institutions. The role of the deputy president is to stand in for the

president in any function that the president deems it fit. The ministers are the political heads of the different departments. The deputy ministers' roles are to deputise ministers in any function they are delegated.

The provincial government, of one of nine provinces, is led by the premier of the provinces. The premier employs members of the executive committee (MECs) to run various provincial departments. Local government is divided into different municipalities which are either local, district or metropolitan in nature. The municipalities are steered by either the mayor or executive mayor depending on the type of municipal executive system used in that specific municipality. It is only the executive mayor that appoints the members of the mayoral committee (MMCs). The mayor is assisted by the executive committee that is represented by the different political parties in accordance with the proportion of their seat allocation in the municipal council.

The roles and functions of the political heads in the three spheres of government are set and determined by the constitution. Elected leaders are required to exercise the power and authority in a way that they support the constitution of the country and uphold the rule of law. The roles of the political heads in all the spheres of government include, among others, to ensure that each administration delivers services to the people of the country through policymaking. This also applies to all the bureaucratic leaders in various departments in national, provincial and local government. All national, provincial and local government employees are regulated by the constitution and different legislation. Bureaucratic leaders in the different spheres of government are also required to comply with constitutional and legislative requirements.

At the helm of the national departments, the chief accounting officer is the Director-General (DG), deputised by the Deputy Director-General (DDG) and followed by other functionaries. In the provinces, each department is

headed by the Head of Department (HOD), shadowed by other high-ranking officials. In the local government, the municipal manager is the accounting officer. Certain municipalities, although not all of them, have different departments and municipal entities that are responsible for service provision to the residents. Municipal entities have boards of directors and administrative leaders who oversee how these entities are run. In short, whether a leader is a political head or bureaucrat in all the spheres of government they are accountable to the constitution and the rule of law in their service to the people of South Africa.

1.2.3.3 The organs of state

There are various organs of state. In explaining what an organ of state means, the Constitution (1996 [Section 165]) defines it as:

> *"Any department of state or administration in the national, provincial or local sphere of government; or any other functionary or institution, exercising a power or performing a function in terms of the constitution or a provincial constitution or exercising a public power or performing a public function in terms of any legislation, but does not include a court or a judicial officer."*

However, the focus of a discussion falls only on the legislative (parliament), executive and judicial organs of state across the national, provincial and local spheres of government. State refers to a country and its government led by a leader. A leader can be elected democratically, a dictator, or an heir to a throne by birth. South Africa is a constitutional democratic state in which the rights of all the people are guaranteed and protected by the constitution.

Parliament and provincial legislatures have authority to legislate the laws and policies for the national and provincial governments respectively. The National Assembly (NA) and National Council of Provinces (NCOP) are the two components of the parliament of South Africa (Constitution, 1996 [section 74]). The NA affirms democracy by ensuring that a government

serves the people. The NCOP represents the interests of the people in the provinces by taking part in the affairs of the national government. Whilst the NA can amend the constitution, pass legislation or assign its legislative power to any legislative body in another sphere of government, with the exception of the amendment of the constitution, the NCOP can participate in the amendment of the constitution, consider any law passed by the NA, and pass any law in terms of sections 74 and 76 of the constitution (Constitution, 1996).

In the provinces and municipalities, the legislative bodies are legislatures and councils respectively. The members of the public are elected onto the legislatures and councils through the general elections which take place within varying time periods. South Africa uses a proportional representation electoral system for both NA and provincial legislatures in which there is 'one-man-one-vote'. With regard to the municipal election, voters can vote for either independent candidates or those representing political parties in ward contests not in proportional representation. This means that voters cast two ballots, one for proportional representation and one for a ward councillor. Members of the public who are 18 years old and above can exercise their right by voting for a party or any person of their choice. The legislatures and councils are required to abide by the laws of the parliament and the constitution of South Africa. The term of office of the members of the legislatures and councils, like the term of office of the members of the parliament, end when the Independent Electoral Commission declares the results of the elections.

The executive authority of South Africa is vested in the president together with the cabinet. The president, ministers and deputy ministers account to the parliament (Constitution, 1996 [section 74]). The main responsibility of the president is to uphold, respect and defend the constitution and unite the country (Constitution, 1996). The role of the executive authority is not only limited to implementing legislation but also to develop and implement

national policy. Beside preparing and initiating legislation, the executive coordinates the functions of government departments and administrations. The president is the head of the executive with the power to assign functions to the deputy president and ministers (Constitution, 1996).

Whilst the judiciary is independent, it is only accountable to the public and laws of the country by means of applying the law objectively without prejudice, fear or favour. The courts in the country are custodians of judicial authority. The judicial system consists of the courts established by the Act of parliament, magistrates' courts, high courts, supreme court of appeal and the constitutional court. The constitutional court comprises the Chief Justice, Deputy Chief Justice and nine other judges. The Supreme Court of Appeal (SCA) consists of the President, Deputy President and several other judges of appeal (Constitution, 1996). The SCA is mandated to hear appeals and any other matter related to appeal. The high courts are mandated to hear any constitutional matter in which the constitutional court is not involved. Being lower than the high courts in status, the magistrates' courts can hear any matter with the exception of a constitutional issue. The role of the judiciary is to enforce the law impartially.

1.2.3.4 State institutions which protect constitutional democracy

The constitution created state institutions to uphold and implement constitutional democracy in South Africa. These state institutions are commonly known as 'chapter nine institutions' and include, *inter alia*, the Public Protector (PP), Auditor-General (AG), South African Human Rights Commission (SAHRC), Commission for the Promotion and Protection of the Rights of Cultural, Religious and Linguistic Communities (CRCL), Commission for Gender Equality, Electoral Commission (IEC), and the Independent Communications Authority of South Africa (ICASA) (Constitution, 1996 [Section 190]). These institutions are expected to conduct their work independently, without fear or favour, and impartially as they are accountable to the public.

Functions of the Public Protector include investigating any sphere of government or an employee suspected of improper behaviour and proposing remedial actions. It should be accessible to every community and member of the public. Though its decisions can be reviewed by the courts, it cannot investigate the court decisions. The position of Public Protector carries a non-renewable term of seven years in the office (Constitution, 1996 [section 190]).

The SAHRC has the role of assessing and monitoring adherence to human rights, promoting a human rights culture, and protecting, developing and strengthening human rights in South Africa. It is endowed with the power to investigate and report on human rights compliance; taking steps to secure suitable compensation where human rights have been violated; conducting research; and educating the public on issues of human rights in the country (Constitution, 1996 [section 190]).

The CRCL is tasked with the promotion of religious, cultural and linguistic issues. By promoting equality, non-discrimination and free assembly, the CRCL can contribute to peace, tolerance, humanity, friendship and national unity among the communities that practice different religious, cultural and linguistic beliefs (Constitution, 1996 [section 190]).

The Commission for Gender Equality is mandated to investigate, monitor, educate, advise, report, lobby and conduct research on matters of gender. Its focus is to ensure that people respect the freedom of gender choices without fear of abuse by those who disagree with them as this is guaranteed in the bill of rights (Constitution, 1996 [section 190]).

The IEC is mandated to manage national, provincial and municipal elections. It ought to guarantee the fairness and freedom of the elections in which people exercise their voting rights without fear. It is supposed to

declare the results of the elections within a short space of time as considered reasonable to the citizens (Constitution, 1996 [section 190]).

The mandate of ICASA is not limited to guaranteeing impartiality and a range of views broadly representing South African society but also to regulate broadcasting in general for the public interest. Removal of the functionaries of chapter nine institutions ought to be based on their misconduct, incapacity or incompetence through the NA's relevant committee. Whilst the removal of the PP and AG requires two-thirds majority votes, the removal of any official of other commissions requires a simple majority of the members in the NA (Constitution, 1996 [section 190]).

1.2.3.5 Intergovernmental relations in South Africa

The role of intergovernmental relations (IGR) is to strengthen the relations between the three spheres of government and to ensure that each sphere's functions run smoothly and one's exercise of power and authority does not hinder the other's performance. IGR makes certain that there is peace and harmony between spheres of government. This section is a topic of further discussion in chapter three, section 3.8.

1.2.3.6 The status and role of traditional leadership in the new dispensation

The institution of traditional leadership is affirmed and protected by the constitution. The leadership positions of the kings or queens, principal traditional leaders, senior traditional leaders and headmen or headwomen are recognised. The traditional leadership councils, namely kingship (queenship) council and principal traditional council are established to carry out functions and powers of a traditional leadership institution.

As its existence is recognised in chapter twelve of the constitution, the traditional leadership institution is empowered and authorised to play a role in the development of communities working with municipalities within their

jurisdictions in the country. Based on customary law, section 111 of the constitution guarantees the role and status of the traditional leadership institution. Different from the precolonial and colonial eras, by its guarantee in the constitution, the traditional leadership institution is also the creature of the constitution and statutes. This means that the traditional leaders, regardless of rank, are also bound and accountable to the laws of the country. They can only govern in conjunction with the local sphere of government as stipulated by the law. Apart from being accommodated in the house of the traditional leaders, the status and role of the traditional leadership is regulated by the constitution and other laws of the country.

Traditional leadership institutions are made to comply with the laws of the country. The kings or queens, principal and senior traditional leaders as well as headmen or headwomen are expected to exercise their power and authority within the confines of the laws of the country. Like other citizens in the country, traditional leaders are also equal before the eyes of the law, not above it. This means that they are also accountable to the communities who live within their jurisdiction. Through the house of traditional leaders, provincial and local councils, the traditional leadership institution in South Africa is integrated and geared towards collective governance with the state within its jurisdiction. With the existence of these councils and its dynasty at national sphere, the traditional leadership institution's work is expected to be cohesive with municipalities within their sphere of influence.

1.3 PROBLEM STATEMENT

Apart from several successes recorded, devastating problems continued to challenge local government in South Africa (Thornhill, 2006, Nengwekhulu, 2009). Constitutional democratic developmental states like South Africa are expected to provide public services of acceptable scale and quality. Citizens in South Africa have the right to participate in elections and can choose to remove or retain leaders depending on whether they provide them with public goods and services or otherwise. However, people often engage in

violent public protests to attract the attention of the political and bureaucratic leaders before they are provided with services. This is a challenge that continues to confront the City of Johannesburg metropolitan municipality's residents because of, among other things, corruption and the fact that leaders only respond after violent public protests – of which Alexandra township's shutdown in April 2019 is a recent case in point (Pijoos, 2019).

Councillor Mashaba, former executive mayor of the City of Johannesburg metropolitan municipality, conceded the existence of rampant fraud and corruption which impedes service delivery (Lombard, 2017, 2018). Informal settlements are at the margin of the developed urban areas yet experience a severe lack of basic service delivery. The City of Johannesburg metropolitan municipality experienced service delivery challenges that led to public anger and violent protests. Missing, misinformed, misguided and Machiavellian types of leadership contributed to the inadequate provision of public services (Smith & Rayment, 2011). The shifting of responsibilities from the communities by the leadership, not involving them in decision-making processes, and demanding their unquestioning obedience, resulted in mis-leadership (Harms, Wood, Landay, Lester & Lester, 2018; Smith & Rayment, 2011). These and many other problems of service delivery warranted an analysis of the nature and role of leadership at the City of Johannesburg metropolitan municipality. Both elected and bureaucratic leaders are responsible for delivery of public goods and services at the City of Johannesburg metropolitan municipality (CoJ). These leaders were interviewed on how they exercised their roles, power and authority in delivering services to the residents and how they could potentially deal with problems. After having assessed the nature and role of leadership in service delivery in the CoJ, this study will suggest a leadership performance strategy as well as strategic solutions to the problems that are identified.

1.4 RATIONALE OF THE STUDY

Corruption, public protests and shutdowns as well as failure to provide basic services to the residents of underprivileged communities at CoJ are the main examples which instigated this study. It is common cause that elected and bureaucratic leaders preside over significant budgets which are intended to enable service delivery in the municipalities. Municipal leaders account to the residents for what they do with the budget. In some informal settlements people live in squalid and often dangerous conditions without access to electricity and running water or proper sewerage facilities. Issues of fraud, corruption, bad governance, high levels of crime, demotivation of employees, passive leadership and lack of research evidence on the analysis of the nature and role of leadership in service delivery at CoJ and local government in general are some of the reasons for undertaking this research project.

1.5 RESEARCH HYPOTHESES

Hypotheses, in an empirical study, apart from enhancing and focusing the effort and predictions, are used to guide, develop and provide unambiguous direction to assist in formulating possible research outcomes. Thus, the research hypotheses addressed in this thesis are outlined below:

- Firstly, municipal leadership lacks understanding of its natural and quality role to accelerate service delivery.
- Secondly, the leadership lacks qualities of good governance and good leadership to improve delivery of services.
- Thirdly, there is lack of institutional capacity and human resources to support and improve service delivery.
- Fourth, the municipal leadership lacks determination to enforce legislative and regulatory imperatives to improve delivery of services.
- Lastly, problems such as the scourge of corruption, lack of political will, deployment of unskilled public leaders, poor leadership

attributes, squalid living conditions of the residents and proliferations of public protests impede the performance of the leadership at the City of Johannesburg metropolitan municipality.

1.6 RESEARCH QUESTIONS

The questions that the research intended to address were the following:

- What is the nature and role of leadership in service delivery at the City of Johannesburg metropolitan municipality?
- What impact do qualities of good governance and good leadership have on the improvement of service delivery?
- What is the applicable institutional capacity and human resources that the leadership uses to improve service delivery?
- How does the enforcement of legislative and regulatory imperatives assist leadership to improve delivery of services?
- What are the problems that impede the performance of the leadership at the City of Johannesburg metropolitan municipality and how they can be resolved?

1.7 STUDY OBJECTIVES

The main research objectives are the following:

- Analysis of the nature and quality role that leadership at the City of Johannesburg metropolitan municipality was expected to play in service delivery.
- Assessment of the impact that qualities of good governance and good leadership have on the improvement of service delivery.
- Evaluation of the applicable institutional capacity and human resources that the municipal leadership intended to employ to improve service delivery.
- Analysis of the legislative and regulatory imperatives which the municipal leadership was expected to enforce to improve delivery of

services.

- Assessment of the problems that impede the performance of the leadership in the municipalities and how they can be resolved.
- The development of guidelines on determining the nature and quality role of leadership in the provision of services within municipalities.
- Provision of information to the public in South Africa about the importance of the nature and quality role of leadership in service delivery.
- Production of a research document which will serve as an intellectual, academic and empirical source of information on the nature and quality role of leadership in addressing service delivery problems by providing leadership performance strategy and strategic solutions.

1.8 SIGNIFICANCE OF THE STUDY

The significance of this study lies in its study and analysis of local government leadership, focusing on its role, power and authority in ensuring that services reach the residents of different municipalities. Several studies assessed poor public service delivery in terms of looking at issues of governance, accountability, communication, fraud, public corruption, local democracy, skills and institutional and management capacity, public leadership and financial mismanagement (Getha-Taylor, Holmes, Jacobson, Morse & Sowa, 2011; Paradza, Mokoena & Richards, 2010; Booysen, 2011; Koma, 2010; Andrews & Boyne, 2010; Kouzes & Posner, 2002). In addition, although studies were undertaken internationally and nationally on technical capacity, restructuring, transformation, citizen empowerment, community development, digital divide, planning, financial management and budgeting, and leadership in municipalities, there is limited research into the nature and role of leadership in service delivery (Schmidt, 2010; Davids & Cloete, 2012; Du Plessis, 2012; Kakaza & Ntonzima, 2012; Majam, 2012; Masango & Mfene, 2012;

Reddy, Nzimakwe & Ramlucken, 2012). The present study therefore seeks to contribute knowledge through analysing the nature and role of leadership in service delivery in pursuit of strategic solutions. In addition, the study intends to examine what elected leaders and bureaucrats do when confronted with service delivery challenges which ultimately lead to civil protests at CoJ.

To understand the nature and role of leadership in the municipalities, this thesis investigated the challenges that included, *inter alia,* proliferation of public protests, corruption and lack of service delivery using CoJ as a case study. The study investigated the ineffectiveness and inefficiency of the municipal leaders within the confines of service delivery. It also studied why residents at CoJ did not receive their rightful services and public goods. The study also investigated sluggishness, lack of planning, corruption, fraud, wasted resources, mismanagement of funds, lack of political will, inadequate skills levels and other challenges on the part of the leadership.

Apart from the challenges mentioned above, the added importance of conducting this study resides in its generation of information which may be useful to municipalities and local government in general to develop leadership performance strategy on the nature and role of leadership in service delivery. The study will develop guidelines on determining the nature and quality role of leadership in the provision of services within municipalities. Overall the study provides an intellectual, academic and empirical source of information on the nature and quality role of leadership in service delivery problems. As a result, it contributes to and improves the knowledge base on the nature and role of leadership by providing meaningful debate on the subject upon which other scholars can engage in further research and development.

1.9 LIMITATIONS OF THE STUDY

This study applied the qualitative method which has its limitations such as lack of generalisation to the broader population. Subjective responses were received from the participants which further reduces the chance of generalising the outcome to the general public (Neuman, 2011). Though extensive information was obtained, the fact that a tool for data collection was interviews meant that few participants were sampled and interviewed which increases the study's limitations. Access to official municipal documents was not easy to obtain except for business plans published online. Another limitation was obtaining statistics of the projects budgeted for but not completed. The participants and newspaper reports provided valuable information. The results of the study are generalised only to the participants sampled and interviewed.

1.10 ETHICAL CONSIDERATIONS

Ethical consideration is a requirement for conducting scientific research in every field of study. Consideration of ethics means that a researcher should be aware of what is right and wrong in the process of accomplishing scientific research and avoiding that which undermines morality. While pursuing the search for scientific knowledge, the rights of the participants ought to be respected. Permission to conduct research was requested via writing a letter to the City Manager and was subsequently granted. Collection of data from the participants was done in accordance with CoJ's policies and rules. The moral code before, during and after conducting research was observed to guard against unethical conduct (Neuman, 2011:130). Personal biases were avoided when reaching conclusions in the study so that the results remain objective. For further explanation on this matter of 'ethical considerations', refer to chapter two (2), section 2.8.

The participants were assured of anonymity, confidentiality and privacy and

honouring the principle of anonymity means that the participants were not identified or remained anonymous during the writing of the thesis. Commenting about the meaning of the principle of confidentiality, Neuman (2011:139) notes that:

> "*Information may have names attached to it, but the researcher holds it in confidence or keeps it secret from the public.*"

Participants were not linked to their responses to ensure that their privacy was protected. The information was not presented in a way that linked participants to the responses they provided and was presented anonymously. Participants were not probed on their beliefs, backgrounds and conduct or other private information in order to further protect participants' privacy. The information obtained from the participants was sealed from public disclosure. Upon request, participants would be allowed access to the research report. This research was conducted with the purpose of obtaining the qualification of Doctor of Philosophy in the Department of Public Administration and Management at the University of South Africa (Unisa). The report will remain the property of Unisa and CoJ.

1.11 CLARIFICATION OF CONCEPTS

The following concepts were defined and explained as they were the most important aspects of this thesis. Other concepts such as accountability, governance, good governance, ethics, social contract and corruption were extrapolated and contextualised elsewhere throughout this thesis.

Leadership denotes giving direction and guidance to the team and controlling resources of the organisation in a responsible way by involving and not usurping the role of the people in decision-making but recognising equality with them when power and authority is exercised.

Local government is one of the three spheres of government in South Africa which comprises category A, B and C types of municipalities. A

category A municipality has the combination of mayoral executive system, collective executive system, sub-council participatory system and ward participatory system powers. A category B municipality has combined powers of sub-council participatory system, ward participatory system, mayoral executive system, collective executive system and plenary executive system. A category C municipality enjoys a combination of mayoral executive system, collective executive system and plenary executive system powers only (Constitution, 1996).

Service delivery refers to the provision of tangible public goods and intangible services within the jurisdiction of a municipality or an organisation to satisfy the needs of the residents and to improve their socio-economic status (Nealer, 2014).

'**Dzekiso**' is a Tshivenda word which means a marriage of a woman related by blood to a king or traditional leader to give birth to an heir to a kingdom throne or a traditional leadership throne or a headman throne that should also conform with the tradition and custom of the society. However, according to the African tradition and custom, it does not matter whether a wife of 'dzekiso' is a senior or a junior. A 'dzekiso' wife can be a junior wife or a senior wife if the requirements of a tradition or custom were met.

'**Vhavenda**' is a Tshivenda word which means people who together make up the Venda nation.

Apartheid refers to a policy of racial segregation which was applied in South Africa. It comprised of colour bars or discrimination or segregation in terms of race. It was divided into social, residential, cultural, economic and political separation which was enforced with the aid of various legislations. To implement social segregation, the apartheid regime passed the Prohibition of Mixed Marriages Act in 1949 and Immorality Amendment Act in 1950 to combat miscegenation and extramarital sexual intercourse

between Black and White persons respectively. Residential apartheid enforced separate residential areas for the different races through the Group Areas Act in 1950, Natives Resettlement Act in 1954 and Natives Urban Areas Amendment Act in 1955. Cultural apartheid provided for separate education systems for different races by promulgating the Bantu Education Act in 1953 and the Extension of University Education Act in 1959. Economic apartheid was enforced through the Native Labour Act of 1953 and Industrial Conciliation Act of 1956 in which registered trade unions were forbidden to accept Black workers and prohibited to strike. Political apartheid was imposed through the Bantu Authorities Act of 1951 which created Black homelands and abolished Native Representative Councils representing Black people in parliament (Liebenberg, 1988d:481-487).

Cooperative government means government of the Republic of South Africa constituting national, provincial and local spheres which are distinctive, interdependent and interrelated (Constitution, 1996, [section 41]). This means that national, provincial and local governments are accommodated or housed within the cooperative governance space.

Constitution refers to the system of fundamental principles that are applied to the governance structures of a nation state or an organisation.

Democracy signifies a system of government of the people by the people and for the people.

Efficiency refers to the relationship between the resources used and the output achieved in an organisation.

Effectiveness involves an expectation of an organisation to achieve its goals.

Colonial rule refers to a group of people from a foreign country conquering and controlling and subjecting the natives to their ways of life and forms of governing.

Thovhele means Supreme King presiding over a traditional royal monarchy with his own territory over which he reigns through Mahosi.

Khosi khulu/Mahosi mahulu means paramount chief(s) with territories defined by natural borders, such as rivers and mountains.

Khosi/Mahosi means chief/chiefs presiding over shango/mashango (community/communities) which are defined by natural boundaries such as rivers and mountains.

Magota/Gota means headmen/headman operating under khosi/mahosi (chief/chiefs) presiding over defined entities called zwisi (districts) which form shango (community of people).

Shango/mashango means community(ies) presided over by chief(s) defined by natural boundaries such as rivers and mountains with different names.

Zwisi means local communities presided over by gota/magota (headman/headmen) under the leadership of khosi/mahosi (chief/chiefs).

1.12 CHAPTER SUMMARY

The chapter provided background and context of the study. Precolonial, colonial and postcolonial systems of government were explained to set the scene for an analysis of the nature and role of leadership within the local government spheres. The problem statement was explained and corroborated to establish credibility and justification for the necessity of the study to be undertaken. The objectives of the study were outlined to show

what it intends to accomplish. The hypotheses were presented to firmly support and validate the research questions which the study intended to answer. The explanation and corroboration of why the study was significant was explained. Ethical considerations were explained to show what is achievable and practically not feasible in this study. It was also necessary to highlight the limitations which the study could encounter and to clarify specific concepts used in the study as some are African in perspective.

CHAPTER TWO
RESEARCH DESIGN AND METHODOLOGY

2.1 INTRODUCTION

This chapter analyses and evaluates data collection methods followed by discussion of a critical realism paradigm. In the process, the assessment of a theoretical framework followed by a description of study population, informed by stratified sampling approach, is carried out. A plan for data collection, addressing issues of validity and reliability as well as data analysis and interpretation of the study are expounded upon.

2.2 DATA COLLECTION METHODS

The method for the collection of data in this thesis is chiefly qualitative though quantitative was employed only to collect demographic information of the participants. It was used to quantify the number of the participants and their demographic information which includes age, gender, educational level, ethnicity and residential area (see annexure 6, page 395).

2.2.1 Qualitative research method

For various reasons this thesis adopted a qualitative research method as the main technique for the collection of data. The qualitative research method is more appropriate and useful in the collection of the subjective information from the participants as is evident in this thesis. Explaining the effectiveness of the qualitative research method, Leedy and Ormrod (2005:133) observe that:

> "*We must dig deep to get a complete understanding of the phenomenon we are studying. In qualitative research, we do indeed dig deep. We collect numerous forms of data and examine them from*

various angles to construct a rich and meaningful picture of a complex, multifaceted situation."

Studying the nature and role of leadership is a complex task which requires the use of a qualitative research method to enable the researcher to examine different perspectives. Indeed, qualitative research method aided the researcher to obtain an in-depth sense of what participants think of the nature and role of leadership. Since it allows the researcher to collect data from within the participants' context, the information produced can directly represent how people feel about the nature and role of leadership in service delivery. Commenting on the suitability and objectivity of qualitative research method in relation to the collection of quality information, Neuman (2011:157) remarks that:

> "…*qualitative data are not imprecise or deficient; they are highly meaningful. Instead of trying to convert social life into variables or numbers, qualitative researchers borrow ideas from the people they study and place them within the context of a natural setting. They examine motifs, themes, distinctions, and ideas instead of variables, and they adopt the inductive approach of grounded theory. Qualitative data involve documenting real events, recording what people say (with words, gestures and tone), observing specific behaviours, studying written documents, or examining visual images. These are all concrete aspects of the world."*

By employing a qualitative research method, the researcher can get a closer feeling of the general functioning of the participants. As a source of value statements from the participants, qualitative method is useful to produce new ideas. Data collected in this way makes the information more current and relevant as it emanates from the people who understand the issues being investigated. Adding to the impact of applying techniques of qualitative research method, Babbie and Mouton (2010:309) note that:

"*One of the main strengths of qualitative research is the comprehensiveness of perspective it gives researchers. By going directly to the social phenomenon under study and observing it as completely as possible, they can develop a deeper and fuller understanding of it. Qualitative researchers may recognize several nuances of attitude and behaviour that might escape researchers using other methods. Qualitative research is especially appropriate to the study of those attitudes and behaviours best understood within their natural setting, as opposed to the somewhat artificial settings of experiments and surveys. Finally, flexibility is a major advantage of qualitative research. This design allows you to modify your research plan at any time and adapt your methodology, time-frame, and other aspects of the study to suit the object of study. This not only increases the validity of your findings but allows you to have more control and freedom in the research process.*"

Qualitative research method offers the researcher the ability to be flexible and change plans to suit the current situation during the collection of data. This is important because circumstances change without warning and as a result the researcher can accordingly adapt. Apart from giving the researcher freedom to plan the process of collecting data, qualitative research method can also make the findings more effective. In clarifying the issues of subjectivity on the part of the participants, Haralambos (1985:498) expressly states that:

"*Unlike matter, man has consciousness. He sees, interprets and experiences the world in terms of meanings; he actively constructs his own social reality. Meanings do not have an independent existence, a reality of their own which is somehow separate from social actors. They are not imposed by an external society which constrains members to act in certain ways. Instead they are constructed and reconstructed by actors in the course of social interaction.*"

In the process of collecting data and by using qualitative research method, there is an understanding that the participants are human beings who have their own ways of interpreting social reality. Indeed, the participants through the structured face-to-face interview offered their own comprehension of the events as they knew them. Whether the participants subjectively interacted with one another was not the issue; rather, the important matter was to record their perceptions of the overall questions on the nature and role of leadership in service delivery.

2.2.1.1 Structured face-to-face interview

As a data collection technique, a structured face-to-face interview provides personal contact and interaction between the participants and a researcher. This means that the participants and a researcher meet face-to-face and engage in a communication process. The researcher asks questions and in turn the participant responds to them. Face-to-face interview enables primary data to be collected. It allows collection of first-hand information from the participants. In clarifying the reliability of the information collected through the structured interview, Haralambos (1985:507) succinctly notes that:

> "*In a structured interview, the wording of the questions and the order in which they are asked remains the same in every case. The result is a fairly formal question-and-answer session. Data from structured interviews are generally regarded as more reliable. Since the order and wording of questions are the same for all respondents, it is more likely that they will be responding to the same stimuli. Thus, different answers to the same set of questions will indicate real differences between the respondents. Different answers will not therefore simply reflect differences in the way questions are phrased. Thus, the more structured or standardized an interview, the more easily its results can be tested by researchers investigating other groups.*"

The information collected through structured interview is more reliable, appropriate and verifiable compared to the data obtained by means of unstructured interview. The interviews are structured if they are conducted with the help of an interview schedule. The purpose of using the interview guide in a structured interview is to ensure that participants are asked the same questions with the possibility of posing supplementary questions. Asking the participants the same questions as set out in the interview guide helps to ensure consistency in the collection of data. It is also to make sure that there is no deviation from the set questions for all the participants to answer.

Though the use of structured interview is demanding on both the interviewer and the interviewees, it is however useful as it allows the participants through a researcher's certain line of questioning to reveal all that they know and understand about the phenomenon under investigation (Babbie & Mouton, 2010). Using reflective individual interview is one of the techniques of collecting data in the qualitative research method, and depending on the nature of questioning, the researcher might learn more about the way in which participants came to have certain perspectives on the nature and role of leadership in service delivery. It further opens up an opportunity for immediate supplementary questions that would not be asked if the researcher had adopted a questionnaire as a technique for data collection (Neuman, 2011). It gives the researcher the flexibility to probe the participants to produce responses that may be regarded as socially undesirable which initially they might have believed may be negatively judged (Neuman, 2011).

A structured face-to-face interview further offers the researcher an opportunity to clarify and simplify the questions which may seem difficult to participants. Through structured interview the participants are permitted to communicate their own views and freely express themselves. In general, structured face-to-face interview permits the researcher to build

rapport with the participants. It allows the researcher to understand and sympathise with the participants concerning their circumstances which may include working or living conditions. However, the questions asked during the structured face-to-face interview were non-directive and did not communicate personal favourable opinions by showing neither approval nor disapproval of the views of the participants. Recording equipment was used to record the views of the participants. Whilst the information collected through structured face-to-face interview was presented in chapter five, it was also analysed and interpreted in chapter six of this thesis.

2.2.1.2 Review of secondary data

Another technique for the collection of data in this study was review of secondary data which was done by accessing archives. Archives were used as the sources to derive useful secondary information. The documents that were relevant to the nature and role of leadership in service delivery in the municipalities were evaluated. Furthermore, documents from the CoJ were scrutinised to source information concerning its activities on leadership and service delivery. On the other hand, statutes were reviewed to understand how the local government is legislated, regulated, arranged and governed. Newspaper articles were read and analysed to obtain information in relation to the performance of leaders in the municipalities, proliferation of public protests and the occurrence of corruption.

Relevant journal articles on leadership and service delivery were sourced and reviewed to appreciate how other countries across the world solve their problems of service delivery in the local government. Academic books relevant to the nature and role of leadership, service delivery and local government were studied and assessed to be able to explain related concepts. As an unassuming technique for data collection, review of secondary data was done to scrutinise and understand the nature and role of leadership in service delivery and municipal related issues to

complement the primary data collected through the structured face-to-face interview.

2.2.1.3 A case study design

This research uses a case study design to conduct an in-depth exploration of the nature and role of leadership in service delivery at CoJ. Whilst Stake (1978: C-30) describes a case study design as an entity and unity which focuses on the case rather than population, Yin (2009:18) defines it as "an empirical inquiry that investigates a contemporary phenomenon in-depth and within its real-life context". This study focuses on the nature and role of leadership in service delivery – within its real-life context – of the CoJ. Both Yin (2009; 2012) and Stake (1978) acknowledge the importance of a case study design because it takes into consideration the context within which a case under investigation exists. An analysis of the nature and quality role of leadership in service delivery is a special case because public leadership facilitates effective and efficient delivery of services at CoJ. As explained above, data for this case study is sourced through face-to-face interviewing of participants and analysing relevant documents.

One of the advantages of case study design is that it gives "a voice to the powerless and voiceless" (Tellis, 1997:2). A case study design assists a researcher to describe and analyse patterns of actions of municipal leadership in expediting service delivery through "intensive exploration of a single case" (Fidel, 1984:274). In the study of '*The Status of Pre-College Science Education in the United States'*, Stake (1978) argues that a case study design was used to "gather appropriate information" utilising interviews as one of the techniques (Stake, 1978:C-10). Stake (1978:C-30) further suggests that in a case study a researcher is not interested in generalisations but in an "understanding of the particular case, in its idiosyncrasy, in its complexity". Therefore, by using a case study design, the researcher appropriately analysed, among other things, the challenges

of service delivery, the nature and role of leadership in service delivery, applicable institutional capacity and structural provisions as well as enforcement of legislative and regulatory imperatives (Stake, 1978:C-30).

2.3 CRITICAL REALISM PARADIGM

The study is located within the critical realism paradigm which is relevant to social contract theory, underpinning the analysis of the nature and role of leadership in service delivery in pursuit of strategic solutions in the municipalities. It provides a researcher with the ability to delve deeper into social issues (Egbo.2005). It cuts across traditional paradigms, making its features more diverse because its composition is a result of heterogeneous philosophies. Its major precept is on considering science to be an emancipatory and transformative force (Babbie & Mouton, 2010:34). The focus of the critical realism paradigm is to study the social world with the aim of changing it to fit the circumstances of the time. Its intention is to empower ordinary people so that they participate in the changing of the social relations in society. It influences the powerless to change the social world for their benefit and exposes the illusion and enables ordinary people to emancipate themselves from the domination of the ruling and wealthy elites (Sayer, 1992; Marger, 1981).

Apart from revealing unfairness in the system, the critical realism paradigm allows the researcher to probe and dispel myth, distortions and falsehoods (Neuman, 2011). It posits that people should be free to improve their conditions of life in an environment dominated by the ruling elites (Marger, 1981). It considers knowledge as an instrument to actively involve people in advancing the transformation agenda in the affairs of the social world. It takes the view that "knowledge is power" (Neuman, 2011:100) and that critical realism researchers should engage in moral-political activity. In order to expose the illusion and contradiction existing in the society for the sake of understanding and uncovering the truth (Neuman, 2011), critical

social researchers examine the layers of social reality. Neuman (2011) argues that critical approach empowers the ordinary people in the society to express their perceptions about social reality. This means that, as part of the research, solutions to people's problems should be identified. Therefore, a critical realism paradigm is compatible with the analysis of the nature and role of leadership in service delivery because participants are encouraged to suggest solutions to the challenges under investigation.

2.4 THEORETICAL FRAMEWORK OF THE STUDY

This study uses the social contract theory to evaluate the nature and role of leadership in service delivery in local government in pursuit of strategic solutions. In addition, leadership theories are discussed in chapter four of the study to analyse the nature and role of leadership in service delivery. In the context of social contract theory, the elected councillors are supposed to represent the interest of the residents in the local government councils. The social contract theorists argued that the ruled has a right to set up rulers as much as they have a right to resist their bad behaviour or to remove them from power. In their opposition to the absolute monarchy by divine right theory, the social contract thinkers rejected the notion that the rulers, especially the kings, were destined to have a special place in God by enjoying His peculiar favour denied to other people in the world. They further opposed the idea that rulers or kings are the representatives of God on earth and challenged the belief that leaders or kings were God's deputies on earth; they did so to protect the rights of the ruled. The concept of a 'contract' was consciously selected to be used by its advocates to solidify the perception that political authority to rule rests with the governed, not with the leaders. Commenting on the nature of social contract theory, Plamenatz (1963:162) explained that:

> "*The theory of the social contract was first used in the sixteenth century in the interest of religious minorities…it asserts…that people,*

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having agreed to set up rulers over them for certain purposes,
therefore have the right to resist or remove them if they persist in
courses which defeat those purposes."

The social contract theory presupposes that the governed, as the custodians of rulers, has a right to choose any individual to preside over the government they have elected. It further states that the elected leaders derive authority which is limited from the people. The elected leaders are answerable to not one person but to the governed. The ruled are the ones who approve political authority to the leaders by means of devising a 'contract' with them. Explaining how political authority arises, Plamenatz (1963:172) remarks that:

"*The contract theorists argued that political authority was, or must be supposed to have been, set up by agreement between those who became subject to it, and is therefore limited by the purpose which the agreement was intended to achieve…time makes the [political] authority legitimate, not so much because it is evidence of popular consent as because it is evidence that power is exercised for the public good.*"

In terms of the social contract theory, it is not so much about the majority of the ruled who expressed consensus when a decision to set up the rulers was taken to rule over them, but more about the need for political authority to be exercised in favour of the public good. The ruler rules to protect the interests of the ruled (Plamenatz, 1963). This means that if political authority is used for what it is not meant to achieve, the rulers presiding over such authority should be removed by the governed. The agreement among the ruled to choose certain rulers should produce an intended outcome. The social contract theorists condemn the notion that the monarchy, which gives rise to paternal authority on earth, resembles the kingdom of God in heaven. This perception was found to be a fallacy in the eyes of the social contract proponents. The social contract theorists asserted that every political

authority should have a time-frame for the ruled to have security and peace of mind. For the ruled to have life and liberty, the contract thinkers believed that every government, whether established through conquests or by peaceful means, should exist on the basis of a covenant (Plamenatz, 1963). Placing an emphasis on the need for people's consensus on any recognised political authority or government, Plamenatz (1963:177-178) observes that:

> "*Those who held that political authority rests on the consent of the governed did not deny that many governments were in fact established by conquest or arose gradually out of paternal rule; they were concerned rather to assert that, no matter how they were established or arose, their authority rests on the consent of the persons subject to them. According to the contract theorists, it is the people who have the right to provide for their own security, and therefore the right to set up government to give them security.*"

What is certain is that social contract theory is mainly about the ruled reaching consensus on who should govern them and whether the rulers given such political authority would exercise it for the purposes it is set up for, that is, to achieve public good (Plamenatz, 1963). It follows that if the rulers mistreat or misgovern the ruled, the governed should exercise their power or consensus to remove them. With a social contract in place, it was believed that the ruled would have the right to resist the rulers or elected leaders who broke the covenant which binds them together. The social contract was largely concerned about affirming the right of the people to oppose their leaders when they are misgoverned by them. The same is true of the residents of the municipalities, in that if their elected councillors fail to provide service delivery to them, they should have freedom to remove them from office and replace them with leaders who would serve their interests. What is certain, however, according to Languet and Plamenatz (1963:164) is that:

> "*…the right of resistance belongs to the people collectively and not to any subject who believes that the…[government] has broken the*

covenant. But how are the people to exercise their collective right? The people…act through their representatives. If the people, taken collectively, are one party to the covenant, it would seem that their representatives, whoever they are, must speak for the entire community; that they must be national and not merely local…These 'representatives'…have the right to resist the…[government] in the people's name, but apparently the people have no right to resist them!"

This is the case with the residents concerning their dilemma to remove elected councillors from political authority even if they fail them in providing service delivery. The elected councillors are deployed by their political parties and it is only their parties that can remove them. This creates a problem. In clarifying the need for a new system of holding councillors accountable for their actions, Heidelberg (2017:1393) remonstrates that:

"*In a representative system, elected officials are supposed to be accountable through voting. Voting, in many (not all) cases, is a kind of post-factum accountability, an affirmation or punishment for actions during an official's tenure…This assumption is at the core of the bifurcation of politics and administration, and its functional requirement is the condition that voting reveals preferences.*"

Even if the ward councillors are not performing, the residents can only wait for the holding of the next local government elections before they could remove them from office. This kind of arrangement creates a gap which only serves to disadvantage the residents in the municipalities. The residents in different municipalities who are not provided with service delivery find themselves in a predicament, not knowing what to do with ward leaders who are underperforming. Ward councillors claim to speak on behalf of the local communities but at the same time they assert that they cannot be challenged, whilst they themselves challenge those in charge of the municipal council. This is an example of a double standard on the part of

the ward councillors. Therefore, the social contract theory is more appropriate and would be useful to analyse the views of the participants on questions about the overall nature and role of leadership in service delivery in local government.

2.5 STUDY POPULATION

A total number of sixty-three (63) participants were sampled, using a stratified sampling approach, from seven (7) geographic regions, namely, A, B, C, D, E, F and G, which were demarcated into several strata (City of Johannesburg, 2020:8-10). A sample of 63 wherein fifty-one (51) participants were accessed and interviewed is considered representative in a qualitative case study because it generates eighty-one percent (81%) response rate. Region A includes areas such as Diepsloot, Midrand, Fourways, Sunninghill, Woodmead, whilst region B takes in Rosebank, Bryanston, and Randburg zones. Region C services Bram Fischerville, Thulani and Florida. Region D consists of Soweto only. Parkwood, Highlands North, Alexandra, Wynberg, Morningside, Douglasdale make up region E. Whilst region F comprises Glenvista, Ormonde, City Deep, Benrose, and Kensington; Lenasia, Eldorado Park and Protea constitute region G (City of Johannesburg, 2020). The figure of sixty-three participants across strata was chosen because the researcher initially intended to interview twelve (12) elected leaders, eleven (11) bureaucrats, eight (8) municipal trade union leaders, seven (7) community leaders and twenty-five (25) residents.

Twelve (12) elected leaders were targeted for sampling from the total number of two hundred and seventy (270) councillors from different political parties and independent ward councillors after the municipal elections of 2016 (City of Johannesburg, 2019:39). CoJ has thirty-one thousand, five-hundred and nineteen (31,519) total number of employees as of 2018/2019

financial year (City of Johannesburg, 2019:317). Of the total number of seven hundred and eighteen (718) bureaucrats in middle and top management from eleven (13) municipal entities were targeted for sampling. CoJ uses its entities, namely, city power, Johannesburg development agency, Johannesburg fresh produce market, Johannesburg property company, Johannesburg social housing company, Johannesburg roads agency, Johannesburg water, Johannesburg city parks and zoo, metrobus, metropolitan trading company, Pikitup, Joburg city theatres as well as Joburg tourism company, as implementation arms (City of Johannesburg, 2021:59-60). However, eleven (11) bureaucrats were targeted and sampled but only ten (10) were accessed and interviewed. Nevertheless, only nine (9) elected leaders were accessed and interviewed. Eight (8) municipal trade union leaders were targeted and sampled from the two main trade unions recognised in the CoJ's bargaining forum. But only seven (7) municipal trade union leaders were accessed and interviewed.

Seven (7) community leaders from all the seven regions of CoJ were targeted, sampled and interviewed. Community leaders are neither elected nor appointed into leadership positions, but they are seen by local people as their social activists who, when the need arises, organises meetings with municipal public officials on behalf of communities where they live. Although community leaders come from different social groupings in the municipality's regions, some are members of community policing forums (CPFs) and civic associations who represent the interests of their communities.

Twenty-five (25) residents were targeted and sampled from an estimated population of five million and five hundred (5.5) people across seven regions at CoJ (City of Johannesburg, 2020:10). However, only eighteen (18) residents sampled were accessed and interviewed. All accessed and interviewed participants in five strata were randomly selected from a sampling frame of a target population (Polit & Hungler, 1993:181).

2.5.1 Elected leaders

Elected leaders (councillors) are municipal leaders who have political authority to represent the residents in different wards of the municipalities. A total of nine elected leaders working for CoJ were sampled and interviewed. Their age group varied between forty-six and sixty years of age. Of nine elected councillors interviewed, five were males and four females. Six elected councillors were Black, one Indian and two of White ethnicity. Their highest school grade passed ranges between grade eleven to twelve. Whereas five interviewed councillors had post-matric qualifications which range between a certificate and a diploma, four had none. Four of the sampled elected councillors resided in the informal residential settlements while five of them lived in the urban areas within the CoJ. The speciality of the nine interviewed councillors range between being trained and experienced at their work and the number of years worked for the CoJ varied between a minimum of two and a maximum of seven years.

2.5.2 Bureaucratic leaders

Bureaucratic leaders are the employees, particularly in management positions, working for CoJ. Ten bureaucrats working at CoJ were interviewed. The age difference of bureaucrats was between thirty-two and fifty-eight years. Only one bureaucrat was a female and nine were males. One participant in this category was White whilst nine were Black. All the bureaucrats interviewed had passed grade twelve. Their post-school qualifications range between a certificate and honours degree. Whilst one of the interviewed bureaucrats resided in the informal settlement, nine of them lived in the urban areas of CoJ. Their speciality ranges between being trained to having experience at work. Their working experience at CoJ was between five and twenty-four years of service.

2.5.3 Municipal trade union leaders

Municipal trade union leaders are the members of the various trade unions occupying leadership positions with the right to organise and represent workers at CoJ. The participants were representatives of affiliated and recognised municipal trade unions. Only seven municipal trade union leaders were interviewed, aged between twenty-nine and forty-five years of age. Five were male and two were female trade union leaders. Of seven interviewed trade union leaders, six were Black and one was Coloured. The participants in this category had passed grade twelve; one went on to obtain a diploma whilst three had obtained certificates as their highest qualification. Three participants in this stratum did not have post-grade twelve qualifications. Their residential areas vary between informal settlement, semi-urban and urban spaces. The participants were trained and experienced and worked for CoJ for between eight and sixteen years.

2.5.4 Community leaders

Community leaders are the activists who champion the rights of people in their local communities in various municipalities. Seven community leaders living within the boundaries of CoJ were interviewed. The age group of the community leaders ranged between thirty-three and forty-four years old. This category of participants consisted of one female and six males. All the participants were of Black ethnicity. All participants had passed grade twelve. Whilst only one of the participants did not have any post-matric qualifications, five obtained higher qualifications which include a certificate, a diploma and a degree. Six of the participants in this category lived in an informal settlement whereas one resided in the urban area at CoJ. All the participants in this category considered themselves as either social justice activists or activists in their specific residential areas. The interviewed community leaders had lived in the jurisdiction of the CoJ for between six and forty-two years.

2.5.5 Residents

Residents, in the context of this study, reside within the jurisdiction of CoJ. A total of eighteen residents were accessed and interviewed. The age difference of the interviewed residents ranged from twenty-two to fifty-five years. Ten participants in this category were females and eight were males and all participants were of Black ethnicity. Eighteen interviewed residents had passed grade twelve while sixteen interviewed residents had obtained higher qualifications which ranged from a certificate to an honours degree. Whilst only one interviewed resident did not have a post-grade twelve qualification, the other resident was studying for a diploma qualification. Nine participants lived in the informal settlements at CoJ. Nine interviewed residents resided in the urban areas. All eighteen interviewed residents had their speciality ranging from trained to experience in whatever they do in their lives. The residents who participated in the interviews of this study lived at CoJ for between ten and fifty-five years.

2.6 STRATIFIED SAMPLING APPROACH

This study used a stratified sampling approach to sample participants from all the strata. Firstly, a set of mutually exclusive and exhaustive groups was identified to pave the way for random selection of sets from a sampling frame. The population was divided into five strata to draw a random sample from each stratum (Neuman, 2011). By using the stratified sampling technique, the size of each subpopulation was controlled to ensure representativeness of different strata. As alluded to, the strata consisted of elected councillors, bureaucrats, municipal trade union leaders, community leaders and residents at CoJ. Participants were randomly selected from the aforesaid strata because stratified sampling yielded samples that were more representative of the population (Babbie & Mouton, 2010).

2.7 A PLAN FOR DATA COLLECTION

A plan for the collection of data was formulated to avoid a haphazard process. The five themes generated were the nature and quality role of leadership in service delivery at CoJ; the impact qualities of good governance and good leadership have on the improvement of service delivery; the applicable institutional capacity and human resources that the leadership uses to improve service delivery; the enforcement of legislative and regulatory imperatives to assist the leadership to improve delivery of services; and the problems that impede the performance of the leadership at CoJ and how they can be resolved. All these themes were probed by interviewing participants and reviewing secondary data contained in the sources such as statutes, academic books, newspaper and journal articles.

Issues explored on the nature and quality role of leadership in service delivery at CoJ related to the nature and quality role that leaders play, quality of service delivery, reasons why people protest, reasons for poor service delivery, and regularity of meetings between the leadership and residents. Matters probed on the impact of qualities of good governance and good leadership on the improvement of service delivery related to the attributes of good governance, level of education and qualities of good leadership. Topics investigated on the applicable institutional capacity and human resources that the leadership uses to improve service delivery were about skills adequacy, motivation and putting the needs of people first by public leaders and workers, availability of in-house experience and adequate planning to manage and maintain existing infrastructure (projects), experience to handle tender documents, fairness in awarding government low cost houses, and residents' affordability of water and electricity. On the enforcement of legislative and regulatory imperatives to assist the leadership to improve delivery of services, fields explored were in relation to the place and role of the Johannesburg Metropolitan Police Department (JMPD), JMPD's general performance, crime levels at the municipality, resources allocation to JMPD officers and training for JMPD officers. With

regard to problems that beset the leadership's performance at CoJ and how these can be resolved, issues probed were about corruption, shortage of public resources and other constraints that lead to poor services being provided to the local people.

2.8 VALIDITY AND RELIABILITY OF THE STUDY

Validity and reliability of the study are very important. The study was undertaken after being approved by the Ethics Committee of the Department of Public Administration and Management at the University of South Africa. This was followed by CoJ which provided permission to access and interview the participants. The rules and policies of research at the University and those of CoJ were adhered to. Throughout the process of collecting, analysing and interpreting data as well as finalising the thesis, the principles of objectivity and truthfulness were complied with. This was done to protect the integrity and reliability of the study. The study findings are reliable because they were based on the objective data that was collected honestly and free of personal bias.

There were, however, other issues involving participants who might have suffered from interview fatigue because of being over-researched by other researchers and organisations that could still pose a risk of reliability, even if this problem was not endemic. Nonetheless, out of understanding the need and rationality for the study, the participants volunteered to be interviewed in a sustainable manner. To ensure validity, the data recorded was transcribed. Each transcription reflected the code given to a participant to ensure anonymity. To safeguard reliability of the data collected, the opinions and linguistic usage of the participants were not changed but edited for the purpose of understanding by the readers of this thesis.

2.9 DATA ANALYSIS AND INTERPRETATION

Since the study dealt with demographic information of the participants and open-ended questions, two different spreadsheets were generated for the purposes of presentation of study findings in chapter five. To conceptualise the information gathered, similar ideas as expressed by the participants and from review of secondary data were grouped together in a specific and relevant theme. These themes were developed from the research questions which this study answered. The themes generated from the open-ended questions were the nature and quality role of leadership in service delivery at CoJ; the impact qualities of good governance and good leadership have on the improvement of service delivery; the applicable institutional capacity and human resources that the leadership uses to improve service delivery; the enforcement of legislative and regulatory imperatives to assist the leadership to improve delivery of services; and the problems that impede the leadership's performance at CoJ and how these can be resolved.

For the purposes of data analysis and interpretation in chapter six, a different spreadsheet was created to convert raw data into inclusive content. It was divided into the perspectives raised by the participants and data reviewed from different secondary sources. For the interpretation of data, the views expressed by the participants were assembled into strata to ascertain variance in their understanding of issues being investigated. Information sourced from archives was grouped in the themes generated during the analysis and presentation stage. The information as articulated by the participants and obtained from secondary material was integrated to identify the similarities and differences in the opinions and used to substantiate the discussions and findings of the study. The outcomes formulated from the analysis and interpretation of study findings were further used to develop conclusions and strategic recommendations as presented in chapter seven.

2.10 CHAPTER SUMMARY

Aspects of data collection methods were explained to indicate their relevance to the study. The reasons for the selection of a qualitative research approach as the main method for the collection of data were provided. The critical realism paradigm was explained why it was necessary and relevant in anchoring this study. The explanation and validation for the choice of social contract theory as a framework for the evaluation of the nature and role of leadership in service delivery was provided. It was important to elaborate on the nature of the study population sampled using a stratified approach to show how relevant it is to the understanding of the nature and quality role of leadership in local government institutions and to CoJ. The plan to gather empirical data revealed how the process was intended to unfold, especially so to prevent a haphazard approach. The importance of validity and reliability were explained to show that this study was legitimately approved by both the University of South Africa and CoJ thereby giving credence to the outcomes generated. It was, in the final analysis, necessary to clarify the extent to which data analysis and interpretation would be undertaken to show how organised the process was.

CHAPTER THREE
THE ORIGIN, PLACE AND ROLE OF THE SOUTH AFRICAN LOCAL GOVERNMENT

3.1 INTRODUCTION

In this chapter the origin, place and role of the South African local government is evaluated. It assesses and defines the meaning of local government. The origin of the South African local government is explained from the perspective of precolonial, colonial and postcolonial periods. Local government is analysed in terms of its domicile within the cooperative governance system. The role of the South African system of local government is elucidated in relation to power and authority vested in it. The processes of the local government general election are described and analysed. To show how the three spheres of government operate, intergovernmental relations are explained. The reorganisation of the municipalities within the context of local government is described. The sources of revenue in the municipalities are explained. This leads to the analysis of the legislative and regulatory provisions put into place to manage municipal financial resources. Lastly, problems affecting the municipalities are assessed and evaluated.

3.2 DEFINITION OF LOCAL GOVERNMENT

The concept of local government is defined and characterised differently by various scholars such as Wraith, Ndreu, Oyediran, Golding, Meyer and Nengwekhulu. Therefore, the various definitions of local government are scrutinised and critiqued to understand their differences and similarities. Wraith (1964:15-16) defines local government as a characteristic of:

> "…*locally elected councils whose main purposes is to provide or administer services with as great a degree of independence as modern circumstances allow.*"

Wraith's (1964) definition of local government to a certain point is correct, as it talks about local people participating in the elections to choose councillors who will represent them in the municipal councils to raise issues affecting them. Its major weakness is to tie the administration of services to the local communities if circumstances permit. Services should be continuously provided to the local communities without conditions attached. There is no mention of limited legislative authority within a particular jurisdiction which is a fundamental requirement for local government to exist. Ndreu (2016:6) describes local government as:

> "…*some government bodies elected by the people that have administrative, legislative and executive functions on the territories under their jurisdiction.*"

Ndreu (2016) characterises local government as having powers of enacting laws within their areas of jurisdiction. However, its flaws lie in the fact that it does not address the question of limited legislative powers and authority though it indicated areas of jurisdiction. Golding (1959:19) refers to local government as:

> "…*the management of their own affairs by the people of their locality.*"

Though it accepts that local government is managed by the local people, Golding's (1959) definition is simplistic and limited in scope. It does not say anything about how those people who serve in the local government are chosen nor does it communicate any message concerning the legality or jurisdiction of the local government. Oyediran (1979:171) considers local government as:

> "…*the diffusion of political process on area basis, i.e. local self-administration and inclusion of noble ideals of impartiality, protection of minority rights and integrity, all of which are considered essential to the evolution of a liberal democratic society.*"

Oyediran's (1979) definition leads to a misunderstanding because it does not differentiate between local communities and minorities. The question arises as to what a minority (people in a country) means. Minority refers to a race with a lesser population or less popular religion in a country where there is more than one race or religion. Local government institutions are an extended custodian of the rule of law to protect people's rights and integrity, not only of the minorities but of the whole society. In the context of South Africa, the rights and integrity of all the people are protected by the constitution including those of the minorities. Meyer (1978: 10) describes local government as:

> "*Local democratic governing units within the unitary democratic system…which are subordinate members of the government vested with prescribed, controlled governmental powers and sources of income to render specific local services and to develop, control and regulate the geographic, social and economic environment of defined local area.*"

The strong point in Meyer's (1978) definition is on the acceptance of the view that local government has legislative authority to formulate policies and by-laws within its area of jurisdiction. It further recognises that local government institutions, namely municipalities, are mandated to provide services and to promote development and improve the lives of the local communities. However, to link the existence of local government to the country's recognition and practice of democracy is the main weakness of Meyer's (1978) definition because even some traditional societies and despotic governments have in one way or another local government institution. In his contribution to the definition of local government, Nengwekhulu (2008:34) remarks:

> "*Local government is that local government institution with limited legislative power and authority which operates within clearly defined geographical and legal jurisdiction. The defining feature of local government is the authority to enact legislation within the defined*

jurisdiction."

The central point of Nengwekhulu's (2008) definition is the recognition that local government has restricted legislative power and authority within its legal jurisdiction to ratify policies and statutes. This means that any law enacted by local government cannot override legislation passed by the parliament of a country. In fact, its law should comply with the main statute passed by the parliament. In its definition of local government, the Constitution (1996 [section 43]) of South Africa states that:

> "*The local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic.*"

This definition concentrates on the composition of the local government in South Africa. It gives instruction to the national government that there is a need for it to help in the establishment of municipalities that will serve communities in different circumstances. This led to the creation and reorganisation of municipalities into local, district and metropolitan. These municipalities have similar roles to play but differ in terms of their economic power and revenue generation.

In consideration of the reviewed definitions above, it seems that local government has limited and clearly demarcated administrative, legislative and executive powers within a designated legal and territorial jurisdiction. In light of the analysed definitions above, this study defines local government as having a limited degree of legal autonomy to enact laws, people participating in elections to choose their local councillors expected to bring development, account for their actions and provide services to the local communities within a defined jurisdiction.

3.3 THE ORIGIN OF THE SOUTH AFRICAN LOCAL GOVERNMENT

The origin of the South African local government is analysed in terms of precolonial, colonial and postcolonial local government arrangements. This

is done to understand whether precolonial, colonial, or postcolonial local government arrangements have contributed towards the new dispensation structure of the South African local government.

3.3.1 Precolonial local government arrangement

The analysis of the nature of the precolonial form of local government is necessary because it provides a background to the current system of local government in South Africa. The fact that there is a system of decentralisation of power down to the lowest level of the hierarchy suggests that local government institutions were in place in the most traditional societies presided by the Kings. Precolonial South Africa was no exception to that practice. People across the various kingdoms in South Africa, through community councils with headmen exercising oversight, were empowered to enact their own laws within the traditional political system of decentralisation. Writing about the precolonial local government in Botswana, Nengwekhulu (2008:46) observes that:

> "*What is important is not so much that the precolonial political system was highly decentralized. The decentralization was accompanied by the devolution of legislative power and authority. The system extended beyond mere de-concentration of administrative functions, thus each region had the power and authority to enact laws rational within its jurisdiction.*"

Nengwekhulu's (2008) assertion confirms the existence of decentralisation of political systems during the precolonial period, accompanied by legislative power and authority for communities to enact laws within the areas of jurisdiction of the chiefs, headmen and sub-headmen. The circumstances as analysed by Nengwekhulu remain similar to those of the precolonial local government arrangement in South Africa. Power was decentralised as far as possible to the people in the lowest stratum of the kingdom. Through 'dzikhoro' (a place of meeting for the purposes of debates) people enacted their laws. The laws were not passed by the chiefs

or headmen or sub-headmen but by the people themselves with the former ratifying what had been agreed upon. Precolonial local government services were communal in nature. The people's groupings in different communities collectively carried out work such as building dams to harvest water for livestock, tilling the land and harvesting, allotting land for residential purposes, making roads for cart wagons and preparing girls and boys for adulthood, to name a few. However, it must be acknowledged that the precolonial system of local government in South Africa discriminated against women with regard to enacting laws because they could not sit in the community assemblies and contribute to the enacting of laws. This situation of discriminating against women was not unique to the traditional precolonial South Africa, as Nengwekhulu (2008:50) observes that:

> "*Precolonial Tswana democracy had some fundamental weaknesses. In the first place it discriminated against women. In precolonial Botswana women were not permitted to attend the kgotla, the centre of all socio-economic and political activities. Whatever political views they had were to be presented by the head of the family who was invariably male. Even in the ancient Greek city states, supposedly the cradles of modern democracy discrimination against women was the rule rather than the exception.*"

The scenario described above shows that patriarchal systems and discrimination against women were common in several precolonial traditional societies in Africa and some democratic states in Europe. The situation of discriminating against women was not new because it was also reflected in the section of the Bible called a 'New Testament' in the book of Corinthians, chapter 14, verses 34 to 35 in which Saint Paul ordered the following:

> "*As in all the churches of the saints, women are to remain quiet at meetings since they have no permission to speak; they must keep in the background as the Law itself lays it down. If they have any*

questions to ask, they should ask their husbands at home; it does not
seem right for a woman to raise her voice at meetings."

The above statement emphasises oppression of women as defined in the Bible and often used to promote a specific position. In the circumstances described by Saint Paul, women could attend the church meetings even though forbidden to speak as compared to Nengwekhulu's defined context in the precolonial Botswana. However, the conditions as described by both Saint Paul and Nengwekhulu differ from when the issue of succession of a King in the precolonial traditional Venda nation happened as Nhlapho (2010:632) observes:

"*It is only the royal family composed of makhotsimunene (thovhele's*
brothers) and the vho-makhadzi (thovhele's sisters). In a meeting of
the royal family, convened by a senior khotsimunene [brother], the
khadzi [a sister] nominates a successor within the royal family."

In this situation, a woman who is a sister to a King has the absolute right to nominate the successor from the royal family. The development as described above is at odds with the norm. Is it because the woman who has a final word is also of royal blood? Is that right given to such a woman as a birthright that could not be extended to all the women in the rest of the communities when 'dzikhoro' (council meetings) enacted laws within a kingdom? It can be argued that that kind of prerogative is a special entitlement offered only to a royal woman in explicit circumstances where a successor of a King is decided by a royal house alone. Thus, in agreement with assertions by Saint Paul and Nengwekhulu, generally women during the precolonial societies were prohibited from sitting in the 'dzikhoro' (meetings of the assemblies) in the communities which enacted laws for the purposes of carrying out people's civic duties within a kingdom.

Notwithstanding the discrimination against women, the current nature of the South African local government has similar features of precolonial local

government arrangements. Decentralisation of power and authority to the local communities through participating in the election of the local government to choose councillors to represent them in various municipal councils are characteristics common to both the precolonial and current local government structure. This means that South African local government has its roots in the precolonial form of local government with minor variations. In the existing local government arrangement, unlike in the precolonial local government structure where women were precluded from attending the assemblies in different communities, women who are eighteen years old and above can participate in the local government elections to choose a political party or a councillor of their choice to represent them in different municipal councils. But they can also stand to be elected into office.

3.3.2 Colonial local government arrangement

The colonial local government system was discriminatory in nature. People were divided on the basis of their race, reflecting how the colonial local government was organised. Discrimination was based on the various laws passed to promote segregation in colonial South Africa. Jan Van Riebeeck first arrived in South Africa in 1652 and planted wild almond trees to create a boundary between the Khoisan area and the Dutch area in the Cape Colony as early as 1660 (Liebenberg, 1988e).

Statutes introduced during colonialism include the Natives Land Act (1913), the Colour Bar Act (1924), the Wages Act (1925), the Mines and Works Amendment Act (1926) amongst others. The Natives Land Act (1913) was passed mainly to dispossess the Black people of their ownership of land. The Colour Bar Act was introduced to enact 'civilised labour policy' which differentiates between civilised and uncivilised labour. White workers were considered civilised whereas Black workers were referred to as uncivilised. Whilst the Wages Act was meant to support the civilised standard of living for White workers, it further impoverished the Black working class as their wages were limited compared to their counterparts who were doing the

same work. The Mines and Works Amendment Act of 1956 promulgated the principle of job reservation on the grounds of race in all sectors of the economy.

These statutes and many others showed that segregation had long existed before it became a policy of the government of the National Party in 1948. Since 1948 the policy of apartheid was enforced ruthlessly by the nationalist government. The apartheid laws provided for social, residential, cultural, economic and political separation by central, provincial and local governments. People were divided into Black, Coloured, Indian and White races in South Africa. This also meant that different racial groups fell under different central, provincial and local governments. With all these statutes and policies in place, the society was racially divided, and so was the colonial local government arrangement.

Through various legislation enacted by subsequent colonial governments in South Africa, people were separated into the four races already alluded to. In the urban areas like the CoJ, Black people were forced to live in shanty towns of Alexandra and Sophiatown, amongst others. Most of central Johannesburg and the surrounding suburbs were reserved for White people (Liebenberg, 1988e). Coloureds as well as Indians lived in their own designated areas outside the main cities in South Africa. This phenomenon of racially segregating people occurred in all the colonies and thereafter in the provinces of South Africa. This meant that service delivery in the colonial local government was provided along racial lines with service delivery being skewed in favour of White people at the expense of the other races. Most Black people lived in poor conditions forced upon them by the colonial local government arrangements. It was only in 1993 that the Local Government Transition Act (1993 [section Introduction]) was passed which was intended to do the following:

> "*To provide for revised interim measures with a view to promoting the restructuring of local government, and for that purpose to provide for*

the establishment of Provincial Committees for Local Government in respect of the various provinces; to provide for the recognition and establishment of forums for negotiating such restructuring of local government; for the exemption of certain local government bodies from certain provisions of the Act; for the establishment of appointed transitional councils in the pre-interim phase; for the delimitation of areas of jurisdiction and the election of transitional councils in the interim phase; for the issuing of proclamations by the Administrators of the various provinces; for the establishment of Local Government Demarcation Boards in respect of the various provinces; and for the repeal of certain laws; and to provide for matters connected therewith."

This Act was adopted in the period of the CODESA negotiations in South Africa. In terms of this Act, the Black, Indian, White and Coloured local government authorities were amalgamated to form 843 municipalities to prepare for a transition in South Africa (Department of Provincial and Local Government, 2008). It can be argued that the colonial local government is the direct opposite of the current South African local government because the former was based on racial discrimination. The current South African local government is based on the constitution where equal service delivery is guaranteed across the whole of the territory of the Republic of South Africa.

3.4 THE PLACE OF THE SOUTH AFRICAN LOCAL GOVERNMENT

The place of the South African local government is found in the existence of the previous different precolonial, colonial and postcolonial systems. The precolonial system of local government was imposed by the monarchs who existed during those periods. Whilst the colonial local government was imposed by the parliament, the postcolonial government is based on statute. Following the adoption of the constitution in 1996, the White Paper in Local Government was promulgated in 1998 which set in motion the legal

framework to define the boundaries of 843 municipalities. The Local Government: Municipal Demarcation Act was adopted in 1998 to initiate the process of municipal borders. This Act provided for the establishment of an independent demarcation board to oversee the grouping of 843 entities into 283 municipalities (Local Government: Municipal Demarcation Act, 1998).

The constitution makes provision for the establishment of a local government system and sections 40 and 41 of the constitution affirm the cooperative governance system in South Africa. Remarking on the obligations of the spheres of government in their exercise of cooperative governance, Edwards (2008:66) notes that:

> "*…cooperative governance implies that sub-national and national jurisdictions have certain political and legal obligations to support and consult one another on matters of common concern, to cooperate and maintain friendly relations.*"

Although Edwards' (2008) definition of cooperative governance does not clearly distinguish between the national, provincial and local governments within the context of South Africa, what is certain is that it talks about the distribution of information and coordination of their energies to reinforce each other's strengths and weaknesses. In simple terms cooperative governance means that there should be willingness between national, provincial and local spheres of government to collaborate in the exercise of political and legal authority in a sustainable manner to progressively provide inclusive public goods and services to the citizens of South Africa. As already alluded to, within the context of South Africa, cooperative governance consists of national, provincial and local spheres of government. The three spheres are designed, in tandem, to work alongside each other and together to advance effective and efficient governance within the cooperative governance system. Therefore, local government is an equal partner in the exercise of power in a cooperative governance structure in the Republic of South Africa (Constitution, 1996 [section 154]).

There are several principles that govern and guide the relationship and existence of a cooperative governance structure. These principles regulate all the three spheres of governments and all organs of state within each sphere to the degree that they must, *inter alia*:

> "*Preserve the peace and national unity to prevent divisiveness of the Republic; secure the well-being of the people of the Republic; provide effective, transparent, accountable, and coherent government for the Republic as a whole; be loyal to the constitution, the Republic and its people; respect the constitutional status, institutions, powers and functions of government in the other spheres; not assume any power or function except those conferred on them in terms of the constitution; exercise their powers and perform their functions in a manner that does not encroach on the geographical, functional or institutional integrity of government in another sphere; and cooperate with one another in mutual trust and good faith*" (Constitution, 1996 [section 41]).

To harmonise and guarantee the relationship between the three spheres of government, the three spheres of government are required to adhere to the constitution, maintain friendly relations; assist and support one another; inform one another of, and consult one another on, matters of common interest; coordinate actions and legislation with one another; adhere to agreed procedures; and avoid legal proceedings against one another (Constitution, 1996 [section 41]). In terms of the principles outlined above, the relationship of all the spheres of government is not only mutual but also unified with the intention to promote the livelihood of the Republic of South Africa and its people. The bond between the three spheres of government is not subordinate but interdependent in nature as each relies on the other for existence and discharge of its work. Sections 151 and 164 of the Constitution (1996) guarantee the existence of the South African local government within the cooperative governance arrangement.

The local government is independent but integrated through cooperative governance arrangements with the national and provincial spheres of government. Local government is an equal partner in the three spheres of government. It is in no way subordinate to either national or provincial sphere, but it is by law required to comply with national and provincial legislations. Section 163 of the constitution permits local government to create, in line with Acts of Parliament, organisations which represent the municipalities in both the national and provincial government structures. The local government is also mandated to establish procedures through which it can consult with the national and provincial governments, elect representatives to serve and take part in the National Council of Provinces (NCOP), and participate, by choosing two members, in the National Fiscal and Financial Commission (NFFC). The fact that local government has representatives in some structures in both the provincial and national governments shows that each sphere has a place in the other to influence, shape and represent their interests as regulated by the constitution.

3.5 ROLE OF SOUTH AFRICAN LOCAL GOVERNMENT IN THE POLITICAL, SOCIAL AND ECONOMIC ENVIRONMENT

As part of carrying out its service delivery mandate, the South African local government fulfils various roles as explained below.

3.5.1 Promotion of social and economic development

Several policies and statutes were passed to support the promotion of social and economic development of local communities as enshrined in the constitution. It is necessary to promote social and economic development as a characteristic of developmental local government because South Africa is a constitutional democratic developmental state and this phenomenon had also to be cascaded down to the local government sphere. The South African local government is mandated to implement enacted policies and laws to promote political, social and economic development. The promotion

of political, social and economic development is deemed essential as the African National Congress (1994:5-6) explains:

> "*Our history has been a bitter one dominated by colonialism, racism, apartheid, sexism and repressive labour policies. The result is that poverty and degradation exist side by side with modern cities and a developed mining, industrial and commercial infrastructure. Our income distribution is racially distorted and ranks as one of the most unequal in the world - lavish wealth and abject poverty characterise our society.*"

The analysis of the South African situation as expressed above became the basis for the promulgation of the Reconstruction and Development Programme (RDP) in 1994. The RDP was essentially a social and economic programme which aimed to bring resources of the country and people together in a coherent manner (African National Congress, 1994). Its intentions were not only to eradicate the legacy of apartheid, colonialism, racism, sexism and repressive labour policies but also to build a democratic, non-racial and non-sexist society. Through the RDP the state authorised local government to deal with significant challenges that resulted from the apartheid legacy. The African National Congress (1994:11) further remarked that:

> "*The first priority is to begin to meet the basic needs of people - jobs, land, housing, water, electricity, telecommunications, transport, a clean and healthy environment, nutrition, health care and social welfare.*"

To implement the RDP policy, municipalities were required to stabilise local businesses and encourage other firms to enter the market. To realise job opportunities for their residents, the municipalities were required to create sustainable human settlements that should lead to decent quality of life and meet the social, economic and material needs of communities in a holistic manner. To give effect to the promotion of social and economic

development, community participation was essential, as the Development Facilitation Act (1995 [section 28]) outlined:

> "*The objective of community participation is to ensure that the setting of land development objectives by a municipality is, as far as may be practicable, the result of and based on cooperation and consensus between the municipality and civil society, including the general public and specific stakeholders and interests, in the area of jurisdiction of the municipality.*"

For people's social and economic situations to improve requires municipalities working with local communities. Through community participation in the planning of land development and setting of land development objectives, municipalities could be held responsible for the actions they had taken. It would further increase accountability in the form of providing feedback regarding the implementation of the approved land development objectives and subsequently take comments from the community within their jurisdiction. In response to the sluggish socio-economic activities in the rural and urban areas and to support future policy frameworks to promote development, the Growth, Employment and Redistribution (GEAR) strategy was introduced (South Africa, 1996). Its contribution in the promotion of social and economic development was to support initiatives on land reform, low-cost housing, community water and municipal infrastructure. This was an attempt to address the major backlogs, alleviate poverty and lay infrastructure foundations for long-term productivity growth in the municipalities. Infrastructure projects in the municipalities would provide work to the unemployed to reduce the high rate of unemployment. To respond to the lack of skills in the municipalities, the Presidency (2005:13-15) through the Accelerated and Shared Growth Initiative – South Africa (ASGISA) proclaimed that:

> "*In respect of municipalities, the ASGISA process has also mandated the DPLG, in consultation with the DTI, to improve the capacity of local government to support local economic development…On local*

government and service delivery, we are focusing on addressing the skills problems through Project Consolidate…The skills interventions include the deployment of experienced professionals and managers to local governments to improve project development implementation and maintenance capabilities…"

This indicated that the municipalities did not have capacity to promote social and economic development. Local economic development could increase township economic activity and contribute to the employment of work seekers. It was also important to deploy capabilities of experienced professionals and managers to develop, implement and maintain the ASGISA projects across the municipalities. This led to the establishment of the Joint Initiative for Priority Skills Acquisition (JIPSA) in which its main job was to urgently work on skills needs identification and effective solutions offerings. To assist in the mobilisation of the resources, Umsobomvu Youth Fund was established in 2006 to give impetus to the ASGISA project. The Umsobomvu Youth Fund was introduced to address the unemployment of the youth in the country as it was believed that through prioritising the employment of the youth, the unemployment rates would be dramatically reduced as the youth demographic was proportionately very large. To further enhance economic activities and service provision in the local government, the Department of Economic Development (2010:65) through the New Growth Path outlined the following:

"Apartheid left South Africa with an extraordinary spatial divergence between the economic centres of the country, linked to the metro areas, and the densely settled rural areas of the former Bantustans, which have very limited economic resources and investments. Within metros, too, there are vast disparities and spatial challenges, with townships located far from most employment opportunities. A core task for the New Growth Path is to break with this legacy through a coherent approach to spatial development backed by strong investment in infrastructure and the identification of viable and

sustainable opportunities for historically disadvantaged regions…to recognise the importance of local governments in the metros in maintaining the centres of economic growth, as well as the need to strengthen the ability of municipalities generally to ensure efficient provision of services…"

The reference to spatial challenges cannot be ascribed to apartheid only because this concept is an Afrikaans version of colonialism which existed when the colonial administrations first arrived in South Africa. The initiatives announced by the Economic Development Department were meant to create numerous job opportunities much needed by the residents in the municipalities. The question was whether these initiatives to create job opportunities were successful and what the results were. The locating of spatial developments with industries closer to where people live would help reduce travel expenditure. With these initiatives it was believed that unemployment, poverty and inequality would be halved. This was also an attempt to promote social and economic development in the areas which were neglected during the colonialism and apartheid periods.

3.5.2 Provision of services to the communities

Whilst municipalities are required by the constitution to provide water, electricity, housing, sanitary and other related services to the communities, they are also mandated to render adequate infrastructure, employment opportunities and access to modern communication technology, alleviate poverty, improve standards of living as well as provide health services to the local people (Nealer, 2014:178). Municipalities are authorised to utilise the best possible service delivery strategies suitable to their areas of jurisdiction. Creating accessibility, affordability, sustainability and accountability; quality and value for money products; integrated development; competitiveness in local commerce and industry are among their responsibilities (White Paper on Local Government, 1998). Writing

about the expectations of South Africans within a new dispensation in the country, Nengwekhulu (2009:342) explains:

> "*The birth of a new and democratic South Africa in 1994 was met by exuberance and happiness by the majority of South Africans, especially the black majority. They saw the emergence of a new and democratic South Africa as holding the promise of a new and better life for those who were denied political, social and economic rights for more than four centuries. For the black majority, the birth of a new South Africa, under black political leadership was almost like the taste of heaven for the damned soul…Their expectations went beyond the exercise of a vote that they were denied since 1652, freedom of expression, freedom of association, freedom of movement, equality before the law, elimination of racial discrimination…Whilst these freedoms were important, critical for them was the possibility embodied in the new dispensation, to eliminate poverty, provision of housing, better education for their children, better health services, and the general improvement in the quality of their lives.*"

The question which arises from Nengwekhulu's (2009) observation and explanation of the people's expectations in the new dispensation is whether the South African government through its three-tier system of governance fulfilled the promises. There is a lot that had been achieved but the municipalities in general are experiencing serious service delivery drawbacks. Residents feel forced to engage in violent public protests before they can get services that are stipulated in the new dispensation. In 2021 many citizens are still trapped in poverty, experiencing high levels of unemployment and affected by low income earnings aggravated by inequality in the country and the dire consequences of covid-19. This means that, although much has been attained, they are still without adequate shelter, clean water and affordable electricity.

In terms of the '*Batho Pele*' principles, communities have a right to demand quality of services from the municipal leadership. '*Batho Pele*' means that recipients of services from the municipalities should be given priority by the elected councillors and bureaucrats. Communities are entitled to affordable and sustainable quality of services to improve their lives. To emphasise the importance of service delivery to the residents of the municipalities, Ndebele and Lavhelani (2017:341) observe that:

> "*Service delivery is necessary to ensure an acceptable and reasonable quality of life and, if not provided, would endanger public health or safety or the environment.*"

Ndebele and Lavhelani (2017) focus on the consequences of lack of service delivery. They point out that lack of service delivery would endanger the lives of the residents which would in turn affect their safety and health. One of the roles of the municipality is to provide service delivery to improve their livelihoods and Ndebele and Lavhelani's (2017) argument is that if residents of the municipalities do not receive services they will suffer irreparable harm. In support of good governance as an expression of service delivery to people, Matshabaphala (2014:1009) observes:

> "…*people's needs are met when they are going through the experiences of general satisfaction with life, health, education, participation, improvement in the standards of living and more importantly, good governance.*"

Matshabaphala (2014) focused on things that make the residents of a municipality happy and satisfied. When people's lives are guaranteed by way of providing them with quality health and education and being allowed to take part in the affairs of the municipality, they have a sense of satisfaction. Municipal good governance gives resonance to decision-making to allow a process of planning and implementation of policies for effective and efficient service delivery to take place in the communities.

3.5.3 Capacity building as a precondition of service delivery

Capacity in the local government is an essential ingredient in delivering services to the residents. If leaders in the local government lack capacity, service delivery will also fail. Therefore, capacity building is necessary and important. Municipalities have a responsibility to build capacity among their elected and bureaucratic leaders but this should not happen in isolation, and should involve the community within which a municipality has jurisdiction. One of the requirements to build capacity is to train both elected councillors and bureaucrats. These types of skills could enable leaders to accomplish projects for sustainable service delivery. Another important requirement for capacity building is to employ and deploy competent and skilled staff. However, the deployment of comrades by the political party that had won municipal elections compromises the ability of the municipalities to perform well. To emphasise the need for the municipalities to employ qualified people for the job as a condition of quality service delivery, Matshabaphala (2014:1012) remarks:

> "…*the insiders close themselves in and close the outsiders out even if this means closing out some of the people with better skills that can assist with the enhancement of the quality of services rendered to the public. The traditional practice of cliques and cabals, where those connected to the inner circle get preferential treatment, and the outsiders are kept at the margins, is still in place.*"

Appointments that are not based on merit but on the connections with the governing elites are fundamentally corrupt. Malpractices in the municipalities with regard to appointments include overlooking people with skills, knowledge and ability in favour of less qualified persons who do not add value to quality service delivery. Skills must be performed at a level of competence and a skilful employee is more productive than a person without skills. On the other hand, Nengwekhulu (2009:341) observes that:

> "*Shortage of skills has been blamed for the slow pace of service delivery, poor quality of services being rendered, etc. But whilst the*

shortage of skills does occupy a central position in the delivery of public service, skills shortage alone cannot however explain public service delivery inertia; other factors such as corruption, nepotism, interference in the day-to-day management and administration of departments by political principals, such as ministers and MECs, the Weberian organisational structures of departments, must also be considered."

From Nengwekhulu's (2009) perspective, when assessing capacity building as a prerequisite of service delivery in the local government, comprehensive analysis should be done. Shortage of skills alone cannot be attributed to the failure of municipalities in providing services to their residents. Other deficits such as nepotism, corruption and political interference are also to blame for poor capacity building and inadequate performance by the local government. Nengwekhulu (2009:341) further remarks that:

"*The slavish focus on skills shortage alone will not necessarily lead to improved performance. Indeed, some of the worst performers in the public service are people with impressive skills. The problem is, however, not that the country suffers a shortage of skills, but also that it suffers from the shortage of quality skills.*"

In addition to the unavailability of skills that affect service delivery in local government is the scarcity of quality skills in the country in general. For the municipalities to offer quality service delivery, quality skills are essential in the improvement of performance by the elected councillors and bureaucrats. In-service training needs to be improved to move municipal officials from skilled to quality skilled personnel. This will also create a window of opportunity for the municipalities to not only build capacity from within but also to recruit people with the necessary skills that are excellent in order to change the image of the local government institution.

3.5.4 Promotion of a safe and healthy environment

Whilst municipalities through their cities are determined to introduce economic development through industrialisation, there is also a need to promote healthy and safe standards to protect the environment. Cities are sources of greenhouse gases from emissions from cars and industries which contribute to climate change across the municipalities. In addition to these problems, poor waste management, inappropriate land use and increasing pollution exacerbate the environmental conditions of the cities in the municipalities (National Planning Commission, 2013). Local politicians, as important drivers of climate change adaptation and mitigation, are expected to show political will and leadership to promote a safe and healthy environment.

Effective responses to a safe and healthy environment require local government through its municipal leadership to be more accountable and efficient in resource management. Proper safe and healthy environment policy requires meaningful participation from all citizens and effective response in leadership to develop and maintain existing infrastructures (National Planning Commission, 2013).

For example, using CoJ as a case study, there are mines and rising water tables which increase the risk of acid mine drainage that leaches into drinking water used in informal settlements. Through collaborative and cooperative governance of municipalities, if there is political will on the part of the elected and bureaucratic leaders, CoJ could effectively deal with socioecological systems and environmental change.

3.5.5 Provision of democratic and accountable government to local people

According to section 151(2) of the Constitution (1996), the executive and legislative authority of the municipalities is vested in the municipal council.

This means that the municipal council has both lawmaking and administrative responsibility for municipalities. Through its various committees, the municipal council is mandated in terms of the constitution to promote local democracy. The promotion of social equality for residents of a municipality means that communities are encouraged to take part in the local government elections regularly. The freedom of local people to exercise their rights through participating in local government elections and municipal by-elections is embodied in the free, fair and regular elections which the municipalities undertake under the oversight of the Independent Electoral Commission of South Africa (IEC). To emphasise the need for elected councillors and bureaucrats in the municipalities to account to the electorates, Ndebele and Lavhelani (2017:343) observe that local government is mandated:

> "…*to provide democratic and accountable government for local communities, which should include community involvement and the promotion of social and economic development. This developmental mandate calls for local government to prioritise the basic needs of the community, have a development orientation, be responsive to people's needs and encourage people to participate in policymaking.*"

The municipal council, through its councillors, should provide feedback on the issues and concerns raised by their communities. The ward councillors, to show that they comply with the principle of accountability and democracy, should hold regular meetings with the communities they represent in the municipal council to hear concerns and communicate projects to be undertaken in the future as well as requesting input. Accountable and democratic government results when the elected councillors report to the community they serve any failures or successes on a regular basis or as required. Reacting to public protests from communities defeats the purpose of electing ward councillors who are elected to serve their wards. This means that councillors should not wait for residents to stage a public protest before they respond to the concerns being raised. Waiting for residents to

first engage in public protests and shutdowns shows that leaders in the municipalities most likely do not have adequate plans for service provision.

3.6 THE MUNICIPAL ELECTION IN THE CONTEXT OF SOUTH AFRICA

In South Africa a municipal election takes place every five years as prescribed by constitution. To date, other than the 1995 local government elections, municipal elections took place in 2000, 2006, 2011 and 2016. At the time of writing this thesis, the local government elections were scheduled for 2021. Explaining the South African municipal electoral rules, Ferree (2018:948) observes that:

> "*Metropolitan and local municipalities employ mixed-member proportional (MMP) electoral systems, filling half the seats through single-seat plurality ward races, and the other half through municipalities-wide closed-list proportional representation (PR). Voters cast two ballots in metro or local elections; one for a ward councillor and one for a municipal-level closed party list. Independent candidates can run in ward races, but not for PR seats.*"

After the voters have voted, the votes are tallied by the officials from the IEC. To know the number of seats each party has won in the metro election, its total votes of both proportional representation (PR) and ward are divided by the allocation of the total seats in the municipal council (Local Government Municipal Structures Act, 1998:70; Ferree, 2018:948). However, to compensate for the number exceeding the ward seats won, using the biggest remainder system, the party is allocated PR seats (Ferree, 2018:948). In district municipalities 60% is filled by the representatives from local councils and 40% from PR councillors chosen in a single district-wide PR election. After the completion of the tally process, a municipal council can be constituted and begin its business to implement national, provincial and local government policies. Municipal governments, *inter alia*, are formed to take care of service delivery in the local sphere. The setting up of new municipalities in South Africa was intended to eradicate the colonial and

apartheid legacy of separate development. However, the legacies of colonialism and apartheid, and the subsequent effects of corruption and state capture remain unresolved despite a wide range of efforts made by both government and civil society to address these challenges.

3.7 THE CREATION AND REORGANISATION OF THE MUNICIPALITIES

To provide redress for past injustices that took place during the colonialism and apartheid periods, the local government institutions were created within a system of cooperative governance. It was within the local government institution that the municipalities were created and reorganised to be able to deal with the challenges emanating from colonial and apartheid legacies. In relation to the composition of the local government and establishment of the municipalities, the Constitution (1996 [section 155]) proclaims that:

> "*The local sphere of government consists of municipalities, which must be established for the whole of the territory of the Republic.*"

The statement above was instructive to the state to create municipalities within the ambit of the local government in South Africa. This became a reality when the Constitution (1996 [section 155]) decreed the establishment of municipalities as follows:

> "*(a) Category A: a municipality that has exclusive municipal executive and legislative authority in its area. (b) Category B: a municipality that shares municipal executive and legislative authority in its area with a category C municipality within whose area it falls. (c) Category C: a municipality that has municipal executive and legislative authority in an area that includes more than one municipality.*"

It is these categories which govern the differences in power and functions of the municipalities. Local government consists of two hundred and fifty-seven (257) municipalities which are divided into eight (8) Category A municipalities, forty-four (44) Category B municipalities and two hundred and five (205) Category C municipalities at the time of writing this thesis

(Auditor-General South Africa, 2013). The number of the municipalities is not static because it depends on the planning of the government and the needs of the communities.

For the purposes of structural adjustment of municipalities, the Municipal Structures Act was passed in 1998. The purpose of this Act was to inform the setting up of municipalities to classify and define them as well as appropriately providing functions and powers. It further stipulated the structures, internal systems and political posts of municipalities through regulation. This Act reinforced the constitution's determination of categorising municipalities into A, B and C type entities in order to align them with the municipal government systems which created a collective executive system, mayoral executive system, plenary executive system, sub-council participatory system and ward participatory system. Whilst a collective executive system means that the executive leadership of the municipality lies with an executive committee which exercises its power collectively, the mayoral executive system confers the executive leadership of the municipality on the mayor assisted by the mayoral committee. The plenary executive system gives executive authority to the municipal council. The sub-council participatory system delegates power in certain parts of the municipality to sub-councils. The ward participatory system delegates power to ward committees to deal with matters of local concern (Local Government: Municipal Structures Act, 1998).

A category A municipality has the combination of mayoral executive system, collective executive system, sub-council participatory system and ward participatory system. A category B municipality has combined powers of sub-council participatory system, ward participatory system, mayoral executive system, collective executive system and plenary executive system. A category C municipality enjoys a combination of mayoral executive system, collective executive system and plenary executive system only (Local Government: Municipal Structures Act, 1998).

Each municipality must have a municipal council, consisting of councillors and should meet every quarter in the year. The municipal council is required to develop mechanisms to consult the community and local organisations on the performance and exercise of its functions and powers. Local organisations may include the South African National Civic Organisation (SANCO) as one example, and other community groups which have an interest in the affairs of the local people. These community groups can serve as watchdogs of the municipal leadership's response in matters of service delivery. If community members through their local groups and organisations are consulted when these objectives are set and when they are implemented, it would increase community participation and hold those responsible accountable for their actions. The composition of the different municipal councils depends on the national common voters' roll of the people registered in that municipality's segment as determined by the Minister of Cooperative Governance and Traditional Affairs. In determining the number of the councillors, the Local Government: Municipal Structures Act (1998 [section 33]) states that each municipal council:

> "*(a) must be determined in accordance with a formula determined by the Minister by notice in the Government Gazette, which formula must be based on the number of voters registered on that municipality's segment of the national common voters' roll on a date determined in the notice; (b) may not be fewer than three or more than 90 councillors, if it is a local or district municipality; and (c) may not be more than 270 councillors, if it is a metropolitan municipality.*"

The composition of the municipal councils may not be static as circumstances determine the need for the decrease or increase in the number of the councillors who are required to serve. In actual fact, municipal council composition is determined by the size of the municipality (in terms of the number of wards existing in a specific municipality and for districts it would be determined through the formula that the MEC has to apply in determining the size of council). A case in point is the CoJ council which has

two hundred and seventy-one (271) councillors during the time of writing this thesis in 2021. The municipal council is chaired by the speaker in terms of rules and orders of the council. The speaker is elected during the inaugural meeting of the council. The powers and functions of the executive and ward committees, executive mayors and mayors are important although do not fall within the scope of this thesis. As an administration within the three spheres of cooperative governance, municipalities have roles to play and powers to exercise within local government.

3.8 INTERGOVERNMENTAL RELATIONS IN SOUTH AFRICA

The role of intergovernmental relations (IGR) is to strengthen the relations between the three spheres of government and to ensure that each sphere's relations are exercised optimally. Furthermore, there should be a seamless and mutually supportive exercise of power and authority. This requires that these spheres should work together and in harmony with one another. IGR ensures that there is harmonious engagement between spheres of government. Commenting on the importance of intergovernmental relations, Edwards (2008:68-74) defines the concept as being:

> "…*concerned with the political, financial and institutional arrangements regarding interactions between the different spheres of government and organs of state within each sphere. Intergovernmental relations is one of the means through which the values of cooperative government may be given institutional expression. Intergovernmental relations should promote relationships with a wide range of stakeholders through multi-sphere dialogue – this includes liaison with local government, provinces, sector departments and other state and non-state actors to promote service delivery, economic growth and social upliftment.*"

Intergovernmental relations provides for collaboration through different councils and forums between the national, provincial and local government spheres. The representatives from all spheres are tasked with deliberating

on matters in such a way that there is fairness of participation (Edwards (2008). The question to be addressed is whether such a collaboration achieves its intended outcome. The current response is in the negative, as seen in the continued public protests. Furthermore, high levels of unemployment and inequality persist which indicates that such collaboration is not sufficiently productive. The intention is that national departments should be properly coordinated and work together. The same applies to the province and all the municipalities in each province. Through various structures created in terms of different legislation, the national departments, provincial departments and municipal agencies cooperate and collaborate in their joint efforts to advance service delivery. The system of intergovernmental relations enhances cooperative governance in a way that each sphere of government reinforces their structures to collaborate with those of the other spheres to promote service delivery in the whole of South Africa.

The constitution and other various statutes regulate, organise and govern the system of intergovernmental relations of different spheres of government. In addition to the constitution, the Intergovernmental Fiscal Relations Act (1997), Municipal Structures Act (1998), Municipal Systems Act (2000) and Intergovernmental Relations Framework Act (2005) govern intergovernmental relations in South Africa. Each statute has a statutory provision that applies to all the spheres of government. The Intergovernmental Fiscal Relations Act (1997 [section Preamble]) proposes the following:

> "*To promote co-operation between the national, provincial and local spheres of government on fiscal, budgetary and financial matters; to prescribe a process for the determination of an equitable sharing and allocation of revenue raised nationally; and to provide for matters in connection therewith*."

As a practice of promoting intergovernmental relations, the Act provides for a budget council, local government budget forum and processes of revenue-sharing among the spheres of government. The three creations of this Act are responsible for the legal coordination of all the spheres of government. What is clear is that local government is still receiving less revenue share compared to the national government (Intergovernmental Fiscal Relations Act, 1997). The revenue share allocated to the local government is inadequate. Due to the high rate of unemployment in most of the municipalities, they are unable to collect the revenue that is due to them from the residents. This situation negatively affects the provision of service delivery.

The budget council consists of the Minister of Finance and the Members of the Executive Committee (MECs) for Finance in each province. The Minister of Finance acts as the chairperson of the budget council. As a consultative body between national and provincial governments, its functions, according to the Intergovernmental Fiscal Relations Act (1997 [section 2]), include the following:

> "*(a) any fiscal, budgetary or financial matter affecting the provincial sphere of government; (b) any proposed legislation or policy which has a financial implication for the provinces, or for any specific province or provinces; (c) any matter concerning the financial management, or the monitoring of the finances, of the provinces, or of any specific province or provinces; or (d) any other matter which the Minister has referred to the Council.*"

With the operationalisation of these functions as outlined above, the intergovernmental relations on financial matters between the national and provincial governments were regulated and are governed accordingly. The meeting of the budget council will take place twice annually and may be attended by all its members including the Financial and Fiscal Commission and any individual duly invited to attend.

The local government budget forum comprises the Minister of Finance, the MECs for Finance in each province, five representatives nominated by the national organisation responsible for local government affairs, the South African Local Government Association (SALGA), and one representative nominated by the provincial organisation (Intergovernmental Fiscal Relations Act (1997). As a consultative forum between national, provincial and organised local government, its functions, according to the Intergovernmental Fiscal Relations Act (1997 [section 2]) include the following:

> "*(a) any fiscal, budgetary or financial matter affecting the local sphere of government; (b) any proposed legislation or policy which has a financial implication for local government; (c) any matter concerning the financial management, or the monitoring of the finances, of local government; or (d) any other matter which the Minister has referred to the Forum.*"

The establishment of the local government budget forum ensured that the intergovernmental relations of national, provincial and local government on financial matters are taken care of. This forum created an orderly process of discussing the financial issues affecting each sphere of government to create a seamless administration of funds. The meeting of the budget forum occurs once a year and in addition to its members, including the Financial and Fiscal Commission, the meeting may be attended by individuals duly invited to do so at the discretion of the chairperson.

The processes of revenue-sharing among the spheres of government, as guaranteed in the constitution, should be done by the Minister of Finance in agreement with the Financial and Fiscal Commission. It is the Financial and Fiscal Commission that submits the recommendations for the relevant financial year to parliament, provincial legislatures and the Minister. These recommendations, as submitted to parliament, provincial legislatures and

the Minister, according to the Intergovernmental Fiscal Relations Act (1997 [section 10]) contain the following:

> "*(a) an equitable division of revenue raised nationally, among the national, provincial and local spheres of government; (b) the determination of each province's equitable share in the provincial share of that revenue; and (c) any other allocations to provinces, local government or municipalities from the national government's share of that revenue, and any conditions on which those allocations should be made.*"

The above determination is debated in parliament and provincial legislatures before being adopted as revenue-sharing among the three spheres of government. The revenue-sharing is also a process where intergovernmental relations related to financial matters are guaranteed and reinforced legally. In relation to the creation of municipalities and their categories as well as functions and powers, the Local Government: Municipal Structures Act (1998 [section 14]), as amended, states the following:

> "*To provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipality; to establish criteria for determining the category of municipality to be established in an area; to define the types of municipality that may be established within each category; to provide for an appropriate division of functions and powers between categories of municipality; to regulate the internal systems, structures and office-bearers of municipalities; to provide for appropriate electoral systems; and to provide for matters in connection therewith.*"

Though this Act does not prescribe how the three spheres of government should exercise their intergovernmental relations, it provides a legal remedy in terms of the types of municipalities and powers conferred on them. In the process of guaranteeing intergovernmental relations between the spheres

of government, the Local Government: Municipal Systems Act (2000 [section Introduction]) prescribes the following:

"*To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities, and ensure universal access to essential services that are affordable to all…to establish a framework for support, monitoring and standard setting by other spheres of government in order to progressively build local government into an efficient, frontline development agency capable of integrating the activities of all spheres of government for the overall social and economic upliftment of communities in harmony with their local natural environment…*"

The provisions of this Act reinforce the intergovernmental relations whilst calling on the other spheres of government to create frameworks that can be used for benchmarking, monitoring and supporting local government to realise its social and economic development objectives. It is believed that, without various statutes passed to reinforce intergovernmental relations, the different spheres might work in isolation or against each other which would further undermine the very purpose they were created to achieve, that is, to work seamlessly to advance constitutional democracy. To further strengthen the role of the three spheres of government, the Intergovernmental Relations Framework Act was passed in 2005. Its main purpose was to coordinate and regulate relations between the three tiers of government. It further provides for procedures and mechanisms to settle disputes between the national, provincial and local governments in the conduct of their affairs. In regulating relations between the three tiers of cooperative governance, the Intergovernmental Relations Framework Act (2005 [section 4]) explains its purpose as being:

"*… to provide within the principle of cooperative government as set out in Chapter 3 of the constitution a framework for the national government, provincial governments and local governments, and all*

organs of state within those governments, to facilitate co-ordination in the implementation of policy and legislation, including (a) coherent government; (b) effective provision of services; (c) monitoring implementation of policy and legislation; and (d) realisation of national priorities."

To promote and facilitate intergovernmental relations between the national, provincial and local governments, different structures were created, which among others included the President's Coordinating Council, intergovernmental technical support structures, and municipal, provincial and national intergovernmental forums. The composition of these structures varies in terms of the roles they play within cooperative governance.

The President's Coordinating Council consists of the President, the Deputy President, the Minister in the Presidency, the Minister, the Cabinet member responsible for finance, the Cabinet member responsible for the public service, the Premiers of the nine provinces, and a municipal councillor designated by the national organisation representing organised local government. As a consultative structure, the President's coordinating council's main role is to consult on the accomplishment and implementation of this Act's four objectives as explained above in this section. Accordingly, the President becomes the chairperson, and convenes and determines, with the help of the Minister, the agenda of the council.

The national intergovernmental forum comprises the cabinet member responsible for the functional area for which the forum is established, any Deputy Minister appointed for such functional area, the members of the executive councils of provinces who are responsible for a similar functional area in their respective provinces, and a municipal councillor chosen by the national organisation representing organised local government, but only if the functional area for which the forum is established includes a matter assigned to local government (Intergovernmental Relations Framework Act,

2005). As a consultative body, the role of the national intergovernmental forum is to report back on matters referred to it by the President's coordinating council. The relevant cabinet member is the chairperson of the forum, who convenes and sets the agenda of the meeting with the help of the Cooperative Governance and Traditional Affairs Department. In the South African environment, the Minister of Cooperative Governance and Traditional Affairs (COGTA) is the chairperson of the national intergovernmental forum.

The premier's intergovernmental forum comprises the premier of the province; the member of the executive council of the province who is responsible for local government in the province; any other members of the executive council designated by the premier; the mayors of district and metropolitan municipalities in the province; the administrator of any of those municipalities if the municipality is subject to an intervention in terms of section 139 of the constitution; and a municipal councillor designated by organised local government in the province (Intergovernmental Relations Framework Act, 2005). Its role is to consult for the premier of a province and local governments. To facilitate and promote intergovernmental relations between the province and local governments, the premier may establish provincial intergovernmental forums to deal with specific matters affecting the two spheres of government. The composition and role of a provincial intergovernmental forum must be determined by the premier of the relevant province. The premier may establish interprovincial forums to promote and facilitate intergovernmental relations between those provinces (Intergovernmental Relations Framework Act, 2005).

The municipal intergovernmental forum consists of the district intergovernmental forum and inter-municipality forum which consists of the mayor of the district municipality; the mayors of the local municipalities in the district or, if a local municipality does not have a mayor, a councillor designated by the municipality; and the administrator of any of those

municipalities if the municipality is subject to an intervention as determined by section 139 of the constitution (Intergovernmental Relations Framework Act, 2005). As a consultative body, the role of the district intergovernmental forum is to consult the district municipality and local municipalities on matters of common interest which include, among others, issues of planning and development in the district and arising from the premier's intergovernmental forum; the need for mutual support; coordination and alignment of provision of services, strategic and performance plans and priorities, objectives, strategies of the municipalities in the district; and finally the drafting and implementation of the national and provincial policy and legislation relating to matters affecting local government interests in the district. The chairperson of the district intergovernmental forum chairs and convenes and sets the agenda of the meeting, with the assistance of the district municipality which provides administrative and support services.

To promote and facilitate intergovernmental relations between the municipalities, the municipalities are empowered to establish inter-municipality forums. The participating municipalities may formulate the agreement to determine the composition, role and operations of the inter-municipality forum. As a consultative structure, the inter-municipality forum's role is mainly to consult and discuss issues of mutual interest which may include the sharing of information, best practice and capacity building; collaborating on dealing with the municipal developmental challenges of the participating municipality; and any other important strategic matter related to the interests of the participating municipalities (Intergovernmental Relations Framework Act, 2005).

The intergovernmental technical support can create structures whenever a need arises for formal technical support to the forum. The intergovernmental technical support structures consist of officials and any other persons representing the governments or organs of state participating in the intergovernmental forum. Rules governing its internal actions must be

established. These measures should include, among others, the name and terms of reference of the intergovernmental structure; the functions of the chairperson; designation of a person to preside at a meeting in the absence of the chairperson; functioning of the intergovernmental structure as a whole; the frequency of meetings and the manner in which meetings must be convened; adoption of resolutions or recommendations; settlement of intergovernmental disputes between the parties or that are referred to the intergovernmental structure for settlement; and amendment of its internal rules (Intergovernmental Relations Framework Act, 2005).

3.9 THE VARIOUS SOURCES OF REVENUE IN THE MUNICIPALITIES

There are various sources of revenue which municipalities use to fund their projects and sustain themselves monetarily to implement service delivery. To empower the municipalities to become self-sufficient financially, the Constitution (1996 [section 228]) recommends the collection of:

> "*(a) rates on property and surcharges on fees for services provided by or on behalf of the municipality; and (b) if authorised by national legislation, other taxes, levies and duties appropriate to local government or to the category of local government into which that municipality falls, but no municipality may impose income tax, value-added tax, general sales tax or customs duty.*"

Municipalities get proceeds from the assessment rates. Assessment rates are based on the collection of property taxes, taxes, levies and duties. The proceeds of these taxes can be used to finance service delivery. Apart from charging for the supply of electricity and water, municipalities also get funds for the provision of services on sewerage and sanitation from the households (Constitution, 1996 [section 228]). Another revenue source of the municipalities is 'closed or ring-fenced' tariffs charged from abattoirs and fresh-produce markets which in CoJ is situated in City Deep. Municipalities also receive rates from libraries, sports facilities and community halls to generate revenue. Municipalities are also allowed to

raise loans from the banks, insurance companies and pension fund. The municipal creditworthiness is used to borrow funds from the financial markets. To regulate the activities of the municipalities in relation to levying taxes, the Constitution (1996 [section 228]) stipulates that the municipalities:

> "*(a) may not be exercised in a way that materially and unreasonably prejudices national economic policies, economic activities across municipal boundaries, or the national mobility of goods, services, capital or labour; and (b) may be regulated by national legislation.*"

The limitations put forward by the constitution are meant to restrict the activities of the municipalities in relation to raising funds. These measures are intended to offer guidance and to regulate how municipalities can fund their infrastructure projects and render services to their residents. With 'national legislation' to be used to control sourcing of finances by the municipalities, this means that their actions are expected to be done in a responsible and accountable manner. Apart from the restrictions placed on the municipalities in relation to raising money for the projects and service delivery, the Constitution (1996 [section 227]) proclaims that the local government is entitled:

> "*(a)…to an equitable share of revenue raised nationally to enable it to provide basic services and perform the functions allocated to it; and (b) may receive other allocations from national government revenue, either conditionally or unconditionally.*"

The stipulated sources of revenue for the local government institutions are not without conditions. The municipalities are bound to follow certain conditions before they can withdraw from the national government coffers, as the Constitution (1996 [section 227]) warns that:

> "*Additional revenue raised by…municipalities may not be deducted from their share of revenue raised nationally, or from other allocations made to them out of national government revenue. Equally, there is no obligation on the national government to*

> *compensate…municipalities that do not raise revenue commensurate with their fiscal capacity and tax base.*"

It is clear from the conditions put forward by the constitution that municipalities do not have *carte blanche* to source revenue from the national government reserves. At the same time the municipalities are required to solidify their tax bases before they consider withdrawing funds from the national reserves. All monies collected through government taxes goes into a national pool called the national consolidated fund and parliament adopts an Act to distribute to all three spheres of government. However, equitable share is used by the municipalities to balance unequal distribution of fiscal capacity in the underprivileged communities. Before the start of every financial year, the Minister of Finance, after reaching agreement with the Financial and Fiscal Commission, tables a Division of Revenue Bill in parliament for it to be passed to facilitate appropriations of finances to the three spheres of government. The Bill becomes an Act after being adopted by parliament. There are various Division of Revenue Acts passed that were published in the Government Gazette since 1994 to enable appropriations of funds to all the spheres of government. In elaborating on the division of revenue to all the spheres of government, the Government Gazette (2016:12) outlines the object of each Division of Revenue Act to be adopted for every financial year as follows:

> "*(i) the equitable division of revenue raised nationally among the three spheres of government; (ii) the determination of each province's equitable share of the provincial share of that revenue; (iii) other allocations to provinces, local government or municipalities from the national government's share of that revenue and conditions on which those allocations are made.*"

The purpose of appropriating funds through the Division of Revenue Act before every financial year starts is to emphasise to all three spheres of government to plan and budget in advance. This is also done to enforce

transparency and accountability in the national, provincial and local government to show the quantum of conditional allocation in each sphere. The Act is silent on the percentage each sphere of government is supposed to receive from equitable share. Thus, the same is true when it comes to the municipalities. It is not clear what percentage the municipalities get from the equitable share. It can however be argued that the amount of funds allocated to a municipality would depend on the size and the ability to expand its tax base. However, what is certain is that appropriation of funds only happens after a Bill on the Division of Revenue has been passed by the parliament before the start of every financial year. After the municipalities have generated revenue, it is important that they develop a system to manage those resources.

3.10 THE APPLICATION OF LEGISLATIVE AND REGULATORY IMPERATIVES IN THE MANAGEMENT OF MUNICIPAL RESOURCES

The strict application of legislative and regulatory imperatives is essential in the management of municipal resources. This is done to ensure the promotion of administrative efficiency and effectiveness of municipalities to prevent corruption, mismanagement and embezzlement of finances.

3.10.1 The administration of public finance

To prevent corruption and fraud and to enforce the developmental agenda in the municipalities, various legislation and policies were developed and passed. In 1999 a Public Finance Management Act was passed to put into place financial control measures for the national, provincial and other public entities which include municipal agencies. The Public Finance Management Act as amended (1999 [section 2]) states the following as its purpose:

> "*…to secure transparency, accountability, and sound management of the revenue, expenditure, assets and liabilities of the institutions.*"

With the Public Finance Management Act (PFMA), the state intended to

regulate the behaviour and conduct of the procurement officials in all government institutions when tender processes are undertaken. It requires state institutions to be accountable, transparent and to have a sound management of liabilities, assets, expenditure and revenue. Municipalities are required to create a suitable procurement system which is fair, equitable, transparent, competitive and cost-effective to ensure efficient use of state resources. It is mostly concerned about the internal control processes of the municipalities. In 2004 the Prevention and Combating of Corrupt Activities Act was passed. In its preamble, the Prevention and Combating of Corrupt Activities Act (2004 [section Introduction]) proclaims the purpose as being to:

> "*…provide for the strengthening of measures to prevent and combat corruption and corrupt activities; to provide for the offence of corruption and offences relating to corrupt activities; to provide for investigative measures in respect of corruption and related corrupt activities...to provide for extraterritorial jurisdiction in respect of the offence of corruption and offences relating to corrupt activities…*"

Corrupt persons are those who aid, accept or direct gratification to improperly influencing the promotion, procurement or execution of any contract with a private organisation, corporate body, public body, private organisation or any other organisation or institution. Any individual acting contrary to regulations and who fixes the price of contracts in exchange for being rewarded will be regarded as being equally guilty of the crime of corruption and fraud.

3.10.2 The management of municipal (financial) resources

The management of financial resources in the municipalities is important to prevent negligence, mismanagement and embezzlement of funds. The Local Government: Municipal Finance Management Act was passed in 2003 and to deal with corruption (2003 [section Introduction]) was mandated to:

> *"…secure sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; to establish treasury norms and standards for the local sphere of government…"*

The Municipal Finance Management Act (MFMA) is intended to manage and secure financial affairs in a sound and sustainable manner, and establish treasury norms and standards for municipalities and other organisations in the local sphere of government. It prescribes how municipalities should handle, manage and spend finances when honouring their responsibilities for service delivery. It further empowers the National Treasury to observe the budgets of municipalities whether they are consistent with the national government's fiscal and macro-economic policy. It also involves the National Treasury in the management and monitoring of the way the municipalities use their resources in relation to borrowing, expenditure and revenue collection. The National Treasury assisted by the Provincial Treasury monitors compliance of municipalities and accounting practices as well as standards prescribed in the constitution to promote service delivery.

For the sake of promoting good financial governance, the MFMA authorises the municipalities to open and have bank accounts for preserving their revenue. When preparing the municipal budget, the municipality's mayor should take a lead in reviewing the integrated development plans (IDPs) to comply with the budget tabled. However, the views of the local communities, National Treasury, Provincial Treasury and any other organ of the municipality or state should be considered before the approval of the budget by the municipal council. In building the capacity, the national and provincial governments should assist municipalities to manage their finances efficiently, effectively and transparently. In its attempt to define the appropriateness of supply management policy which the municipalities

need to follow, the Municipal Finance Management Act (2003 [section 112]) states that:

> "*…a municipality or municipal entity must be fair, equitable, transparent, competitive and cost-effective and comply with a prescribed regulatory framework for municipal supply chain management…*"

Municipalities are mandated to outline the procedures which their entities, in particular, should follow and implement supply chain management policy. A municipal supply chain management policy should be transparent, equitable, fair, cost-effective, competitive and it should conform to the MFMA. The municipal supply chain management policy should include, among others, tenders, quotations, auctions and other competitive bidding range processes in supply chain management, procedures and mechanisms for a particular type of process and contract with the value below the prescribed amount. The MFMA forbids people with a criminal record from taking part in the bidding processes. To create a transparent process, the MFMA stipulates that people participating in the procurement should be compelled to disclose any conflict of interest if any. It further states that any person involved in the process of procurement should have been cleared by the South African Revenue Services (SARS) on matters of tax. This was done to promote ethics on the part of the officials participating in the municipal supply chain management as well as attempting to prevent corruption and nepotism and to eradicate biased practices.

Unsolicited bids should not be considered or if considered it should be done in terms of the prescribed legislative framework. It further states that any legislative framework relating to the tendering or procurement should limit the powers of the municipalities and their entities in considering the unsolicited bids received outside the normal bidding procedure. On matters regarding the approval of tenders not recommended, the municipal manager should inform the Auditor-General in writing, as well as the relevant

Provincial Treasury and National Treasury of the reasons for deviating from the recommended bid, and if it is the municipal entity deviating, with the inclusion of the parent municipality the same process the municipal manager has followed should be adhered to (Municipal Finance Management Act, 2003). The municipal manager or the accounting officer of the municipal entity is instructed to take all reasonable steps to minimise the possibility of corruption, favouritism, fraud, irregular and unfair practices by ensuring that appropriate separation of power and mechanisms are in place in the supply chain management system. It further prohibits any person from interfering with the municipal manager or accounting officer of the municipal entity in the discharge of this duty (Municipal Finance Management Act, 2003). On matters of contract and contract management, the Municipal Finance Management Act (2003 [section 116]) prescribes the following:

> "*(a) be in writing (b) stipulate the terms and conditions of the contract or agreement, which must include provisions providing for (i) the termination of the contract or agreement in the case of non- or under- (ii) dispute resolution mechanisms to settle disputes between the parties; (iii) a periodic review of the contract or agreement once every three years in the case of a contract or agreement for longer than three years; and (iv) any other matters that may be prescribed.*"

The prescription stated above was intended to protect the resources of the municipalities. This was also done to bind the parties which signed the agreement to commit to the work proposed to be accomplished. The prescriptions were also made to promote accountability on both parties that committed to the contracts. The councillors of a municipality were barred from forming part of the bidding committee or evaluating committee or any other committee that deals with the approval of tenders, quotations and contracts. Councillors may not attend procurement meetings even as observers. In addition, any person was forbidden from interfering with the supply chain management system of the municipality or municipal entity and

that tenders, quotations and contracts that have already been submitted may not be amended or altered. Municipal officials participating in the procurement processes were mandated to attend training organised by the National Treasury or Provincial Treasury to attain competency levels in supply chain management.

3.11 THE STRENGTHENING OF MUNICIPAL SERVICE DELIVERY

To strengthen service delivery, the municipalities were mandated to manage service delivery, develop local government land, initiate integrated development plans and develop the local economy.

3.11.1 The management of municipal service delivery

To facilitate the performance management of municipal service delivery, the Municipal Systems Act was passed in 2000. In seeking to manage service delivery in the municipalities, the Municipal Systems Act (2000 [section 2]) gives power to the local community to be informed of the following:

> "*(i) the level, quality, range and impact of municipal services provided by the municipality, either directly or through another service provider; and (ii) the available options for service delivery.*"

The municipal council of a municipality is mandated to provide service delivery to the local community in a way that it does not discriminate against them. The Act further stipulates that service delivery should not only be provided in an accountable and democratic manner but also without favour or prejudice to a certain section of the community. At the same time, the local people should be encouraged by the municipal council to become involved in the affairs of the municipality. This means that local community involvement in the municipalities should be authentic and practical and ensure that they determine what services they require in their residential areas. The municipal council should provide authorised

services to the people in a way that it does not compromise their well-being and livelihoods. To give effect to service delivery to the residents, the Act authorises the establishment of municipal service districts within a municipality. However, before the municipal service district can be established, the Municipal Systems Act (2000 [section 85]) stipulates that the following conditions should be met:

> "*(a) consult the local community on: the proposed boundaries of the service district; the proposed nature of the municipal service that is to be provided; the proposed method of financing the municipal service; and the proposed mechanism for the provision of the municipal service; and (b) obtain the consent of the majority of the members of the local community in the proposed service district that will be required to contribute to the provision of the municipal service.*"

With the establishment of municipal service districts, the Act governs the way municipalities perform their delivery of services to the communities they serve. It further provides for the establishment of the framework for municipal planning and performance management. It also governs service of tariff, debt collection and credit control and gives reasons for why and how the municipality should be placed under administration by the provincial government. The Act further stipulates the need for public-public partnerships and private-public partnerships to provide such service to the communities.

3.11.2 Development of local government land

In support of the constitution in relation to its right to land reform for promoting development, the Development Facilitation Act was passed in 1995 to speed up the process of land development. It was believed that the Development Facilitation Act would empower people's tenure of land for the purposes of their development and contribute in rectifying the effect of past racial discrimination. Its focus was mainly on the provision of uniform

procedures for the sub-division and development of land in both urban and rural areas. In order to provide guidance to the state on the essential processes of land development, the Development Facilitation Act (1995 [section Introduction]) proclaims the following as its object:

"*To introduce extraordinary measures to facilitate and speed up the implementation of reconstruction and development programmes and projects in relation to land; and in so doing to lay down general principles governing land development throughout the Republic; to provide for the establishment of a Development and Planning Commission for the purpose of advising the government on policy and laws concerning land development at national and provincial levels…to facilitate the formulation and implementation of land development objectives by reference to which the performance of local government bodies in achieving such objectives may be measured…*"

This Act in particular was aimed at assisting in the carrying out of Reconstruction and Development Programme and for the establishment of the Development and Planning Commission as well as development of tribunals in the provinces. It was also meant to address the spatial development challenges that had emerged from the periods of colonialism and apartheid. The establishment of the Development and Planning Commission was important because it would help to advise the state on legal and policy issues at all levels of the government. This was done to promote the quick provision and development of land for small-scale farming or residential and other needs and uses. The Act also developed measures through which the local government institutions could be assessed to verify whether they met the objectives and targets set out for them to achieve. To achieve its mandate, the Development Facilitation Act (1995 [section 28]) provided the following land development objectives:

"*(i) the integration of areas settled by low-income communities into the relevant area as a whole; (ii) the sustained utilisation of the*

environment; (iii) the planning of transportation; (iv) the provision of bulk infrastructure for the purpose of land development; (v) the overall density of settlements, with due regard to the interests of beneficial occupiers; (vi) the coordination of land development in consultation with other authorities; (vii) land-use control; (viii) the optimum utilisation of natural resources…"

The land development objectives were meant to encourage cooperation and consensus between the municipality and civil society. The public and specific stakeholders who have interests in land growth were accommodated. Working with both the national and provincial government, the local people were encouraged to participate and show interest in the development of the land. Community organisations were also encouraged to be part of land development initiatives. Private sector and non-governmental organisations were consulted in relation to development of the land. Statutory bodies and traditional authorities were encouraged to play a role to ensure that land development became everyone's business. The purpose of bringing together all the stakeholders was to make the process of land reform through development a reality and to be able to address the legacy of inequitable spatial development.

Local communities through their municipalities were empowered to initiate land development objectives which included the creation of a new system of planning for deepening and promoting democracy. The government and the public were encouraged to work collaboratively to develop integrated planning frameworks at local level to ensure that the environment was utilised in a sustainable way. This was only possible through building partnerships and cooperation between civil society, the private sector, government and non-governmental organisations (Development Facilitation Act, 1995).

3.11.3 The initiation of integrated development plans

The integrated development plans were encouraged through the intergovernmental relations between national, provincial and local government. The three tiers of government should integrate their activities to coordinate service delivery. Calls for alignment between national, provincial and local governments were propelled by matters involving the delivery of social, health, water, tourism and housing services (Constitution, 1996). The integrated development plans (IDPs) were in the form of an amalgamation of activities between national, provincial and local governments, a combination of actions between municipalities themselves and mixing of events within a municipality itself. This means that when planning is done on local level to deliver services, the national and provincial departments should be represented by officials within those divisions to be part of the workshop schedules. The local IDP process should be informed by the strategies, policies and funding from national and provincial governments to ensure seamless coordination of intergovernmental relations for the enhancement of activities of cooperative governance (Constitution, 1996).

With the integration of activities between the municipalities, it is required that, for example, the district municipality would provide their IDPs framework to the local municipalities within its jurisdiction to achieve the same objectives pursued through the amalgamation of cooperative governance. This is done to encourage both the district and local municipalities to share resources through collaboration. The integration of activities between the departments or directorates of a municipality is done to encourage the implementation of strategic objectives. The integration of different directorates within a municipality is aimed at coordinating operations to achieve the vision and mission of the municipality. Integration of municipal activities will assist the different departments to avoid working in direct contrast to each another. The communities within a municipality should participate in the drafting of the IDPs as the intention for this process

is to help solve challenges affecting the local people. The IDPs should be done in a way that all the stakeholders own the process from commencement to completion. In other words, the community participation should be encouraged by the municipalities to make it an ongoing process of meeting with the residents.

3.11.4 The development of local economy

Development of the local economy is one of the main aims of the local government institutions. To realise this objective, the Local Government: Systems Act was passed in 2000 to support the constitution on matters of local economic development. In supporting the constitution by setting out principles, mechanisms and processes which will allow for the developmental local government to thrive and empower the municipalities in the social and economic development of communities, the Systems Act (2000 [section Introduction]) has the following as its objective:

> "*To provide for the core principles, mechanisms and processes that are necessary to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure universal access to essential services that are affordable to all; to define the legal nature of a municipality as including the local community within the municipal area, working in partnership with the municipality's political and administrative structures…*"

Small business enterprises were to be established to provide employment and thereby reduce poverty. The municipalities through this Act were encouraged to promote local entrepreneurs to start initiatives that were employment-driven targeting the destitute communities and their people. This Act encouraged the municipalities to attract investment into the local communities and support informal businesses to increase economic growth. Stimuli for local economic development would include several concessions such as rebates to be made by municipalities to attract prospective investors

to invest in the areas which require urgent attention for economic development within their jurisdiction.

However, investment by businesses and industrialists requires the local community where these economic developments are planned to have to work together with potential investors. The local community targeted for economic development through CPF would have to ensure the safety, working with local municipal police and the South African Police Service (SAPS), of the enterprises. The expected investors, to ensure the success of local economic development (LED), should have realistic and practical strategies which are short-term, medium-term and long-term in nature.

3.12 THE BUDGETING PROCESS IN THE MUNICIPALITIES

The management of municipal finance is centred around the budget processes. Budgeting is informed by IDPs because they indicate the projected revenue and expenditure. The budget of the municipality is divided into operating and capital expenditure (Van der Waldt, 2017). The budget can only be finalised once performance reports, annual financial and audited financial statements are issued and debated in the municipal council (Van der Waldt, 2017). Writing about the state of local government budget processes in Botswana, Nengwekhulu (2008:171-172) remarks that:

> "*The budget is a tool by means of which local government allocates and manages its finances. The procedures which are intimately associated with the preparation of, and controls exercised through the budget, also provide the basis for regulating and managing local government expenditure and income and determining and fixing the size of the rate levy in Botswana. The local government budget day is like that in Parliament.*"

This illustrates the importance of the budget, not only in South Africa, but across the Southern African Development Community (SADC). Municipalities must ensure that the budget is used for what it is intended to

avoid mismanagement and embezzlement of funds as well as irregular expenditure. Irregular expenditure, embezzlement and mismanagement of financial resources lead to service delivery challenges in many municipalities.

The system of local government budgeting used in Botswana is similar to the South African system as regards the occurrence and the nature of the municipal budget. By its importance to the communities, the budget day in South Africa is similarly observed because it is used to finance and develop societies economically. This means that the municipal budget day in Botswana is comparable to that of South Africa. What is certain, however, is that the municipal budget considers related policies, namely tariff policy as outlined in section 74 of the Municipal Systems Act of 2000; rates policy – as per section 3 of the Property Rates Act; and the credit control and debt collection policy developed in terms of section 96 of the Municipal Systems Act of 2000 (Van der Waldt, 2017:174). The mayor or executive mayor of the municipality, in the preparation of the municipal budget, should take a lead in reviewing and canvassing the IDPs to comply with the budget tabled. According to section 23(1)(a)(b) of the MFMA (2003), the views of the local communities, national and provincial treasury and any other organ of the municipality or state, should be considered before the approval of the budget by the municipal council to ensure that it gets support from the relevant stakeholders.

3.13 THE STATE OF SOUTH AFRICAN MUNICIPAL FINANCES

The present state of South African municipal finances is concerning. Municipalities are failing to deliver services to their residents due to financial instability. There are various reasons for poor financial management. South Africa's National Planning Commission (2016:434) notes that the metropolitan municipalities have:

> "*Highest levels of wealth in the country, but also high levels of poverty and service delivery backlogs. These municipalities produce much of*

the country's economic wealth and therefore need to protect and enhance their economic status. They also need to protect the interests of the poor and marginalised. The challenge is particularly pressing due to the impact of apartheid on urban spatial patterns – many of the poor are located far from places of work in historically deprived areas with limited access to basic services."

The National Planning Commission (2016) expressed its concerns regarding the way in which the metropolitan municipalities have wealth but are still confronted by the high rates of service delivery backlogs and poverty. The question that has to be asked is where the money goes if the metropolitan municipalities have amassed wealth over a period of time. The fact that local people continue to experience poverty and unemployment in the municipalities indicates that municipal leaders have not addressed the challenges adequately.

The poor state of South African municipalities is unjustifiable and is due to the limited application of clear legal measures to enforce both elected and public functionaries to account to the communities they are supposed to serve. The issue of the residents' sustained culture of not paying for services also exacerbates the already dire situation of the municipalities. Writing about the local government finances in Botswana which seems to be in support of the previous view, Nengwekhulu (2008:170) comments that:

"*This inability for self-financing by local government for their development projects afflicts most, if not all, local government authorities including South African local government authorities. The situation was even worse in South Africa during the years of apartheid, especially about the pseudo black local government authorities. This situation was aggravated by the boycotting of the payment of rent and service charges to an illegitimate racially based local government system.*"

The historical refusal to pay for services is continuing in South Africa and particularly in the townships and informal settlements where illegal connections of electricity and water and the hijacking of social housing has become widespread. The culture of non-payment of services is widespread across several metropolitan municipalities including CoJ. The expansion of informal settlements around the big metropolitan municipalities contributes to an already dire situation. The matter of migration from the rural areas to the metropolitan municipalities like CoJ also poses a great challenge in terms of, *inter alia*, the provision of health, water, electricity and housing to a system which is already strained.

Residents who are not paying for their municipal services in the metropolitan municipalities like CoJ sometimes utilise their finances to improve their lifestyles (Zybrands, 2013). Furthermore, there is often poor financial management by leaders responsible for the coffers of the municipalities. As a result, municipalities find themselves in a constant spiral of "debt, lower revenues and increasing backlogs in service delivery" (Zybrands, 2013:150). For this bad situation to be addressed in the municipalities requires political will and determination from the elected councillors, bureaucrats and municipal trade union leaders working together with community activists, residents and law enforcement agencies to implement legislative and regulatory imperatives to hold those responsible for corruption, mismanagement and embezzlement of finances accountable. If municipalities want to turn around the bad financial situation which undermines their ability to provide services to the residents, they should employ suitable qualified and competent people. The widespread system of cadre deployment and skewed implementation of policies allows nepotism to flourish and contributes to sluggish service delivery which harms the social and economic development of communities. Lack of commitment from the leaders of the municipalities feeds into the residents' continued unwillingness to pay for rates and services which further denigrates the municipal finances.

3.14 PROBLEMS CONFRONTING MUNICIPALITIES IN SOUTH AFRICA

South African municipalities are failing to execute their mandate in relation to section 152(1) of the Constitution (1996:87). Some of the challenges that municipalities are experiencing can be traced back to the colonial era. Service delivery during the colonial system of government was skewed in favour of White people and against most Black people. After the creation and reorganisation of municipalities in the new democratic dispensation, South Africans hoped for better service delivery, but this was not realised as municipal problems persisted without recourse. Addressing the media on the interventions to support troubled municipalities on 20 March 2018, Mkhize (2018:3) remarks:

> "*The current situation in municipalities indicates that there is limited in-house experience for managing infrastructure projects, handling tender documents and meaningfully interacting with contractors. There is also limited scheduled maintenance of infrastructure taking place. These challenges make it difficult for municipalities to spend the funds they obtain from national government to assist them with infrastructure development.*"

This situation identifies, for example, the dilapidated infrastructure which the municipal leadership has no plan to refurbish. For example, CoJ's central business district (CBD) buildings have been decaying and this requires leadership that is resolute in order to address the challenges. Furthermore, the leadership at CoJ has failed to deal with the influx of migrants from both the rural areas of South Africa and from other countries who may be unemployed and contribute to the challenges of overcrowding, poverty and inequality. The reason for migration to large cities like Johannesburg is the hope of employment opportunities and RDP houses. Writing about the dilemmas facing the municipalities, Zybrands (2013:158) comments:

> "*…inner-city decay, crime, violence, drug dealing and prostitution are taking their toll. Municipalities in South Africa are owed in excess of R50 billion in arrears for rates and services. Many municipalities are*

technically bankrupt, i.e. unable to pay recurrent expenditure. The institutional investment community is very pessimistic about the future of municipalities."

These and other difficulties facing municipalities undermine progress and development as required in terms of the Constitution (1996) to improve the social and economic situations of the people living within their jurisdictions. Some municipalities are poorly managed or have limited human and financial resources with which to deliver services. In other municipalities, there is inadequate bulk infrastructure to supply all households with electricity and water services.

Even where infrastructure is available, households often do not manage to pay for adequate water and electricity to cook and stay warm, or the travel costs to seek work opportunities. Many households are too poor to pay the costs of services. A large number of new urban residents, mainly youth and unemployed or involved in marginal enterprise, is growing rapidly, and this calls for a positive response from the municipalities because disillusioned youth are both a lost resource and a threat to society. This phenomenon contributes towards 'urbanisation of the impoverished and underprivileged' in search of a better life, particularly in metropolitan areas like CoJ.

These problems and many others retard the promotion of social and economic development. Service delivery is sluggish in several municipalities. This results in community protests that often turn violent. This has been a norm in informal settlements like Thembalihle, Slovo Park, Kliptown, Alexandra and other places within the CoJ. Community protests undermine the reputation of the CoJ which in some instances is exacerbated by corruption and tender irregularities. Mistrust creates a wedge between communities and leaders in municipalities which further worsens the situation. The problems besetting the performance of the leadership in the municipalities, and particularly at CoJ are analysed in chapter four.

3.15 CHAPTER SUMMARY

The chapter evaluated the origin, place and role of the South African local government. Different definitions of the concept of local government were surveyed and identified to understand its meaning and characteristics as well as to enable this study's operational definition. It concluded that the postcolonial South African local government has some elements of precolonial local government arrangements and it was found to be an antithesis of colonial local government by its colonial leanings. It further demonstrated that the South African local government finds its place within a cooperative governance framework and that the local government has various roles to play within the political, social and economic environment.

Apart from describing the nature of the municipal elections within the context of South Africa, the chapter also illustrated the creation and reorganisation of the municipalities to enable them to address the effects of colonialism in which service delivery was skewed in favour of the areas where White people lived at the expense of the Black areas. It further demonstrated that the intergovernmental relations between spheres of government are arranged in a way that they work together and in harmony with one another. It elaborated on the various sources of revenue in the municipalities and how they can be managed and administered by applying different legislative and regulatory imperatives. Of importance was the evaluation of the different ways in which the municipal service delivery can be strengthened.

The explanation of the process of budgeting in the municipalities proved to be significant as it improves the management of the finances. Evaluating the state of finances in the municipalities is seen as crucial because of its contribution to the problems confronting the performance of the leadership in the municipalities.

CHAPTER FOUR
AN ASSESSMENT OF THE NATURE AND QUALITY ROLE OF LEADERSHIP IN SERVICE DELIVERY AT THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY

4.1 INTRODUCTION

This chapter assesses the nature and quality role of leadership in service delivery at CoJ. The different definitions of leadership by various scholars are appraised to inform the formulation of this study's leadership construct. Its attributes will be used as a point of reference to compare with the nature and quality role of leadership as practised by the public leaders at CoJ to understand whether they are compatible with, and relevant to each other. The various dimensions of leadership styles are also evaluated to understand what they are and how they are applied by leaders in a real-life situation. Moreover, few selected leadership theories are also analysed to understand why and how were conceptualised. The quality roles of leadership as applied by leaders across the globe should produce better results in their various organisations when assessed against the performance of the leadership at CoJ. The evaluation of qualities of good governance and good leadership is undertaken to understand the impact they have on the improvement of service delivery. The examination of the applicable institutional capacity and human resources is important because of its ability to empower public leaders to fully harness the entire system of a municipality. The problems that undermine the performance of leadership in municipalities are also assessed to understand how they can be resolved.

4.2 THE NATURE OF LEADERSHIP IN SERVICE DELIVERY

The nature of leadership means different things to people. There is no universal consensus as to what leadership includes and means. An assessment of various definitions put forward by different scholars provides

a collective structure on which the definition of leadership could be grounded. An effort is made to assess a handful of widely held definitions of leadership. Bass (1990:19-20) defines leadership as:

> "…an interaction of two or more members of a group that often involves a structuring or restructuring of the situations and perceptions and expectations of the members…Leadership occurs when one group member modifies the motivation or competencies of others in the group. Any member of the group can exhibit some amount of leadership…"

Bass's (1990) description of leadership seems to be hierarchically rigid because of its emphasis on one member with the ability to contribute to the modification of other group members to acquire additional skills and inspiration. There is, however, an acknowledgement that other group members, depending on their capabilities, could also emerge as leaders if they influence group associates to alter their original perceptions of how they view what motivates or inspires them. What also stands out appears to be a reformation of members' expectations or situations. This means that members of a group should meet and communicate about what they need to accomplish. In the process of their discussions, whoever exerts power or authority to change other group members' capabilities so that they start to see or understand things differently would emerge a leader. Finucane (1974:19) quotes Julius Nyerere as saying that:

> "Leadership means talking and discussing with the people, explaining and persuading. It means making constructive suggestions and working with the people to show by actions what it is you are urging them to do. It means being one of the people and recognizing your equality with them. But giving leadership does not mean usurping the role of the people. The people must make decisions about their own future through democratic procedures. Leadership cannot replace democracy; it must be a part of democracy."

From this definition it is apparent that a leader has a role to promote participatory leadership within the team members. This definition shows that decisions taken should be an outcome of people discussing issues as equals with a leader. It emphasises that leadership should be a democratic process where people take decisions on the course they want to follow. A leader paves the way for a democratic process to unfold without assuming people's roles but persuading them through useful proposals for people themselves to chart the way forward. Hallinger and Heck (1998:173) explain that:

> "*Leadership enhances organizational performance and survival by affecting social structures, the regularized aspects of relationships existing among participants in an organization.*"

This definition is purposeful rather than explanatory as it focuses on what leadership does without elucidating how that can be achieved. If members share a similar vision within their group, there is a possibility of improving the performance and survival of an organisation. This is so because leadership exists within the ambit of group members mingling together to change each other's perspectives in an informal way. This view does not suggest that those in formal leadership positions should be rendered redundant but to reinforce the idea of collaboration between individuals of their own volition. Harris (2004:12) observes that:

> "*Leadership…resides in the human potential available to be released within an organization.*"

The problem with this definition is that it assumes leadership to be innate to an individual, only waiting to be unleashed in the organisation. It fails to recognise that leadership can take place outside the formal organisation as long as there is a group of people working together to achieve a goal. This definition asserts that it is an organisation that could realise people's leadership attributes and not individuals themselves who may show such potential. It does not appreciate the fact that it is the individual who

possesses these abilities to be a leader, independent of the organisation. Leadership, as Harris explains, emerges within 'human potential' but does not need an organisation in order to materialise. For example, if a person sees someone drowning in a river and starts calling for help, this person has spontaneously demonstrated leadership potential. This example shows that whilst leadership is indeed innate to a person's potential, it can be fully cultivated and harnessed unexpectedly without hesitation.

4.2.1 Leadership construct for this study

Based on the evaluated definitions, this study defines leadership as a process of controlling, providing direction and guidance to the associates and community members by involving and not usurping their roles in decision-making, and recognising equality with them when power and authority is exercised. This definition considers every member in a team and local people in a community to be equal without reducing the role that a leader plays not only in controlling the resources of an organisation but also directing and guiding team members and communities. It further acknowledges a role that a leader undertakes to involve and not take over the power of team associates in decision-making processes when control and authority are applied. This definition is central to the roles that group members and local people play to change each other's circumstances and perceptions.

Local government leadership is ordinarily projected to possess an ability to control the resources of local government institutions with a vision to direct and guide employees and local people in the communities by involving but not usurping their role in decision-making and treating them as equals when power and authority are implemented. The same is true for CoJ leadership because residents expect resources to be controlled and used in a responsible manner in the process of directing and guiding group associates and for local people to be involved and not isolated in decision-making; while also accepting equality with them when executing power and authority. The

leadership at CoJ, working with their teams and local communities, has the role of applying power and authority to control, direct and guide resources in an accountable manner, making sure that services and public goods reach the residents. The defining feature of leadership is the ability to facilitate and promote quality and effective delivery of services to the local people in an accountable manner. This is the definition which will form the context within which an assessment and interpretation of the performance of leadership in the municipalities and specifically at CoJ will be undertaken.

4.2.2 The dimensions of leadership styles

Some of the dimensions of leadership styles are as old as the existence of the first national states on earth. They are therefore widely acknowledged the world over. It can then be argued that some styles of leadership were used in the ancient and feudal times and are still used by the modern representative states (Engels, 1884:11). The dimensions of leadership styles have recently taken on a greater importance to the extent that no conversation of any political system is considered thorough unless a debate also includes them. It is a reality that every system of government, whether totalitarian or democratic, applies, in one way or another, some dimensions of leadership styles. It is thus important to undertake an assessment and scrutiny of not all but some of the greatest renowned dimensions of leadership styles in relation to the performance of leadership in the local government institutions.

4.2.2.1 Autocratic leadership
Autocratic leadership refers to the concentration of power and authority in a leader who does not allow group members or local people from communities to participate in decision-making. The power and authority are not shared among group associates but concentrated in the hands of an autocratic leader. Group members or local people from communities have no influence in how power is applied in their communities. A leader dictates what should be done without providing any opportunity for opinions from

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group members or community members. An autocrat dictates whilst dismissive of any suggestions. Harms, et al (2018:114) describe autocratic leadership as a system that:

> "…usually entails the leader taking all or nearly all responsibility for decisions, but often taking responsibility for subordinate performance…demanding the unquestioning obedience of their followers..."

Viewed from this perspective, autocracy seems to be detrimental because as electors, local people are supposed to be delegators and mandators of the councillors on what and how programmes and projects should be implemented in their communities. Decision-making, if any, should be taken in consensus with the residents. It is incorrect for a councillor to impose policies and decisions of the political party that deployed them to represent the local people. The local people, in contrast to the autocratic approach, have the right to question the conduct of councillors. In fact, councillors, as representatives of their constituencies in the council should consult with the communities they are serving. In practising autocracy, councillors often call meetings but may only do this in order to pressure communities to approve their decisions instead of listening to the local people. However, where people have a right to protest against decisions of leaders, autocracy is unsustainable. Even in situations where there are clearly defined structures to ensure control and coordination, people still find a way to oppose the actions of autocratic councillors.

Although it cannot be denied that autocracy still exists in several countries, it is argued that people accept it, not through their own volition but as a consequence of fear or intimidation. It has been proven that even during the ancient and feudal eras where slave-owners and the nobility ruled with iron hand, autocracy was still rejected but because the ruling classes had means and weapons of holding down and exploiting the oppressed class it appears, at face value, as if people accepted it voluntarily which is not

accurate (Engels, 1884). A group of councillors alone deciding for local people who are the electorate, on important issues of leadership, governance and service delivery is unrealistic since decisions should be made only after debate has occurred in the communities. Although it is expected of a public leader to make decisions on behalf of the people, it is wrong to do so in a tyrannical or draconian manner where people are not consulted. It is therefore unbecoming and selfish of ward leaders or public leaders to lead by means of a decree rather than in consultation with the communities. More importantly, contrary to autocracy, to prevent negative conduct on the part of councillors, communities should be expected to question and provide guidance on a way forward. Autocracy may result in little reassurance being afforded to the local people.

Autocracy in the context of South African municipalities which require community involvement and engagement is thus inappropriate, as empirical evidence presented in chapter five indicates that the residents at CoJ want councillors to listen and consult with them whenever programmes and projects are undertaken in their communities. As alluded to above, autocracy is incompatible with the expected attributes that local people in the communities want a public leader to possess, namely to provide direction and guidance by involving them, not usurping their roles in decision-making and recognising equality with them when power and authority is exercised. Councillors, by not consulting local people within communities concerning programmes and projects to be implemented, have disregarded the constitutional requirements.

4.2.2.2 Democratic leadership

Democratic leadership entails consensus-building by encouraging participation and a collegial environment within the group members. Democrats are concerned with decision-making wherein active involvement characterised by authentic criticism and praise happens with a degree of companionship (Gastil, 1994). Democrats embrace principles of democracy which include self-determination, deliberation, inclusiveness and equal

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participation of the members. Individuals have freedom to argue, debate and differ before reaching a consensus. Democratic leadership is thus premised on the involvement of all the members in a meeting. It is expected that under democratic leadership, authority should be applied fairly because members are supposed to operate as equals when making decisions that may affect all of them. Gastil (1994:955) remarks that democratic leaders:

> "*…relied upon group decision-making, active member involvement, honest praise and criticism and a degree of comradeship…[with] conducive basic democratic principles and processes, such as self-determination, inclusiveness, equal participation and deliberation.*"

Whilst there are some facts in the argument that democracy allows engagement between public leaders and the people they lead, this depends on the leader's character, political will and commitment. Councillors in the municipalities have in large part decided what they think is right for the communities with limited participation in decision-making. When this happens, the result has been inefficient and ineffective delivery of services by councillors to the communities they represent in the council of a municipality. People become involved in problem-solving of their social and economic problems by accepting the decisions that were already tailor-made for them by political parties that the councillors represent. Councillors should represent the people's interests and their wishes, not the policies and programmes of the political parties that deployed them in different constituencies. Involving people in decision-making processes will allow for satisfaction and a sense of ownership of any project and programme to be carried out in their communities.

As Nyerere envisaged, democrats preach participation from all members to foster individual decision-making and group planning (Finucane, 1974). Contrary to Nyerere's view of participatory democracy where people directly choose their own representatives, although the South African electoral system currently allows people to directly elect their councillors, this

arrangement needs to be promoted by the IEC so that it gains recognition amongst local people. Instead, people elect political parties which in turn deploy and impose their members into the communities through a proportional representation and party list system. Unlike in Cuba where it is compulsory for people to directly elect and if required recall poorly performing representatives or councillors, the electoral system in South Africa still empowers the political parties to usurp the role of the people from choosing councillors to serve in the council.

The result of this indirect democracy is that the principles of engagement and involvement that should allow people an open election of ward leaders are impeded and poorly performing councillors are forced upon the communities. Councillors who do not accept authentic criticism from communities when failing to deliver services are against the democratic principle of honesty as propagated by Nyerere (Finucane, 1974). The attributes of democracy are compatible with the study's leadership construct because it requires that a leader should provide guidance and direction by involving associates and communities as well as treating each other as equals. Although it is unclear whether there are councillors who apply principles of democracy by involving the communities, they represent in the council before the implementation of programmes and projects, empirical data shows in chapter five that many of the councillors do not consult the communities and do not consider themselves equal to the people who put their political parties into power at CoJ.

4.2.2.3 Charismatic leadership
Charismatic leadership refers to the interaction between leaders and people in which their self-confidence depends on the leaders' articulation of vision and mission accompanied by a desire to achieve goals, leaving people voluntarily abandoning self-centeredness in favour of collective success. A charismatic leader is usually a gifted leader and risk taker that individuals voluntarily support out of allegiance. Charismatic leaders are confident and clear about the vision the organisation takes. A charismatic

leader has an ability to instil trust in the community to minimise resistance, as Shamir and Howell (2018:257) comment that:

> "…the effectiveness of charismatic leadership [is] the degree of its influence on followers' self-concepts, values, and motivations."

Although there is a persuasive argument that charismatic leadership is compelling in relation to mobilising people to support their leader voluntarily, its success will definitely depend on the ability of the public leader and supporters to inspire each other's self-confidence. However, to suggest that the morals and inspirations of the followers are dependent on the charisma of a public leader does not make sense because they are still who they are before and after they decided to support them. It is a fundamental weakness to label the supporters' good virtues as being shaped by those of the charismatic leader.

The current electoral system in South Africa does not allow people to choose their own representatives directly, and as a result, it will be difficult for the residents to know whether a political party they have elected will deploy a charismatic public leader. A political party at national level might have a charismatic leader, but this does not mean that a councillor deployed to a particular constituency is also charismatic. At local level people elect a political party which deploys its members who might not be charismatic in nature. At a local level, it is not only difficult for communities to know but also impossible to influence poliitcal parties to deploy councillors who meet the criterion of charisma. Charismatic leadership and the study's leadership construct are related in terms of their attributes, but as councillors are deployed by their political parties into various constituencies, it is not clear how they could suddenly change into charismatic leaders. The councillors, at a local level, are imposed by political parties on communities even if they do not meet the standards of being charismatic. As revealed by empirical evidence in chapter five, the political parties' imposition of councillors onto the communities creates

mistrust between local people and the ward leaders which on occasion results in violent public protests.

4.2.2.4 Transformational leadership

Transformational leadership refers to a leader who leads by means of changing people's attitudes to focus on the work at hand. This style of leadership encourages knowledge distribution among the supporters of a transformational leader which eventually cascades to the whole team (Paarlberg & Lavigna, 2010). To improve every supporter's aptitude, the transformational leader should ensure that communication of all innovation abilities is fully revealed to communities. Paarlberg and Lavigna (2010:711) observe that:

> "*Transformational leaders influence followers by elevating their goals beyond their own self-interest and providing them with the confidence to achieve their goals.*"

Transformation is desirable if informed by the reality of what is happening within the communities. It should not be transformation for the sake of preaching it but must draw on the experiences of the local people. Changes should not be arbitrarily intended to suit a public leader's perceptions of reality; changes must be brought about to increase popular participation in decision-making and problem-solving. This implies that changes must emerge from the lived realities as a means of increasing local commitment and involvement of the management of development programmes to address local problems. The local people shall have achieved their goals, supported by the transformational leader, if they are able to contribute to the growth of their community's self-esteem. This will pave the way for the local people to begin to demand from their councillors reasons why certain things were not done or were done in a certain way. Avolio and Yammarino (2015: xxviii) observe that transformational leaders:

> "*…influence the 'relational and collective' selves of followers…in turn fosters followers' personal identification with the leader and*

social identification..."

Avolio and Yammarino's (2015) argument, like that of Paarlberg and Lavigna (2010), focuses on the shared interaction between the transformational public leader and the supporters which ultimately might lead to their collaboration. What is not certain, however, is how the influence that the transformational public leader has on the supporters is exerted and to what extent. What Avolio and Yammarino (2015) have succeeded in doing is to make the concept of a transformational leadership more facilitating and promoting the spirit of working towards the achievement of a shared purpose. It is an assertion of this nature which is useful and meaningful in the South African context because it promotes collaboration between councillors and communities. Regardless of the electoral system which promotes, through proportional representation and party lists, deployment of councillors by their political parties, the application of transformational leadership might assist to bring councillors and communities together to foster development programmes that are more relevant to local needs. Viewed from this perspective, transformational leadership is an important mechanism of dissemination and promotion of local democracy which, in terms of empirical evidence as presented in chapter five, communities are keen to have. Transformational leadership, although not fully compatible with the attributes of the study's leadership construct, does share some features. It is certainly true that councillors are not compatible with both the attributes of the study's leadership construct and transformational leadership because it has been proven that they did not build collaborations and networks within the communities.

4.2.2.5 Exemplary leadership
Exemplary leadership refers to a leader who inspires local people to collectively work together for the achievement of common goals. An exemplary leader models the way by using creativity and innovation to change the situation of the local people for the better through effective and

efficient service delivery (Kouzes & Posner, 2002). If the local people are recognised and appreciated by their ward leaders they are more likely to find comfort and value in the roles that they play. Kouzes and Posner (2002:13) observe that exemplary leaders:

> "…model the way, inspire a shared vision, challenge the process, enable others to act and encourage the heart."

According to this argument, it requires an exemplary leader to understand and appreciate the needs of the local people by means of encouraging communities to be part of the system. This is so especially because the exemplary leader leads by example. A leader who leads by example is likely to know and understand what programmes and projects communities are the most interesting in having. An exemplary leader understands what communities want by communicating openly, and may also enable councillors to facilitate and promote effective and quality service delivery on behalf of the communities, thereby making the notion of 'the spirit of ubuntu' which means 'caring for others' more realistic. This is especially true because exemplary leaders care about the livelihoods of others, particularly the poor and the oppressed of their communities. Exemplary leadership may also empower councillors to realise the importance of reviving the 'batho pele' principles which aim to promote caring and reliable service delivery. Although exemplary leadership and the study's leadership construct are compatible with each other's attributes, it is not certain that all councillors are exemplary in their actions, as reflected by poor service delivery. The 'batho pele' practice is important because it puts the needs of the people first which, as explained in chapter five, is what the residents of CoJ wish for.

4.2.2.6 Servant leadership

Servant leadership is practised by a leader who shows faithfulness and devotion when serving the interests and needs of the people who have shown their support. Like democracy in general, servant leadership is

supposed to enhance councillors' political and administrative responsiveness, effectiveness and efficiency in the provision of services (Nengwekhulu, 2008:39). This is especially so because servant leaders listen and take advice from the people who are being led for direction and guidance. Starting from the leader and devolving to every supporter, servant leadership gives hope and encourages perseverance, and gives supporters conviction and determination to achieve the shared objectives. As Kgatle (2018:14) observes:

"*A servant leader is able to go through difficult times and tribulation.*"

Servant leadership, practically speaking, is premised on the notion that a servant leader has gone through challenges on behalf of the exploited masses. This is symbolised, for example, by freedom fighters who fought for the liberation of oppressed Black people in South Africa during the colonialism and apartheid eras. Many of these freedom fighters went through hardships and some even died in the quest to liberate Black people from colonialism and apartheid. Although South Africa achieved political freedom in 1994, the social and economic consequences of colonialism and apartheid are still felt for the majority of Black people who experience inadequate socio-economic conditions.

Addressing these conditions and many other social and economic challenges requires councillors who lead as servants of the people because they will more likely prioritise and involve local people in decision-making and management of development projects and programmes by making them more pertinent to local needs (Nengwekhulu, 2008:19). The qualities of servant leadership and the study's leadership construct are complementary to each other. However, as indicated in chapter five, the conduct of a number of councillors is not compliant with the study's leadership construct or servant leadership. Local people remain under-served in relation to effective and quality service delivery because councillors appear to be reluctant to serve them and inefficiency and

incompetence continue.

4.2.2.7 Visionary leadership

Visionary leadership envisions the future by inspiring people to support creativity and innovation in their own communities. It is premised on the basis that a leader is driven by a vision which is not only stimulating, moving and reliable but also real when enacted to solve people's problems in their own communities. The visions of both visionary leaders and local people should be rooted in lived realities if they are to avoid misaligned outcomes. Westley and Mintzberg (1989:31) indicate that:

> "*Visionary leadership encourages innovation - fiction becomes experiment. Visionary leadership inspires the impossible - fiction becomes truth.*"

The success of a visionary leader will require capacity from local leadership to guide and direct resources properly and use them where they are most required. For meaningful local democratic governance and effective accountability to occur in the municipalities, there is a need to capacitate local leadership with skills to improve the situation in places where formerly disadvantaged people mostly live. In a situation where there is limited quality local leadership capacity, there is a high probability of service delivery not taking place at all. Although visionary leadership should inspire innovation, it is unlikely that this will happen because councillors lack commitment and political will, the situation being further exacerbated by the fact that councillors do not have the skills and experience to utilise the budgeted funds adequately. The availability of skills in the municipalities will facilitate and promote innovation because innovative councillors will effectively carry out their functions and responsibilities to ensure services are provided to the residents. In addition, political will is critical in order to meaningfully make councillors prioritise service delivery. On the other hand, Dwivedi (2006:13) observes that:

> "*Visionary leaders are equipped with a high level of commitment...They have a sense of personal integrity and radiate a sense of energy, vitality and will.*"

There is a strong argument that visionary leadership expedites efficient and authentic provision of service delivery, but this depends on the commitment and honesty of councillors to serve the communities they represent in the council with interest and empathy. The tendency of dishonest councillors in the municipalities has been to neglect their functions and responsibilities. As a result service delivery by councillors who are corrupt and deceiving to their constituencies has been disorganised and unproductive. In circumstances where councillors are not committed to their work, to talk, therefore, of exuding energy and willpower to provide service delivery remains a fantasy. It is clear that for visionary leadership to become a solid driver for enhancing political and bureaucratic efficiency and effectiveness in the provision of delivery of services, councillors must be advocates of clean governance and greater accountability. Visionary leadership and the study's leadership construct are well-matched in relation to their attributes. However, councillors did not meet the attributes of visionary leadership. Their lack of political and administrative accountability undermined their ability to practise visionary leadership.

4.2.2.8 Strategic leadership

Strategic leadership is about leaders who plan and execute development projects and programmes for the communities they serve with the approval of the local people. This type of leadership is built on the leader's ability to consult local people before strategic decisions are taken and implemented. Usman (2010:12) quotes Hitt (2005:376) in defining strategic leadership as:

> "*…the ability to anticipate, envision, maintain flexibility, and empower other to create strategic changes as necessary.*"

While strategic leadership creates the opportunity for flexibility, it depends on the availability of councillors that can forecast and embrace unanticipated events. While fundamental changes are necessary for the survival and reproduction of any political and administrative system, it also depends on the ability of councillors to plan and have contingency plans to deal with unforeseen circumstances. Antonakis and House (2014:749) explain that:

> "*Strategically, leaders monitor the external environment and identify strategies and goals…provide direction and resources, monitor performance and provide feedback.*"

The question is whether the existence of strategic leadership in the municipalities can actually lead to enhancements in the provision of services to the communities. The attributes of strategic leadership and the study's leadership construct are in accord, but for councillors to be strategic, changes in attitude and behaviour are required. It is theoretically possible that public leaders who are strategically prepared will provide guidance and direction as to where resources should be deployed, but this also depends on the ability of the councillors to understand the ambitions, needs, frustrations and visions of the local people. Although this has not always been the case, it is, however, not possible to rule it out altogether. While there is sufficient indication that strategic leadership can enhance the management and provision of delivery of services, this depends on the capacity of councillors to increase flexibility and the rate of responsiveness to the problems that local people experience. With the high rate of councillors at CoJ who do not provide consultation and feedback to the communities they represent and serve, councillors still do not respond adequately to their problems.

4.2.2.9 Laissez-faire leadership

Laissez-faire leadership is based on the belief that leaders should decide and do as they please free from government control and community

involvement when exercising power and authority to serve private commercial interests. Tosunoglu and Ekmekci (2016:89) characterise *laissez-faire* leadership as:

> "*…one of the ineffective and destructive leadership styles…erodes…trust in supervisors and organizations.*"

Laissez-faire leadership is the most discredited style in recent times for its explicit shortcomings, namely freedom from government control and community interventions, thereby serving private commercial interests. Contextually, *laissez-faire* leadership is undesirable in South Africa because colonialism and apartheid left the Black majority in poor circumstances and for that reason there is a need for community involvement and government intervention to implement big infrastructure programmes to catalyse job opportunities. It will create distrust between councillors and communities, thereby allowing further systemic defects that may lead to abuse of the exploited communities. Practically, *laissez-faire* leadership does not serve as a guarantor for local democracy as it prevents community interventions. Real democracy can only exist where communities are involved and engaged in the development of projects and programmes relevant to the needs of the local people.

Laissez-faire leadership, in fact, will perpetuate exploitation of the communities because of its narrow view of focusing on commercial interests rather than on the welfare of the people in general. In terms of *laissez-faire* perspectives, service delivery is treated as a commodity to buy and sell which undermines the constitutional right of residents and the core business of municipalities of rendering services to the local people. These comments should not be interpreted as an indiscriminate rejection of *laissez-faire* leadership value in developed countries, but as a caution against its uncritical application in the municipalities of developing countries. The attributes of *laissez-faire* leadership and those of the study's leadership construct are direct opposites. In the context of South Africa, the

involvement of the communities is important, but *laissez-faire* leadership does not support this view. As empirical evidence in chapter five indicates, bureaucrats influenced by political principals purposefully deviate from government policies and circumvent the set procurement rules to pursue their own private commercial interests to award tender contracts to friends and relatives at CoJ for easy facilitation of bribes if local people are not involved or marginalised.

4.3 LEADERSHIP THEORIES

The analysis of leadership theories is essential to an understanding of why and how they are conceptualised. It is thus important to undertake an assessment and scrutiny of some of the better known leadership theories. It is necessary to do so because the selected leadership theories can be applied in the analysis of the nature and role of leadership in service delivery in seeking to examine leadership performance strategy and strategic solutions for municipalities, in particular the CoJ.

4.3.1 Great man thesis

The study of leadership was dominated by a 'great man' thesis in the nineteen century. The notion that there were people with rare characteristics to be leaders at any given time in society was prevalent. This idea gives rise to the fact that some people are born to become leaders and others are born to be followers (Proctor, 2004). This means that the individuals who are born to be leaders should have a desire to lead so that they put into practice their innate abilities and essential characteristics. Without willingness to lead, however, the intelligence of the born leaders counts for nothing. Unlike leaders who are made, born leaders require a smaller amount of determination, practice and consistent application (Maslanka, 2004). Although this idea could not be discarded completely in certain circumstances, it may be questionable to use it in scientific studies. This is

in contrast with the view that leaders are determined and hardworking individuals. The notion of the 'great man' theory prompted leadership researchers to undertake further research to interrogate the effectiveness of only the 'inborn trait' in some leaders (Saal & Knight, 1988). In seeking to establish the significance of leadership interaction, as adapted from Allen (1998), Maslanka (2004:10-11) observes that:

> "*Successful leaders must be able to identify clues in an environment and adapt their leader behaviour to meet the needs of their followers and of the particular situation. Even with good diagnostic skills, leaders may not be effective unless they can adapt their leadership style to meet the demands of their environment.*"

Viewed from this perspective, it means that a leader who is successful and effective in leading the organisation might have considered the circumstances within which they operate. It also means that the leader should have allowed associates and community members within the perspective of municipalities to get involved in decision-making processes. The consideration of contingencies, situations and other leadership behaviours had an impact on the notion that effective leadership depends solely on the inborn trait of leaders. This argument gives credence to the view that, apart from leaders being born, they can still be made by means of teaching effective leadership behaviours and methods (Maslanka, 2004). This resulted in leadership researchers initiating, developing and generating theories on leadership role, trait, behaviour, situation, influence, social, and so forth, to contribute in the evolution of the dominant 'great man' thesis. From an alternative perspective, Mouton (2019:99) explains some elements of the 'great man' theory differently:

> "*The Great Man theory presents leaders as powerful geniuses, capable of producing comprehensive plans that foresee all contingencies, and of controlling enormously complex concerted actions.*"

The reasoning provided by Mouton (2019) expands upon the 'great man' thesis by invoking a resemblance with transformational, charismatic, visionary and strategic leadership dimensions. Reminiscent of the aforementioned leadership dimensions are characteristics of inspiring leadership, similar to the 'great man' thesis attributes of a genius leader with the inborn trait to apply contingencies and control in a guided and scrupulous manner. Mouton's (2019) assertion dispels the notion that the 'great man' thesis was overtaken by the advent of modern theories. What Mouton (2019) argues is the idea that 'great man' theory not only depends on the inborn trait but also on how a leader creates and controls comprehensive plans inclusive of important contingencies for effective and successful implementation.

4.3.2 Leadership role theory

This theory focuses on the roles of leaders in different organisations. It is based on the notion that a leader acts as a mentor, facilitator, monitor, coordinator, director, producer, broker and innovator of the work done in municipalities like CoJ (Quinn, 1988). It is necessary to elucidate how these roles are expected to be executed by the municipal leaders to improve service delivery, particularly at CoJ. As mentors, the municipal leaders impart knowledge and offer guidance to the workers who are the first to respond to issues of service delivery in the CoJ. To expound the role of a leader as a facilitator requires that municipal leaders should enable work to take place. As monitors, municipal leaders are obligated to observe the work that workers do daily. Municipal leaders are expected to organise work activities if they play their roles as coordinators for the provision of services and public goods where they are needed. To apply the role of a director, municipal leaders are ordinarily supposed to lead service delivery. Leaders, as producers in the municipalities, need to create ways according to which service delivery can be improved and reach the residents.

As brokers, municipal leaders are expected to act by means of being agents between the workers and residents to negotiate the cessation of shutdowns in areas within the jurisdiction of the municipality to facilitate service delivery. A case in point is the Alexandra shutdown (Pijoos, 2019). With regard to implementing the innovator role, the leaders in the municipalities are required to be visionaries in planning for the future concerning how public services can be improved to satisfy the residents. To put the above analysis into perspective, the leaders at CoJ fell short of their responsibilities to act in terms of the roles outlined in the leadership role theory, hence they have experienced a proliferation in public service delivery protests.

Leadership role theory could be applied to deal with the conflicting principles (Quinn,1988). It could also be used to analyse the convolutions affecting the nature, role and performance of the leadership which could be placed within the unspecified environmental injunctions on the life of the municipality (Denise, Hooijberg & Quinn, 1995:528). The rationality of the leadership role theory lies in its ability to give meaning to a set of roles of leadership with the capacity to integrate and adapt both the internal and external processes to deal with conflicts and contradictions intrinsic to the municipality (Denise, Hooijberg & Quinn,1995). The roles of leadership, namely mentor, facilitator, monitor, coordinator, director, producer, broker and innovator are commonly known as the eight leadership roles (Quinn, 1984). These eight leadership dimensions are regarded as exploits that could deliver a high degree of effectiveness in the municipalities (Quinn,1984).

The beliefs, values and behaviours of the leaders can help to initiate and regulate actions of workers as well as making them perform work skilfully to realise administrative and strategic outcomes of the municipalities (Spreitzer, De Janasz & Quinn, 1999:512). In order to accomplish organisational objectives, key competencies which are subsumed into eight

managerial leadership roles should be carried out and achieved (Quinn, 1996). Quinn's leadership model is divided into four quadrants which each contain two roles a leader should play in one way or another. However, the underlying dimensions, namely stability and flexibility, on a circular pattern, which are the pillars of effectiveness and efficiency reflected in terms of the leader's ability to reconcile the two extremes to reach a higher level of development, are fundamental to the success of a leader (Denise, Hooijberg & Quinn, 1995:528).

Figure 1: Quinn's Model of Leadership Roles
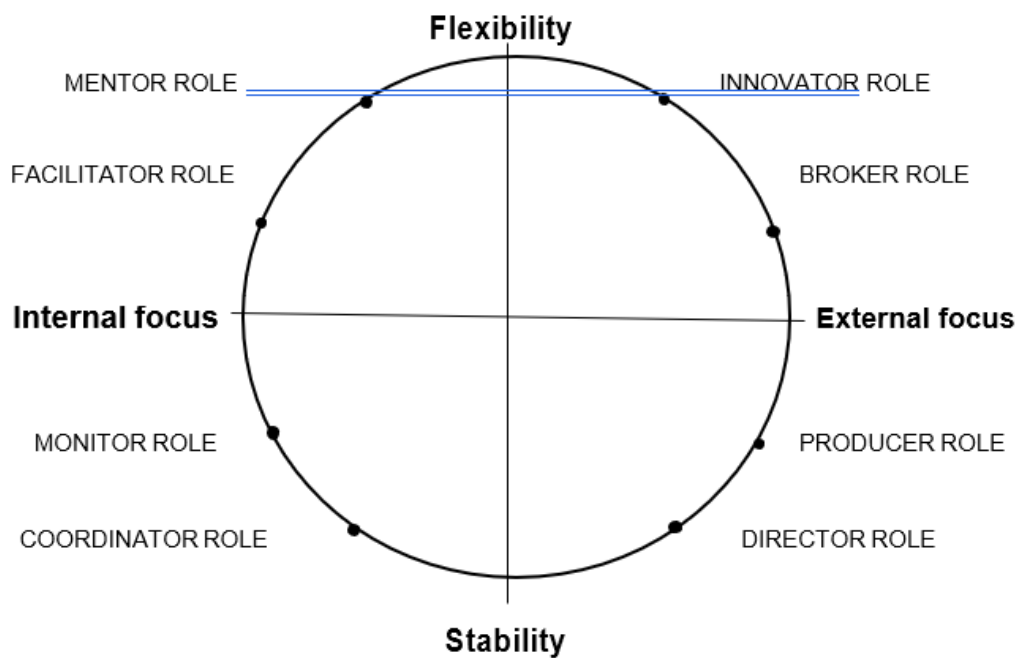
Taken and adapted from Denison, Hooijberg and Quinn, 1995, p.527

In relation to the mentor role, as reflected in Figure 1 above, a leader has the responsibility to understand oneself and others, communicate effectively and train team members (Denison, Hooijberg & Quinn, 1995:527). Creating teams and managing conflict through participative decision-making process

forms part of a leader's facilitator role. The leader's monitor role includes observing individuals and managing collective and organisational performance and achievement of the set goals and objectives. The coordinator role of the leader is about managing projects across the functions and designing work in the municipality. Envisioning, planning and goal setting, designing and organising and delegating effectively make up a leader's director role within a municipality. The leader's role as a producer consists of working effectively, promoting a productive work environment, and managing time and stress of the workforce to yield effectiveness in the municipality ((Denison, Hooijberg & Quinn, 1995).

Leaders build and maintain a power base, negotiate agreements and make commitments, and present ideas to the teams in the municipality to ensure that they perform their roles as brokers. In order for leaders to play the role of an innovator, they need to think creatively and initiate as well as implement changes to adapt the municipality to current trends of leadership competencies (Quinn, 1984; 1999).

4.3.3 Leader-member exchange (LMX) theory

Communication between the employee and supervisor plays a decisive role in determining the levels of satisfaction and commitment to carry out work. This means that a co-worker who enjoys better relations with the supervisor may attain communication satisfaction and subsequently perform satisfactorily compared to the co-worker who does not have good relations with the supervisor (Erdogan & Bauer, 2014). The leader-member exchange (LMX) theory examines the types of supervisor-subordinate relationships that exist in the workplace and the implications that result from their diverse relationships (Erdogan & Bauer, 2015). Supervisors with higher quality LMX relationships enjoy increased levels of information exchange, informal influence, trust and input in decisions. Supervisors with lower quality LMX relationships experience more formal supervision,

less support and less trust and attention. Supervisors with lower quality LMX may even develop second-class citizenship feelings. Jobs are more satisfying when employees interact more with their supervisor. This may be due to the feeling that their ideas are valued and they are seen as having a sense of competency.

Another determinant that affects the supervisor communication construct is the existence of trust and respect-based relationships, whether perceived or otherwise (Erdogan & Bauer, 2015). An employee would only be comfortable sharing information with someone they trust. The trust, respect and mutual obligation as elements of LMX theory are highly dependent on the flow of information from the supervisor to employee, quality of the information (which refers to the relevance and reliability elements of the information) and overall organisational openness (Graen & Uhl-Bien, 1995). The flow of information and organisational openness can reduce uncertainty and mistrust, thus allowing for increased employee participation in information flow (Graen & Uhl-Bien, 1995).

4.3.4 Situational theory of leadership

Hersey and Blanchard developed situational leadership theory in 1969 (Graeff, 1997). The effective behaviour of the leader towards associates and community members is the most essential component of situational theory. The development level of the associate is considered of importance in this theory. Avery (2004) considers that situational theory acknowledges the variance in the developmental level of associates and community members in the municipalities. This means that leadership style of a leader should consider the amount of difference in associates' competence. Associates with little knowledge and skills would require a unique leadership attribute different from those with good competence and commitment (Daft, 2008; Avery, 2004). Competence is seen as a combination of knowledge and skills to do a task which can be transferred to others. For associates to complete

tasks, they should have commitment which may be a result of motivation from a leader. The success of leadership trait may depend on the level of readiness of the associates. Leaders should analyse the associates' level of competence and commitment to ensure that they are ready for the task given (Daft, 2008).

Blanchard and Hersey (1969) dispute the fact that task and relationships move on one-dimensional range; instead they argue that leaders should be concerned about how they adapt their behaviour to the needs of associates and a particular circumstance. This is done to influence associates to facilitate and accomplish work. The argument of Blanchard and Hersey (1969) led to the development of situational leadership theory. Situational leadership theory is premised on familiarisation of a leader's behaviour to associates' needs (Graeff, 1997). Similarly, Graeff (1997) contends that relationships between a leader and associates depend on the former's attributes and effectiveness. Situational leadership theory is effectively based on situations which means that leaders alter behaviour depending on the circumstance prevailing at a particular period (Daft, 2008). Of significance is that for a leader and aides to work well together to achieve goals, a two-way communication process should occur among themselves. A two-way communication happens when a leader demonstrates relationship behaviour (Avery, 2004) which ignites associates' enthusiasm, confidence and willingness to effectively accomplish tasks (Graeff, 1997). From this assertion, a deduction can be made that the actions of leaders can either encourage or discourage associates from doing work. The dilemma in applying situational theory is linked to the inability of the leader to diagnose the associates' readiness level because it would be difficult for the leader to tell, sell, participate and delegate appropriately. The leader should understand associates' readiness level and know them well in order to design leadership traits to fit their readiness level.

4.3.5 McGregor's Theory X and Y

McGregor developed theories X and Y which are based on how people view human behaviour at the workplace. The two theories are essentially in contrast with each other. In the process of making theory X and Y clear, Kopelman, Prottas and Davis (2008:255-256) explained the following:

> "*In contrast to Theory Y, McGregor posited that conventional managerial assumptions (which he called Theory X) reflect essentially an opposite and negative view—viz. that employees are lazy, are incapable of self-direction and autonomous work behaviour, and have little to offer in terms of organizational problem solving.*"

The perspective reflected by Kopelman, et al (2008) shows that Theory X presupposes workers to have an inherent dislike for work and if possible, will circumvent it. Therefore, as a form of motivation and management, leaders or managers must coerce, control, direct or punish employees to make them achieve the set organisational objectives. The fact that employees have no ambition to achieve goals, in terms of Theory X, suggests that they need constant supervision. Above all else, employees only require security to keep their work. On another note, Kopelman, et al (2008:256) explains that:

> "*McGregor identified a number of management practices that he thought were consonant with Theory Y assumptions (such as participative leadership, delegation, job enlargement and performance appraisals).*"

In contrast to Theory X, according to Kopelman, et al (2008), Theory Y considers management's role as that which requires them to develop the potential in employees. Essentially, according to Theory Y, management should motivate and inculcate into the employees an understanding of work to be like play and rest. It further states that employees can be autonomous and self-directing when management observes delegation, performance

appraisals, participative leadership and job enlargement (Kopelman et al, 2008).

Whilst Theory X has taken a traditional leadership view, Theory Y has proceeded to follow the enlightened view towards the employees. In countries where human rights are taken account of in the workplace, it becomes difficult to implement Theory X in many organisations. Perhaps in countries where organisations can undermine human rights, Theory X is applicable. It is, however, argued that modern organisations have taken the enlightened view of Theory Y. While McGregor's Theory X is based on lower level workers, between one to three levels, Theory Y is founded on employees who are on higher levels, between four and five, of Maslow's hierarchy of needs theory (Vecchio, 2003; Du Toit, Erasmus & Strydom, 2007).

4.4 QUALITY LEADERSHIP ROLES IN SERVICE DELIVERY

The importance of quality roles of leadership, as a necessary aspect of the process of effective and efficient service delivery in the municipalities, cannot be overemphasised. It has recently become a norm that any assessment of leadership without discussing its roles is regarded as inadequate. Whether the quality roles of leadership will facilitate and promote provision of service delivery depends on the efficiency and effectiveness of the councillors representing different communities in the councils of municipalities. What is important, however, is the fact that these quality roles have become a magnifying microscope through which the success or failure of leadership is evaluated, and for this reason, carefully chosen roles are assessed here.

4.4.1 A frontline leadership role as a means for efficient delivery of services

A frontline leadership role has been advocated and maintained because it is commonly held that it will lead to the facilitation and promotion of service delivery to the local people. This is especially so because, as in a battle zone, the frontline role of leadership serves as a defensive buffer to the rest of the army. In the context of CoJ where delivery of services did not take place according to local people's expectations and in circumstances where services were delivered, the quality was poor, and it is therefore argued that the frontline role of leadership can pave the way for delivery of quality and effective services. Mantzaris (2016:66-67) similarly argues that:

> "*…leaders mentor their coworkers by encouraging learning, achievement and individual development. They provide meaning, act as role models, provide challenges, evoke emotions and foster a climate of trust in the workplace. Such actions enhance a clear collective vision and leaders strive to communicate it effectively to all the employees. They show trust and confidence in their subordinates and leave them space to breathe and grow. Their support and encouragement stimulate employees…*"

The features described here reflect the character and attitude of a frontline leadership role that can serve as a viable and flexible mechanism for promoting and facilitating community accountability and effective governance on the part of councillors (Nengwekhulu, 2008). A genuine frontline councillor will encourage and enable teamwork among the colleagues so that they can all contribute from plenary to implementation phases for the effective provision of delivery of services and help reconstruct confidence that the communities had already lost from the poorly performing leadership in the municipalities. In doing so, a councillor leading from the front will effectively communicate programmes and projects identified for the development of the communities to the workforce of the municipality to create working collaborations. Explaining the

importance of teamwork, Nengwekhulu (2009:354) argues that:

> "*Effective service delivery requires teamwork which must cut across hierarchical rigidity. Experience in the public service indicates that managers and supervisors whose management and supervisory styles are characterised by excessive hierarchical command and control rigidity have none or poor public service delivery records. This is because hierarchical command and control rigidity suppress the creativity of subordinates. More importantly they marginalise subordinates from the development of strategic implementation programmes and plans. Subordinates are therefore required to implement programmes and plans in which they never made inputs. This reduces them to the level of instruments to implement programmes whose rationale they do not understand or vaguely understand.*"

This perspective captures the essence of building teams and work ethics that cut across all ranks with a purpose to harness full capacity of the entire workforce, thereby reducing hierarchical rigidity in the municipalities. Creating teams that are guided and directed by work spirit, without using seniority as a factor, might help workers to begin to see work not as a drawback to be circumvented at all costs but as a virtue to be enjoyed. This is what councillors should do for the communities they represent in the council to create a conducive environment where partnerships in the strategic implementation of projects and programmes allocated for social and economic development are carried out. A failure by public leaders to accomplish planned and budgeted projects and programmes for the development of the local people shows absence of collaboration and avoidance of the rules. In several instances, municipalities have continuously failed to spend their planned budgets due to lack of capacity in leaders who are supposed to lead from the front. As explained in chapter five, the perpetual slow pace and poor quality of some services delivered at CoJ undermine the frontline leadership role which is supposed to be a

meaningful mechanism to enhance political and administrative efficiency and effectiveness.

4.4.2 An innovative leadership role as a mechanism for quality service delivery

The innovative role of leadership has also been understood as a mechanism for the facilitation and stimulation of quality service delivery to the communities (Denison, Hooijberg & Quinn, 1998). Enhancing community service delivery will also be contingent on the quality of innovative skills of the councillors deployed in the council to serve various communities. A multifaceted approach, which includes not only improved leadership performance but also inventive skills on the part of the public leaders is essential if community service delivery is to improve. Although service delivery efficiency and effectiveness in general depends on the conducive political environment and other conditions within which projects and programmes are planned, budgeted and implemented, there is no question that a community service devoid of innovative leadership that seeks new ways of doing things is not likely to improve the nature of delivered services. More importantly is that municipalities are required to invent new norms of accomplishing service delivery in consultation with the local people, as Denison, Hooijberg and Quinn (1998:527) explain:

> "*The innovator is creative and envisions, encourages, and facilitates change.*"

Change is required to improve service delivery in most municipalities where a severe lack of services requires councillors who work inventively to develop solutions to address the lack of service delivery (Nengwekhulu, 2009). Mantzaris (2016:60) cautions that:

> "*Since a leader of a public sector organisation is obligated to follow and comply with legislation, rules and regulations, as well as a wide array of statutory frameworks, innovation is thus a virtue of leadership that is important in shaping the success of such entities.*"

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Viewed from this perspective, councillors' adherence to statutory frameworks must be a mechanism and opportunity for innovation and not as a punishment to be avoided at all costs. Councillors must see observance of legislation and regulations as not only a vehicle for community service delivery improvements, but rather as part of government apparatus to promote and facilitate good governance and effective accountability to strengthen the rule of law. More importantly, councillors must have faith and confidence in the application of the rule of law, not to see the rule of law as a stumbling block, but as an instrument by which municipalities are destined to accomplish the needs of the local people and thereby fulfil their constitutional mandate. However, without essential inventive skills on the part of councillors, it is doubtful whether any meaningful and quality service delivery will take place in the municipalities. With the dilapidated infrastructure not showing any sign of rehabilitation at CoJ, the innovative role of leadership is not carried out to its fullest capacity.

4.4.3 The motivation leadership role as an instrument for good service delivery

The motivation role of leadership has been an instrument for encouraging and nurturing the workforce to enable and promote good community service delivery. From a workforce point of view, whether personnel are skilled or well qualified, this on its own cannot guarantee better performance without motivation from public leaders. Providing clarification on what public service motivation means, Paarlberg and Lavigna (2010:710-711) observe that:

> "*Public service motivations can be broadly defined as the beliefs, values, and attitudes that go beyond self-interest and organizational interest to energize employees to do good for others and contribute to the well-being of organizations and society…leadership is characterized by idealized influence, intellectual stimulation, and inspirational motivation.*"

Improving service delivery will depend on the genuine motivation the workforce at the municipalities receives from the public leaders. For the municipalities to become centres of quality service delivery to the communities they serve, different ways of motivating those employed to provide a public service must be identified. As a starting point, public leaders should realise that, for quality service delivery to take place, treating the employees with respect and as fellow human beings is central to motivating them to perform better for the good of communities. If the employees perform better, this means that communities will also benefit because effective and efficient services will be delivered to them. Showing the effects of the workforce that is demotivated by the nature of treatment from their public leaders, Nengwekhulu (2009:354) observed that:

> "*Supervisors tend to treat subordinates as if they are extensions of office equipment. There is often no attempt to treat them not only as officials but also as human beings with feelings. Personal and family problems of subordinates are brushed aside as things which belong outside the work environment as if an individual can be dissected into two entities, the individual at work and the individual at home. The cumulative effect of this impersonal attitude is to demotivate a subordinate and a demotivated subordinate is not likely to perform at his or her best.*"

The basis of this argument is that any workforce should not be treated in a dehumanising and demeaning way by their public leaders as this demoralises and demotivates them in providing effective and efficient services to the public and shifts their focus away from work. Irrespective of the skills an employee possesses, if their public leaders display impersonal and mechanical attitudes towards them, delivery of services will be impeded. Treating workers in a human and supportive manner by their public leaders, it is argued, can serve as a motivation and mechanism to promote and facilitate delivery of services to the communities. Like the public, the workforce deserves healthier treatment from their public leaders

to ensure productivity and better results at the workplace. As representatives of their constituencies in the council, ward leaders like bureaucrats must always be accountable to the communities they serve; even in crises their interaction with the local people should be cordial and they must never display any impersonal or mechanical attitude as that might discourage people from seeking services that are ordinarily due to them. Achieving improved outcomes by the workers means that communities will also receive quality delivery of services due to them which under current circumstance is not happening at CoJ.

4.4.4 A synergy role of leadership as a mechanism for effective service delivery

As advocated, a synergy role of leadership is also understood to be a mechanism for effective service delivery. A successful leadership, in relation to providing real services to the communities, works with both communities they serve and the entire workforce in the municipalities. Creation of synergies between the workforce and communities is one of the main roles of a ward leader. A ward leader should consult with the communities concerning the services they need for the sake of organising and mobilising resources to carry out the work. Although the government had repeatedly indicated that its model of service delivery is people-centred, there is a lack of synergy between public leaders and employees in the municipalities. This is because of the rigidity of the mechanical system in the municipalities which consists of different hierarchies that undermine the practice of a synergy role of leadership, as Nengwekhulu (2009:346) cautions that:

> "…the public service is still organised along the Weberian model of public bureaucracy…The problem with the Weberian model of bureaucracy is its hierarchical rigidity, impersonality and mechanical human interactions. Such a model of organisational structure does not seem compatible with the vision of the new government…"

The ability of a ward leader in constructing interactions and collaborations between employees themselves and communities is a desirable practice which is currently lacking in the municipalities. The quality of synergies can help to bring back the spirit of 'caring' to communities among public leaders. As sources for the facilitation and stimulation of effective community service delivery, synergies between the workforce itself and communities are indicators of good leadership and accountable governance. As an attribute of a good leadership practice, building of synergies is seen as a fundamental driver to dismantle 'hierarchical rigidity, impersonal and mechanical human interactions' that hamper quality provisions of community services (Nengwekhulu, 2009). Although synergies are not easy to create because of the nature of the diversity of the group dynamics, they depend also on the capability of a ward leader to reach out to both communities and employees to understand the significance of working together as part of the solution to enhance quality service delivery. The research suggests, however, that the leadership at CoJ is unable to create much needed synergies that could not only facilitate and promote effective and quality community service delivery but also enhance collaboration among the public leaders and the entire workforce.

4.5 IMPACT OF QUALITIES OF GOOD GOVERNANCE AND GOOD LEADERSHIP ON IMPROVEMENT OF SERVICE DELIVERY

In recent years it is increasingly clear that a discussion of leadership without reference to governance is considered incomplete. Governance has become the gold standard against which leadership is discussed and its absence in the discussion of leadership indicates the absence of leadership itself. There is a positive impact between the two concepts in the performance of local government institutions, but the justification for governance when leading and the persuasive motives for governance in leadership require further discussion.

4.5.1 Good governance as a cradle of good leadership

Governance has been postulated as a significant mechanism by means of which municipalities as local government institutions engage within their designated areas of jurisdiction with the local people. Governance does not only ensure that communication between the leadership of the municipalities and residents occurs but that it is done in a constructive and responsible manner. Nengwekhulu (2008:9) defines governance as:

> "…*a systematic and continuous interaction between government and society.*"

Viewed from this perspective, governance is an important framework or instrument for reaching out to the people and promoting not only leadership but good leadership within the municipalities. For an orderly and ongoing interface between the municipalities and the people, the councillors should become the face of the municipal government. Governance, it is argued, provides a platform for collaboration and interaction between residents and ward leaders in the municipalities, to ameliorate the social, political and economic situations of the people. Governance, in the context of the administrative school of thought, protects the interests and rights of the public by means of encouraging public leaders to interact with the people in a responsible manner, as the World Bank (1989:60-61) explains:

> "…*an efficient public service; an independent judicial system and legal framework to enforce contracts; the accountable administration of public funds; an independent public auditor, responsible to a representative legislature; respect for the law and human rights at all levels of government; a pluralistic institutional structure, and a free press.*"

To consider governance as a guarantor for the respect of law and human rights by public leaders, the public must receive services that are due to them without engaging in violent protests. Where corruption is common, governance can neither guarantee nor enable public service to the general

population. This is so where public leaders do not respect the rule of law and where public service is prioritised to the elites over the underprivileged. Remarking on the need for a diversified character of a public leader, Bao, Wang, Larsen and Morgan (2012:453) observe that:

> "*Public officials must be good not only in doing traditional hierarchical management but also at creating and operating in loosely constructed networks and confederations that are held together by agreement rather than rules and the exercise of hard power. One way of seeing the wide range of leadership competencies needed for high performance is to map what counts for successful problem-solving under different problem settings.*"

For the public, being actively involved in what the public leaders do as well as cultivating their own civic virtue are some of the features of good governance. Building trust and acceptance with the public requires public leaders who exercise what is called value-based good public governance. Acknowledging and involving the community structures in decision-making processes when solving people's problems is fundamental to good leadership and good public governance. Good public governance entails local systems of governance that allow for processes of bargaining, negotiation and compromise to take place between the public leaders and the communities they represent in the municipal councils. The many perpetual unpremeditated but sometimes organised violent and public protests around the country in different municipalities are an indicator of what happens when public leaders fail to take their leadership responsibilities seriously and put public values at the centre of good public governance. Good public service leadership focuses on the creation of the authority that operates and responds effectively to the parallel distributed power settings within the local communities.

Whether elected, appointed or community leader, meeting the expectations of the local communities at CoJ requires leading in terms of practising

acceptable societal values and applying competencies that function well within locally constructed systems characterised by democratic contestation. To develop good local governance, the leadership at CoJ should manage the expectations of the communities by involving them in the democratic processes and engaging them more in policymaking and service delivery management. Good governance as a mechanism of stimulating and facilitating good leadership is not only appropriate but an important pillar in ensuring that communities have effective delivery of governmental services pertinent to their local needs. Bad governance and poor leadership undermines the capacity of leaders at CoJ to lead with dignity.

4.5.2 Accountability as a mechanism for good leadership

Accountability has been endorsed for its possible contribution towards the facilitation of good leadership. Before embarking on the evaluation of accountability as the best mechanism for promoting and stimulating good leadership, it is necessary to provide an operational definition of accountability. Accountability, in the context of this study, means a responsibility attached to public leaders to inform and explain to the public why decisions were taken to do or not to do certain things. This broader perspective implies that leadership should be based on the overall concept of accountability. For councillors to be accountable to the people who put them in power, through voting for their political parties, is an expression of good leadership. This is about holding the public representatives responsible for achieving (or not) the objectives set for their positions. The accountability, at personal and collegial levels, of public representatives should be an intensified accountability, which means mobilising the public so that they deepen and increase the analysis of what the public leaders do to heighten a revolving equilibrium towards more accountability.

The accountability of councillors, by representing the public in various councils, should be communication driven. This means that conveying

information by councillors should not only be aimed at imparting knowledge and understanding to the public but also allowing highly informed and knowledgeable community activists (leaders in their own right) to participate in the discussions to promote the modern pull strategy which accepts communication from the bottom (Nengwekhulu, 2009). This would help in the prevention of the traditional top-down push strategy which assumes people to be consumers of the information without interrogating it. As a process of holding leaders accountable for their actions, people should be organised into community consultative forums which question public leaders on their performance and conduct. However, public consultative forums should not be limited to only the so-called community activists but include ordinary people to promote local democracy and to avoid situations of gatekeeping that may develop. To promote accountability, community consultations forums should not seek to shift individual political ideologies but instead allow for collaborative and democratic spaces in which councillors function. For example, in explaining the need for press conferences as another form of accountability to the public, Petit (2019:29-30) observes that:

> "…the independence-accountability balance oscillates towards reinforced accountability practices that surpass the treaty requirements…These efforts reinforce the accountability supply side in the balancing of independence...This reality calls for a genuine reflection on the evolution of the balance of independence with accountability…This intensified scrutiny should perpetuate in the future to maintain the accountability demand exerted…"

Perceived in this way, accountability becomes an integral element of good leadership. Councillors, by hosting briefing sessions regularly with journalists of local radio stations, local newspapers, local television stations, and others, is not only a good thing to do but another means of communicating to ensure their accountability to the public. They should fully respond to the questions to offer solutions to the problems communities

experience because people have come to believe that briefing sessions are merely talk shows or an illusion which conceals what happens in the boardrooms. Communicating with the public should not, however, only be done through media briefings because reporters may pose questions which do not represent the community interests and are usually beyond the comprehension of ordinary people. Press conferences are useful but do not always communicate adequately with vulnerable people in society. Through press conferences the councillors account to the public while preserving their independence. This brings accountability and independence of the councillors into question as the two scenarios of accounting and independence have inherent tensions. This does not mean that independence of councillors cannot coexist with accountability but that press briefings should not be prioritised at the expense of community consultative forums between councillors and the communities they represent. Significantly the practice of independence-accountability goes beyond the normal analysis of the concept of accountability – of basing it on a technical apparatus of rules. Heidelberg (2017:1380-1387) notes that:

> "*Accountability has an esteemed place in representative democracies. It is considered a critical value in the relationship between the ruler and the ruled and is an especially important concern in policy and administration because of the relationship between the bureaucracy and the public…The technical conception lacks the necessary normative qualities that define accountability as a political space.*"

Viewed from this perspective, accountability brings another component in the body politic where municipalities are advocates for representative democracy at the local level. This provides impetus to the whole principle of political accountability that, if applied appropriately by the public, councillors can be compelled to account for their actions or inactions, as Heidelberg (2017:1387) observes that:

> "*Contestation as a political exercise offers an opportunity to evaluate the use of laws that can both restrict and enable before commitment to the deed, but that can also be used as internal mechanisms of control…Contestation encourages…the discursive process of exchanging reasons and allowing for public review and revision of government action…Accountability requires a space for contestation, a political space in which choices and actions are publicly exposed with an option to make necessary and desirable adjustments…by focusing on contestation has the effect of encouraging us to think about the ways that we can design our institutions to promote more contestation and how to design systems that avoid the arbitrary use of power…*"

Facilitation of accountability through contestation is one of the reasons which generally advances the notion of good leadership. What is meant here is that 'accountability by contestation' serves as a defence mechanism for the local people against arbitrary exercise of power and authority by the councillors to prevent its concentration in their hands. Constructing spaces for public contestation has a further advantage of stimulating involved residency. Engaged communities have a social sense of right and wrong concerning the leadership issues of councillors. In the case of councillors who are underperforming, contestation accountability can offer the public an opportunity to contest the continuation of such a ward leader. Contestation accountability empowers ordinary people to question councillors in the process of implementation. The ability for the public to exercise contestation accountability increases the opportunity of creating the checks and balances on the activities of councillors rather than to react to the outcomes *post-facto*.

Contestation accountability helps to differentiate between control and accountability. It increases engagement between the public and councillors and as a result reduces the gap that exists when there is no contestation

accountability. The application of accountability in the sense of contestation will increase accountability of councillors to the communities. Contestation accountability, as argued, provides residents with recourse where councillors are held to account before the effect. The empowerment of the residents, as contestation accountability provides, reinforces democratic power on the governed rather than on the governors. Whether 'intensified accountability' and 'accountability by contestation' will promote good leadership will depend on the people's political awareness and the extent to which accountability is demanded from councillors. Contestation accountability will prevent further erosion of accountability which contributed to weakening the capacity of the councillors at CoJ to account to the residents.

4.5.3 Ethics as a mechanism for facilitating and promoting good leadership

Ethics is understood to be a science that deals with people's morals and personal conduct in all walks of their lives. Although ethics is not based on legal rights and obligations, people still expect councillors, as their representatives in the council, to lead an ethical life. People expect public leaders to have the ability to make a distinction between what is right and wrong in the discharge of their daily responsibilities. Ethics has thus been credited with the promotion and sustainability of good leadership because it is known to be a source for people to distinguish between right and wrong as well as encouraging them to stand for what is just. This provides people with greater wisdom to know whether what councillors do is right or wrong. It also enables them to assess the quality and performance of public leaders, as Zhu, He, Treviño, Chao and Wang (2015:704) observe:

> "*Ethical leaders are honest, trustworthy, approachable, caring, and fair in their decision-making. Ethical leaders also lead on ethics. Specifically, ethical leaders serve as ethical role models for their subordinates, establish and communicate ethical standards to their*

> *subordinates, and enforce those standards through rewards and sanctions.*"

The effectiveness of ethics as a manifestation of promoting and supporting good leadership will be contingent on the level of wisdom and judgement of the people and the extent to which they understand what is politically moral and right. Political morality means a degree of consciousness on the part of public leaders to conform with moral principles to guide and direct their conduct in relation to doing what is right and just and how people in the communities can critically assess their role and its impact on their lives. In circumstances where service delivery is essential, ethical leadership is needed to champion the course for the local people. Through safeguarding and practising ethics, as per the accomplishments of their leaders, associates, it is argued, might also improve their job performance and achieve their outcomes. Their reactions towards their ethical superiors could also improve. Emphasising the importance of the role that ethics plays in leadership, Bowman and Williams (1997:517) explain:

> "*…ethical considerations can hardly be overlooked in a time of popular reforms that attempt to transform the public service ethos in the name of productivity. They are of fundamental importance to the quality of democracy and its administration.*"

As a measure for promoting correct conduct, society needs to evaluate public leaders it puts into power by constantly questioning their morality in relation to their performance of official duties. The public's evaluation of the ethics of the public leaders, although this should be done judiciously and objectively, is a fundamental human right bestowed upon them by the constitution in which democratic social justice and quality of life for everyone is guaranteed. Ethics, as argued, provides wisdom and guidance to public leaders by encouraging and supporting them to do good through enhancing service delivery. Although ethics is based on people's sense of what is right and just, and not on legal rights and obligations, councillors at CoJ are

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expected to conduct themselves in an appropriate manner as representatives of their communities in the council.

4.5.4 Social contract as an instrument for promoting caring leadership

Social contract has been supported for its possible influence in the enablement of good leadership. Before undertaking an assessment of whether social contract offers the best mechanism for stimulating and promoting good leadership, it is necessary to provide a functional definition of social contract. The concept of a social contract originated from the social contract theory, as Plamenatz (1963:162) explains:

> "…*it asserts…that the people, having agreed to set up rulers over them for certain purposes, therefore have the right to resist or remove them if they persist in courses which defeat those purposes*."

Seen from this perspective, political authority to govern emanates from a contract which rests with and is consented to by the people. This view is consistent with the democratic principle of 'government of the people by the people and for the people'. It protects the rights of people and affirms that authority of the rulers rests on its being used for defence of the interests and inalienable rights of the people in a constitutional democratic dispensation. It further suggests that how the rulers use the set or granted political authority depends on the will or approval of the subjects who cede that authority to govern to them willingly and conditionally. Explaining how political authority arises in terms of the social contract, Plamenatz further (1963:172) observes that:

> "…*political authority…must be supposed to have been set up by agreement between those who became subject to it, and is therefore limited by the purpose which the agreement was intended to achieve.*"

If public leaders are convinced that ordinary people have a right to agree to choose their own representatives, it is rational that social contract can be used as an instrument for facilitating and promoting good leadership. The success of social contract in facilitating good leadership is dependent on the acceptance and commitment of public leaders to social contract. Its accomplishment is also reliant on the local communities seizing the moment to claim their right and exercise their power to remove public leaders who do not serve the interests and rights of the governed.

If there is no capacity in local communities to claim their place and participate in local structures and processes, public leaders may continue to break the covenant. It is thus important that for social contract to succeed as an instrument for facilitating good leadership, the masses should use it as a barometer to measure compliance and performance by public leaders. To the contractualists, it was largely used to protect the rights of the downtrodden. Plamenatz (1963:178) further observes that:

> "*According to the contract theorists, it is the people who have the right to provide for their own security, and therefore the right to set up government to give them security.*"

Assessed from this perspective, social contract cannot be entirely regarded as a guarantor for people's rights if the people do not directly elect their representatives; instead they are required to vote for a political party which ultimately deploys councillors in the council to speak on behalf of the local communities. The question then arises as to what will happen if councillors betray people's trust and represent their own party-political affairs and interests and not the well-being of the communities in the council. Although people, as per the covenant of the social contract, have a right to remove councillors, this raises a dilemma because the people are then required to determine how those councillors broke the covenant and how they should be removed from the council. To make matters worse, the communities first have to convince the political party that had deployed those councillors in

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the council that they should be removed. The people's remedy, however arguable, is to resort to their inalienable right of popular resistance which in the South African context, if the public protests are peaceful, means that they can take to the streets to demand that councillors be removed by the political parties that deployed them because the people did not directly elect them (Plamenatz, 1963).

Alternatively there is the option for people to wait until the next local government election to vote out the political party that deployed those councillors who broke the covenant by not serving the people's interests. Although the action to remove councillors from office by voting out their political parties might take place after the deed, it is, so far, the only remedy for people. Whether social contract will succeed in the promotion and facilitation of good leadership will depend on the ability of the society to demand that they be permitted to elect their own representatives directly so that if they break the covenant they can easily be removed from the council. As far as it is a norm that political parties deploy councillors to the council to represent different constituencies, the local communities will continuously have to engage in public protests to demand basic service delivery that ordinarily is supposed to be due to them.

4.5.5 Authority as a mechanism to facilitate accountable leadership

Authority has been accredited with the promotion and sustainability of accountable leadership because of its capacity to provide power to a person or an organisation over societal issues. It is therefore important to provide an operational definition of authority before assessment of whether authority provides the best mechanism for facilitating and promoting responsible and worthy leadership. Nengwekhulu (2008:9) quotes Ball (1983:30) defining authority as:

> "*Authority is used to denote the right to do something irrespective of the sanctions the person may possess.*"

Observed from this perspective, authority applies to all the people, irrespective of higher rank or lowest position in the institution. This means that even public leaders are bound by authority as applied in the municipality. If authority is applied firmly and correctly across the board in the municipalities, it may serve as a mechanism to facilitate and enhance accountable leadership. Marger (1981:29-30) defines different types of authority:

> "*Authority is the right given to particular persons and organizations to exercise power on societal issues. It is legislative, socially approved power and is impersonal in application. Weber suggested three bases of authority in societies: traditional, legal-rational, and charismatic. Traditional authority is founded on custom, whereas legal-rational authority is based on clearly prescribed rules. In a legal-rational system, leaders assume power and people obey based on objective procedures. Charismatic authority rests on the ability of an individual to attract the allegiance of great numbers of people through his or her personal attributes.*"

Without a person or an organisation exercising authority, social and economic issues will not be solved. What it means is that authority empowers public leaders or councillors to enact policy decisions and by-laws to implement programmes and projects to improve the lives of the residents in the municipalities. The implementation of these programmes is part of being accountable to the people. Authority provides public leaders with a mandate to provide services to the local communities. The success of authority as an instrument for worthy and accountable leadership will ultimately depend on public leaders applying authority fairly to everyone, because if it is abused it can have dire consequences in the society. As explained in the findings, certain entities at CoJ, like the JMPD and procurement services, sometimes apply authority wrongly in violation of set legislative frameworks and the rule of law.

4.6 THE APPLICABLE INSTITUTIONAL CAPACITY AND HUMAN RESOURCES THAT THE LEADERSHIP USES TO IMPROVE SERVICE DELIVERY

Institutional capacity and human resources are advocated for possible contribution towards the promotion and facilitation of worthy leadership because it empowers public leaders to fully harness the entire system of a municipality to provide effective and quality service delivery to local communities.

4.6.1 Institutional capacity as a tool for helping to facilitate worthy leadership

It is important, before assessing whether a strong institutional capacity can be used as an instrument for facilitating a well-intentioned leadership, to establish a working definition of institutional capacity. Institutional capacity is defined as the ability of an establishment in the application of its comprehensive systems of leadership and governance, knowledge and skills to fulfill its vision and mission for the accomplishment of its social and economic objectives (De Vita, Fleming & Twombly, 2001). Prior to using institutional capacity as a tool in facilitating worthy leadership, it should be established whether the institutional capacity is strong enough to sustain its role. If proven that the institutional capacity requires restoration prior to its utilisation as a tool to assist the leadership to meet its set goals, Vita, Fleming and Twombly (2001:18) advise that:

> "*To build capacity in the leadership component of…[municipalities] two factors must be considered…enhancing existing leadership, and…developing new leadership. Working with existing leadership can take a variety of forms. Administrative and procedural policies can be reviewed and updated to streamline operations and better reflect environmental conditions. Training can be provided to staff and volunteers to upgrade skills or promote team-building efforts.*"

The fact that institutional capacity is developed, led and managed from within the institution creates a better opportunity of success and facilitation of well-meant leadership than if it was designed from outside the institution. It is thus convincing that, if the entire workforce understands what is at stake and pulls together, institutional capacity, as an instrument for promoting and facilitating valuable leadership, will be effective. If there is no institutional capacity any strategy designed to implement social programmes and projects will not succeed. Institutional capacity is the engine from where any development strategies are carried out. It is essential that institutional capacity as a mechanism for facilitating good leadership must regularly enhance existing and new leadership. Capacity creation also requires the leadership that is effective in getting community members to participate in decision-making processes which can also enhance local democracy. The evaluation of the bureaucrats should be fairly done and not based on an individual's political affiliation if building capacity had to succeed. Commenting on the importance of creating institutional capacity, Mishra (2011:11) observes that:

> "…education and training for the public leadership capacity building and training of administrators at various administration levels are important for the realisation of an accountable, transparent, effective and efficient public service. It is in this context that the capacity and constraints of civil service leadership with specific reference to the training and development of higher civil services…are elaborated from a three-dimensional model called 3P Model (3PM)."

It is not only the bureaucrats who require training, development and relevant education but also the elected leaders, because skills shortages may undermine the ability of the institutional capacity to serve as a lynchpin to facilitate good leadership. Most importantly, some councillors without any formal education, whether informal or formal, cannot read regulations and minutes with proper comprehension. Clarifying the nature of the 3P Model, Mishra (2011:12-13) further indicates that:

> "*The 3P Model refers to the evolution of public administration system…public administration support[s] the goals of the state in promoting economic development, improving social conditions and overall well-being, and strengthening the rule of law…public management focused on the application of management principles including efficiency in utilisation of resources, effectiveness, customer orientation, reliance on market forces and greater sensitivity to public needs…public governance is all about stakeholder involvement through equitable access to opportunities to learning and development in the amelioration of the living conditions of the poor and striving towards a decent standard of living.*"

Enhancing the impartial rule of law is one of the many interventions that should be undertaken to ensure compliance with the regulations if institutional capacity is to be successful as an instrument for responsible leadership. Cost containment measures, as a strategic and operational plan to reduce wasteful expenditure and to save available resources can help finance the creation of institutional capacity to facilitate and promote effective leadership. Explaining the role of education in capacity building, Nengwekhulu (2008:118-120) explicitly says that:

> "*An assessment of the educational levels of councillors is essential for it seems the lower the level of education the lower the level of political understanding. More important also it seems that the lower the level of education the lower the level of understanding and management of the modern complex and complicated government machinery…The under-qualification of councillors becomes even more glaring when it is compared with the educational qualifications of the council administrative personnel.*"

This situation makes it necessary for the improvement of education levels of councillors if the institutional capacity can truly become a mechanism to promote and facilitate good leadership. If their literacy rate is so poor, voters

should demand to set a minimum qualification requirement for an individual who aspires to become a councillor. This should be done not only to enhance the level of understanding of councillors on issues of social, political and modern complex and complicated local government machinery but also to increase capacity of all the people working for the municipalities to consolidate overall institutional capacity. What is certain is that some councillors and bureaucrats who do not have appropriate skills to run the modern municipal bureaucracy and to perform adequately undermine the ability of the leadership at CoJ to turn things around for better and to promote quality service delivery.

4.6.2 Human resources as an instrument for efficient and effective leadership

Human resources requires political and administrative systems for enabling efficient and effective leadership in the provision of services to the people. What is important is that human resources should also be capable as a mechanism for efficient and effective leadership. Whether human resources will promote and facilitate efficient and effective leadership will depend on the level of training and development available to the entire workforce. Henderson (2008:95) explains training as:

> "*…a set of planned activities on the part of an organisation to increase job knowledge and skills, or to modify attitudes and social behaviour, to achieve specific ends which are related to a particular job or role.*"

Viewed from this perspective, it means that training provides new skills, knowledge and capabilities to work properly. This means that a skilled, trained, motivated and competent workforce can lend a supporting hand to make leadership effective and efficient in the provision of service delivery to residents in the municipalities. The argument that training provides suitable knowledge and skills has merit but this also depends on how committed the workforce is. The experience has been that municipalities employ many

workers without adequate training. The outcome has been ineffective and inefficient delivery of services that essentially weaken the ability of the leadership in attaining performance goals. As municipalities experience continued challenging and changing environments, the need for the workforce to be properly trained and developed becomes more important and necessary to build their capacity to enhance service delivery. Having noted the importance of training in the delivery of services, Gillmore and Rees (2009:163) define development as:

> "…the process of preparing a person to take on more onerous responsibilities or equip him or her for future promotion within the organisation."

Development of the staff personnel is part of enhancing human resources capabilities to stimulate efficiency and effectiveness in how the leadership can be used as a mechanism for delivering services to the residents. However, performance of the leadership in attaining its set objectives has been insignificant in the municipalities. This has largely been attributed to inadequate human resources capacity combined with the incompetence arising from lack of skilled personnel. Among other interventions, the performance management system linked to remuneration as well as coaching and mentoring of junior and new staff members can enhance and enable human resources to be an instrument for efficient and effective leadership in promoting improved service delivery. It can also help to revive the human resources system which appears to have undermined the leadership at CoJ from realising its performance objectives.

4.7 PROBLEMS THAT IMPEDE PERFORMANCE OF LEADERSHIP IN MUNICIPALITIES

Municipalities are supposed to be centres of effective and efficient service delivery to their communities. The functions include capacity building for the provision of services to the communities, promotion of a safe and healthy environment, as well as provision of democratic and accountable

government to local people. Municipalities have in recent times become focal points of attention for the wrong reasons because of their inability to deliver quality and effective services to the local people. Although there is no organisation that is completely flawless, the scale of substandard and poor service delivery as a result of failure of leadership in relation to performance in the municipalities is unprecedented. This research will be incomplete without the assessment and scrutiny of some of the problems that typically beset the performance of leadership, specifically at CoJ.

4.7.1 Lack of political will on the part of public leaders

Political will means a determination on the part of political leaders to prioritise and accelerate service delivery to the constituencies they represent in either legislative assemblies or councils (Nengwekhulu, 2008). Nengwekhulu (2008:29) observes that:

> "*Without the necessary political will, it is doubtful whether any meaningful [service delivery] can take place…the level of political will… accompanied by the level of political awareness of the communities [is necessary]…*"

Determined and committed public leaders will provide service delivery to their constituencies, but for a meaningful process of service delivery to occur, there is a need for unconditional commitment and political will on the part of the leadership to treat delivery of services as a nonpartisan obligation that requires serious attention. It is furthermore a societal obligation which requires the frontline and committed leadership to address directly. This should originate from the conviction that service delivery is not only desired but essential to uplift people from situations of social and economic disadvantage. Both the national and provincial governments should, more importantly, act as watchdogs to enable and encourage the municipalities to fulfill the needs of the local people by means of delivering services. The local people themselves should also take initiative through local forums to

compel the ward leaders to account to them about programmes and projects to be undertaken for the development of their communities.

Without the necessary political will, it is uncertain whether the required service delivery will occur in the municipalities. The problem of poor service delivery will remain with the local people if there is no political will on the part of public leadership. Where there is an absence of genuine political will on the part of the leadership of the municipalities, the trend has been to exploit service delivery problems as a political game played during the local government elections campaigns to garner support of the local people. After the elections, the poor service delivery continues and the councillors often fail to honour their election promises until the next election cycle commences. This can only be addressed if councillors representing different communities are directly elected into a council position where they are directly accountable to uphold their election promises. However, if a certain political party is still elected that ultimately deploys its comrades into council to represent different communities, service delivery problems are likely to continue at CoJ.

4.7.2 Deployment of unskilled public leaders into key leadership positions

The deployment of councillors in the councils of municipalities by elected political parties is a normal practice after every local government election. Political parties that have received enough votes deploy councillors in the different municipal councils to represent and serve their constituencies. The councillors deployed by elected political parties are expected to represent the interests of the residents who put them in leadership positions in different councils of municipalities. The residents as the electors, mandators and delegators of political parties which ultimately deploy councillors into councils are supposed to have freedom to instruct them to do what they want but this is not the case. Councillors continue to neglect their mandate of providing public goods and services to the residents.

Instead, they maybe enriching themselves from the public purse. Political deployment has become a career based on greed, materialism and self-interest rather than on serving the needs of the residents. Councillors may use a political deployment as an opportunity not for service delivery enhancement but for profit maximisation and self-enrichment. There is nothing wrong with the deployment of party members if the deployed leaders have abilities, knowledge, skills and other relevant aptitudes to meet their job descriptions and job specifications of the positions they occupy as well as showing commitment to serving the people. As a result of such leadership incapacities, Mkhize (2018:2) concludes that:

> "*Seven percent of the country's municipalities are classified as well-functioning; about 31% of the municipalities are reasonably functional; thirty-one percent are almost dysfunctional; the remaining 31% is dysfunctional.*"

This argument paints a disappointing picture of the performance of leadership in the municipalities. This poor performance resembles the nature of competencies the leadership has because the municipalities are dependent to a greater degree on the competencies of councillors and bureaucrats in the provision of quality and effective services to satisfy residents. This argument has some merits in exposing poor knowhow on the part of leadership to manage the infrastructure projects, handle tender documents and interact meaningfully with contractors to enhance development using the allocated money from the national and provincial governments (Mkhize, 2018). As a result, leadership in the municipalities is failing to deliver services to the people and this reflects badly on them. The issue of profit-making on the part of the councillors and bureaucrats poses leadership problems in the municipalities. This is also regarded as a source of leadership challenges which Thebe (2017:125) describes as follows:

> "*Political deployment tends to produce relatively inexperienced and uneducated political leaders and public officials. The cadre deployment has created party leadership structures and has given*

political leaders enormous dominance, producing situations in which such leaders are unwilling or unable to hold public office bearers to account...Uneducated and inexperienced political leaders resulted in the collapse of service delivery, economic crises and human suffering due to the demanding environment which is multifaceted and multidimensional with unique characteristics and diverse perspectives that need different approaches and strategies."

This is a logical and cogent argument. There are some virtues in this argument because the uneducated public leaders will not only misread the regulations and rules governing the municipalities but also misinterpret the minutes of the council in preparation for providing feedback to the communities they represent. It has become difficult for uneducated public leaders to understand and lead the modern political and bureaucratic system which is complex and complicated government machinery (Nengwekhulu, 2009). The Auditor-General South Africa (2020:11) observes that:

"*Municipalities that have both attracted and retained staff with the right skills have benefited from this continuity and managed to maintain good audit outcomes. By contrast, municipalities characterised by instability in political or administrative leadership, such as the City of Tshwane and City of Johannesburg metros, were unable to improve their outcomes.*"

It is perhaps an indictment on the system where political deployment is done without considering whether a person in a leadership position has the necessary competencies which includes skills, knowledge and abilities that could be applied and which can be used beyond reproach. Members of the governing political parties in the municipalities are deployed into positions where they do not have relevant expertise and knowledge. In many instances, the system of political deployment includes the deployment of friends into the bureaucracy without or with little consideration of municipal

regulations entrenched in the Municipal Systems Act of 2000 and the Municipal Handbook which prescribe the required minimum competency level in the municipalities. As will be explained in chapter five, deployment and appointment of leaders without relevant qualifications into key leadership positions at CoJ is a cause for serious concern as this results in poor service delivery.

4.7.3 The poor leadership attributes that beset effective governance

Poor leadership reinforces poor administration in the municipalities which adds to the vicious cycle of ineffective governance and contributes to local backwardness, unemployment, inequality and poverty. More importantly, poor leadership in municipalities results in inefficient and ineffective service delivery. The success of municipalities as centres of service delivery to their communities will depend on local leadership with good qualities and capacity to provide direction and guidance to the political and administrative structures in the formulation and implementation of policies, projects and programmes (Nengwekhulu, 2008:31). In explaining the importance of accountability in the municipalities, Koenan and Mangena (2017:69) observe that:

> "*The test of the principle of accountability is fundamental in answering the question of who is accountable or responsible for certain actions which adversely affect the public, which is called public accountability…Public accountability refers to the need to provide an explanation, full disclosure of facts and information that led to certain decisions, and the processes which were followed or omitted in taking these decisions.*"

Personal accountability amongst councillors and functionaries is central to improving professional performance to enhance service delivery. Communities, by holding politicians and municipal bureaucrats accountable deepens accountability. A community's lack of interest in the affairs of the municipalities allows the public leaders to avoid accountability for their

legislated responsibilities. Municipal leadership owes its success to accountability, particularly if it is directly related to responsibility for decisions, actions, outcomes and the manner of carrying out policies and regulations.

Where there are no local leadership capabilities to drive, for example, large infrastructure projects and programmes that may assist in the alleviation of unemployment and poverty, the likelihood is that the amelioration of social and economic conditions of the residents will remain a fantasy. More significantly, if the attributes of local leadership remain poor, it is unlikely that local participatory democracy, governance and accountability will improve, as Nengwekhulu (2008:37) observes that:

> "*A genuine local government can therefore become a viable and flexible instrument for promoting and facilitating good governance and public accountability…Genuine local government may therefore help to put some measure of power in the hands of the masses, thereby making the notion of government of the people, by the people, and for the people a little more realistic.*"

As integral elements of a participatory democratic process, good governance and accountability can only be realised when, instead of electing a political party into power which in turn deploys councillors with few attributes of good leadership, local people are permitted to directly choose their representatives into the council. The Auditor-General South Africa (2020:50) notes the following concerning weaknesses in governance:

> "*…the metros should pay attention to the governance of entities under their control to reverse the negative trend in some entities' audit outcomes, primarily due to non-compliance. The status of procurement should be a specific focus, as irregular expenditure incurred by municipal entities increased from R1,3 billion in the previous year to R1,8 billion. The bulk of this (R1,6 billion) was incurred by the four largest City of Johannesburg Metro entities…*"

If councillors lack leadership qualities, municipalities will not succeed in their transformation as centres of service delivery as well as being an important and fundamental aspect of participation by people and accountable governance (Nengwekhulu, 2008).

4.7.4 The scourge of corruption and bribery

Municipalities are viewed as being likely to be disposed to corruption and bribery. Municipalities in South Africa are no exception to corruption, as Olowu (1988:20) explains that:

> *"When the first books on corruption in African countries were published, they concentrated on the local government level. Local governments in some parts of Africa were described as a conspiracy against the public, and an institution that is riddled with 'bribery, nepotism, politics and corruption'. Over the years, as more documentation on corruption in central governments has accumulated, it has become evident that corruption is a universal problem for all governments in all countries."*

In recent years, municipalities in South Africa have seen increasing incidents of corruption. One such example is that of the Venda Building Society (VBS) financial scandal called the great bank heist and many other financial irregularities revealed by the Auditor-General South Africa. Corruption undermines the capabilities of the leadership which leads to sluggish service delivery in the municipalities. Once corruption has become systemic and endemic, local people may offer a bribe to receive service due to them which results in resources being diverted away from social and economic development projects to enrich those in leadership positions and the private individuals party to the scheme. Explaining the scope of corruption, the City of Johannesburg (2017:36) quoted Executive Mayor Herman Mashaba:

> *"…corruption is deplorable and steals from the poor. When I took office, I declared corruption public enemy number one."*

However, corruption continued unabated under Mashaba's watch until he resigned from the position of executive mayor. On the scourge of corruption, which is felt across the state departments and municipalities, Ramaphosa (2019:22) observes that:

> "*We recognise, as do all South Africans, that our greatest efforts to end poverty, unemployment and inequality will achieve little unless we tackle state capture and corruption in all its manifestations and in all areas of public life. The action we take now to end corruption and hold those responsible to account will determine the pace and trajectory of the radical social and economic transformation we seek.*"

President Ramaphosa established various commissions to investigate public leaders and functionaries alike involved in wrongdoing and corruption across all state institutions and municipalities. Following President Ramaphosa's announcement, Dube (2019:1) reported on a related matter of corruption at CoJ:

> "*Special Investigating Unit (SIU)...to investigate alleged wrongdoing within the City of Johannesburg in relation to the R86.4 million 'red fleet' tender awarded in 2014. 'Whistleblowers have alleged that while the costs associated with the purchase of the 'red fleet' were paid over to the service provider, delivery was not e[a]ffected...*"

These investigations by the SIU indicate the seriousness with which the Ramaphosa administration views corruption at CoJ. Lombard (2018:2) observes that:

> "*'Preliminary investigations revealed that a city official was paid R1-million by the service provider for securing the deal. The city official allegedly took one official working for the service provider to a shop in the south which sells building material and spent R30 000 as a token of appreciation to the official. 'I was also informed that the service provider colludes with one of our officials, who steals printer*

cartridges from our stores and sells it to the service provider, who then sells it back to the city', Mashaba said."

This was but one of many indications of corruption occurring at CoJ. These result in a lack of trust in the CoJ leadership on its commitment to resolve issues of corruption which impact negatively on service delivery. Lombard (2018:1-2) further conveys that:

"*A senior official from Pikitup was arrested after he was caught on CCTV footage stealing a City of Joburg owned laptop…the senior official was called in for questioning by GFIS and he confirmed that he had taken the laptop*".

"*The City of Joburg's executive mayor announced that yesterday the Hawks and CoJ's Group Forensic and Investigation Service (GFIS) Department arrested an ANC councillor from the Kaalfontein, Midrand area, for the alleged illegal sale of two city owned property stands…' The ANC's Integrity Committee resolved that the regional executive committee should immediately recall the councillor from his position as an ANC Councillor. The ANC Greater Johannesburg Region has thus taken a decision to remove him as a councillor with immediate effect'…*"

The steps taken by the Hawks and CoJ's Group Forensic and Investigation Service (GFIS) are commendable in the fight against fraud and corruption committed by some councillors who are expected to represent their constituencies with respect and dignity. Vorster (2017:1) comments that:

"*…the syndicates colluded with certain licensing officials to perform illegal transactions on the licensing computer system. Among other things, there was a collusion to unlawfully allow motorists to obtain driver's licences and disc licences, and to register vehicles*."

This suggests that residents should work with law enforcement agencies to

report any wrongdoing of councillors and bureaucrats. On another corruption scandal in CoJ, *Joburg East Express* (2017:1) reported that:

"*Eight City officials arrested for fraud and corruption. It is alleged that they defrauded the City of about R2.5 million for claiming fraudulent refunds on behalf of property owners.*"

The revelation above is just a tip of an iceberg on the volume of corruption occurring at CoJ. The exposés like this make the residents at CoJ distrust the leadership on its commitment to resolve issues of corruption which impact negatively on service delivery. Corruption and bribery thus remain a concern for residents.

4.7.5 Poor living conditions of residents

Migration into CoJ is increasing rapidly (City of Johannesburg, 2020). People from rural provinces like Limpopo, North West, Northern Cape, Mpumalanga and also neighbouring countries such as Zimbabwe, eSwatini and Lesotho migrate to metropolitan municipalities in the hope of finding employment. CoJ is one of the metropolitan municipalities which experiences both outward and inward migration. Many migrants arriving in CoJ do not have a place to live and cannot afford rental costs. They therefore resort to living in overcrowded and dilapidated inner-city buildings and informal settlements thereby contributing to undesirable living conditions that pose a threat to social services and the local health care system (City of Johannesburg, 2020).

The CoJ did not plan for additional residents, and these are difficult to provide for as their numbers fluctuate. There is a lack of water and sanitation as well as electricity. Some of these slums are used as prostitution dens in which women and minor individuals are forced into selling drugs and working as sex slaves for the drug lords (Zybrand, 2013). CoJ cites lack of land and resources as the stumbling blocks for building social and low-cost

housing or allocating serviced stands to qualifying persons. The leadership requires realistic and sustainable development policies to acquire land to build low-cost houses for needy people migrating to CoJ. Highlighting the problems related to rising migration, CoJ (2019:13) reports:

> "…*Johannesburg adds 5 people to its population every hour and projections show that Johannesburg will reach 9.2 million people by the middle of this century (UN Population Division, 2016). Currently, developing countries experience faster population growth rates than the rest of the world, contributing to massive urban poverty, housing shortages, infrastructure backlogs, environmental degradation and political instability.*"

The challenges of the CoJ require innovative leadership to deal with poverty, housing deficiencies, infrastructure logjams, environmental dilapidation, proliferation of public protests and other social ills. If it is correct that CoJ welcomes 'five people every hour' to its area of jurisdiction, it can be argued that it will be difficult to reach developmental targets and adequate service delivery. Concerning housing shortages, Nengwekhulu (2009:350) notes that:

> "*The continued existence of informal settlements and shacks do not necessarily indicate failure by government to provide…better housing, sanitation, water and electricity, but rather the demands outstripping the material and human resources to accommodate them. In short, government is dealing with running targets.*"

Whilst there is merit in the argument that municipalities are chasing running targets in relation to the reduction of housing backlogs, it also depends on proper planning and efficiency in how resources are mobilised and deployed. It should also be borne in mind that corruption and misuse of resources is common at CoJ. Although there is no denial that migration into CoJ is increasing, corruption and misappropriation of funds have negatively contributed to the housing shortages, in part due to a lack of proper

planning, and in particular for social and low-cost housing. At worst, ward councillors sell low-cost houses to ineligible individuals. It is thus not only migration that causes housing backlogs at CoJ but also corruption and inefficient use of resources.

4.7.6 The proliferation of public protests

In recent years, public protests have become common at CoJ because residents use protests as leverage to get services that will normally take a long time to be provided. Remarking on the nature and scope of public protest proliferation in South Africa, Thebe (2017:132) observes that:

> "*In 2005…there had been about 5085 service delivery related protests against local sphere of government…The protests are concerned with poor service delivery and alleged uncaring, self-serving and corrupt local government officials and politicians. Some of these protests had turned violent resulting in damage to property and loss of innocent lives…the nature of service delivery protests taking place in South Africa is due to abject poverty, lack and slow pace of quality housing delivery, unemployment, lack of water and waterborne sanitation services, inadequate electricity and refuse removal, political infighting, inadequate public participation and widespread corruption.*"

This argument summarises the most important issues that compel residents to engage in public protests where in some instances they turn violent and in extreme cases lives may be lost. The genesis of public protests has been sluggish service delivery that has continued for some time. More importantly, the poor people, especially shack dwellers and those who live in the informal settlements, have waited for low-cost houses which have not become available for various reasons. In highlighting reasons why residents protest, Manala (2019:1) observes that:

> "*Alex's problems are complex and will continue to compound in the absence of bold leadership. This was said by the Alexandra Constituency ANC member of the Gauteng Provincial Legislature…in response to wide-ranging questions on challenges facing the township.*"

If problems in South Africa's oldest township, Alexandra, seem complex and complicated, it begs a question as to what is happening in the newly established informal settlements. Alexandra adjoins the wealthy area of Sandton but enjoys reduced services and the CoJ leadership was supposed to prioritise and accelerate service delivery in Alexandra because the township was neglected for a long time. The North East Tribune (2019:1) reports that:

> "*Residents of the township took to the streets on 3 April in what was labelled #AlexTotalShutDown in protest against the lack of service delivery and housing. The protesters burned tyres and blockaded roads with rocks.*"

It is not surprising that the people of Alexandra township reacted this way to lack of service delivery and housing demands over a long time. If poor service delivery and low-cost housing backlogs continue, it is likely that people will continue to utilise public protests at CoJ to attract the attention of the leadership to respond to their longstanding problems that have not been addressed.

4.8 CHAPTER SUMMARY

This chapter focused on the assessment of the nature of leadership and its quality roles in service delivery at CoJ. The essential features and various forms of leadership were identified and explained. Different definitions of leadership were scrutinised and evaluated. There is limited agreement about what leadership means. It also argued that dimensions of leadership styles, for example, autocracy and democracy, cannot be applied arbitrarily

without considering the context of the social and economic development of the municipality's residents. For practical reasons the dimensions of leadership style are different and for them to be effective and efficient they depend on the character of the leader. Selected leadership theories were analysed to understand why and how were conceptualised and within which contexts could they be applied. It further argued that there are several important leadership roles that can serve as instruments to facilitate and promote service delivery at the municipalities but this also depends on the political will and commitment of the public leaders for the leadership roles to serve as mechanisms for the facilitation and stimulation of service delivery.

It further demonstrated that leadership is related to governance because leadership does not exist in isolation. It is governance which facilitates and promotes effective and efficient leadership to become a driver for quality and credible delivery of services to the residents of municipalities. The chapter argued that there are several problems specifically at CoJ and other municipalities in general, identifying different challenges such as a lack of political will, deployment of unskilled public leaders, poor leadership attributes, shortage of low-cost housing, proliferation of public protests that undermine the performance of leadership.

CHAPTER FIVE
PRESENTATION OF STUDY FINDINGS

5.1 INTRODUCTION

This chapter focuses on the presentation of study findings. The presentation of study findings is done according to the elected leaders, bureaucratic leaders, municipal trade union leaders, community leaders and residents. The responses to each of the questions are presented using the above-mentioned strata.

5.2 THE CLASSIFICATION AND NUMBER OF PARTICIPANTS

A total of sixty-three (63) participants were sampled using a stratified approach. Of this sampled number of participants, only fifty-one (51) were accessed and interviewed. A total number of 51 interviewed participants is equal to eighty-one percent (81%) of a response rate, which is considered an adequate representative sample in a qualitative case study as opposed to a survey. The interviewing of fifty-one participants was conducted in a structured face-to-face manner as illustrated in Table 1 below.

Table 1: The classification and number of participants

Strata interviewed	Working/ Living at:	Sampled participants	Interviewed participants
Elected leaders	CoJ	12	09
Bureaucratic leaders	CoJ	13	10
Trade union leaders	CoJ	08	07
Community leaders	CoJ	07	07
Residents	CoJ	25	18
Total participants	CoJ	**63**	**51**
Response rate	Eighty-one percent		**81%**

Source: Own, 2021

5.3 PRESENTATION OF STUDY FINDINGS

The presentation of study findings was based on thirty-two questions designed to answer the five research questions as highlighted in chapter one. The research question: *What is the nature and quality role of leadership in service delivery at the City of Johannesburg metropolitan municipality*? were answered from questions 1 to 6. *What impact do qualities of good governance and good leadership have on the improvement of service delivery?* was answered from questions 7 to 13. *What is the applicable institutional capacity and human resources that the leadership uses to improve service delivery?* was answered from questions 14 to 19. *How does the enforcement of legislative and regulatory imperatives assist leadership to improve delivery of services?* was answered from questions 20 to 27. *What are the problems that impede the performance of the leadership at CoJ and how they can be resolved?* was answered from questions 28 to 32. Although the answers to thirty-two questions were diverse and overlapping, they however collectively addressed the research questions.

5.3.1 Research question one: What is the nature and quality role of leadership in service delivery at the City of Johannesburg metropolitan municipality?

To understand the nature and role of leadership in service delivery at the CoJ, participants were interviewed on the nature and quality role leaders play, quality of service delivery, reasons why people protest, reasons for poor service delivery and regularity of meetings between the leadership and residents.

1) On the question: *What role do you think leaders play*? participants in different strata expressed their perspectives as recounted below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said the following: "*In every organisation there has to be leadership, and the role of leadership…in this case…it will mean that they make sure that there is service delivery.*"

Elected leader 2 (Interview, 22/08/2018) said that: "*I think the best thing is to interact with the community. Help the needs of the community via service delivery.*"

Elected leader 3 (Interview, 15/09/2018) explained that: "*It depends on who the leaders are, we as the councillors, when it comes to service delivery we listen to our residents' complaints and we escalate it to those who actually can do something about it. Remember as councillors we are limited, we can't instruct people to do things, we can only ask.*"

Elected leader 9 (Interview, 09/12/2018) explained the following: "*…they should be exemplary when carrying out their work…they should be honest and serve the residents of the City of Johannesburg metropolitan municipality…*"

Elected leader 7 (Interview, 17/11/2018) remarked that: "*I believe a leader is the servant of the people because of the nature of the position he/she occupies; as councillors we should deliver services to the residents…*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (05/07/2018) succinctly observed that: "*They lead, manage, they are inspirational, they can be people's model, you know they are role models. They can make decisions. They can be strategic…*"

Bureaucratic leader 2 (Interview, 16/07/2018) stressed that: "*…leadership provides direction…in the organisation but they are also responsible for making sure that the people that follow them they can actually do the job. So, they motivate the employees and they provide the employees with the necessary tools to be able to deliver what is expected from them. They are responsible for creating the conducive environment for productivity and staff…*"

Bureaucratic leader 10 (Interview, 20/01/2019) expressed that: "*…leaders must respect the residents by delivering services to them…leaders who are selfish are phony…*"

Bureaucratic leader 3 (Interview, 07/08/2018) said the following: "*…leaders listen to their constituencies; those who do not heed the electors, should be removed from their positions.*"

Bureaucratic leader 6 (Interview, 18/09/2018) indicated the following: "*Residents want leaders who are selfless; leaders should serve the voters, not themselves…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) noted that: "*Leaders because they're the political people…are to deliver...to the community. This is their primary duty; nothing else.*"

Community leader 2 (Interview, 15/08/2018) indicated that: "*…leaders should facilitate an environment that is conducive for people, to get involved in shaping their lives, their future…to be catalysts…enable people to get involve[d]…in participating in how their lives are shaped.*"

Community leader 3 (Interview, 19/08/2018) remarked that: "*…leaders play an important role, they mobilise people, they influence people and they lead by example.*"

Community leader 4 (Interview, 15/09/2018) expressively said that: "*…leader's role is to bring people together; is to ensure that there is unity in the community and also to ensure that there is development in the area where they stay and ensure that everything is being consulted through the community.*"

Community leader 7 (Interview, 10/11/2018) said that: "*I don't know, but a leader should serve the people; the community wants services and that is what leaders should deliver if they are real…*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) commented that: "*…according to my knowledge, you cannot be a leader if there are no people that you are leading and again you cannot lead people if [you] don't have vision. You must have a vision if you are a leader…*"

Trade union leader 2 (Interview, 23/09/2018) noted that: "*Leaders must create strategies for any business, and they must be able to create policies*

in order to drive the organisation; basically, is about the policies…that guide how the organisation should conduct itself, how it should operate. And in terms of strategies, it should be strategy…to have a long-term direction where the company should head in terms of growth and development."

Trade union leader 6 (Interview, 08/12/2018) stated that: "*I think the role of the leader to be accountable to the constituency by making sure that they get services… a leader should also consult with the people.*"

Trade union leader 3 (Interview, 12/10/2018) said the following: "*…surely the leader must honour his/her position by providing service to the residents.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) noted that: "*…administratively, I think they are the administration of the City of Johannesburg by providing bills at the end of the month, water, electricity and so on. The political leadership, the role they play is to organise participation from the residents to be involved in the daily affairs of their lives in the suburb or in their area, the development and the growth in their area.*"

Resident 4 (Interview, 18/08/2018) said that: "*…their role is to lead honourably by not stealing from the people…they must give the poor houses and electricity for free.*"

Resident 2 (Interview, 07/07/2018) noted that: "*Leaders because they're the political people…are to deliver...to the community. This is their primary duties; nothing else.*"

Resident 11 (Interview, 27/10/2018) said that: "*…they should work with the residents because they are voted by us, the residents.*"

Resident 3 (interview, 04/08/2018) observed that: "*The job of the leader is to give direction of a particular department, be it private or state/government department and…to guide and give strategic direction of the organisation or the department…*"

Resident 13 (Interview, 09/11/2018) stated that: "*I believe the leaders are elected to bring service to the people…right now service delivery is poor because leaders default from their role.*"

Resident 8 (Interview, 06/10/2018) remarked that: "*To make sure that people get service delivery, in all aspects. It can be education, it can be socially, it can be alleviation of poverty, it can be housing. All sorts of things that can be of service delivery to people.*"

Resident 15 (Interview, 25/11/2018) expressed that: "*…leaders should bring service to the residents.*"

Resident 17 (Interview, 23/01/2019) noted that: "*Leaders should influence the people or communities to achieve goals. Say each community or organisation has a mission or goals…the leader somehow has to influence the followers to achieve these goals.*"

2) On the question: *Do you think CoJ's quality of service delivery is excellent, good, fair or poor*? participants in different strata articulated their views as noted below.

- **Elected leaders**

Elected leader 4 (Interview, 23/09/2018) noted that: "*In my opinion I would not say the service is poor because that will mean that the service has gone very, very bad or to the extreme but in this case I will say the service is fair, I'm saying its fair in the sense that few or in some of the areas, you find that there is that service delivery that is enjoyed by those people but cannot dispute that in certain areas or in many of the areas where black people are*

staying in particular I don't believe that there is that good quality service delivery."

Elected leader 5 (Interview, 10/10/2018) indicated the following: "*I think service delivery is neither excellent nor good. It is somewhere in the middle…fair.*"

Elected leader 6 (Interview, 04/11/2018) noted: "*I can say fair.*"

Elected leader 8 (Interview, 03/12/2018) said that: "*I think the municipality is doing a good job; services are taken to the people.*"

Elected leader 1 (Interview, 04/08/2018) expressed that: "*Honestly speaking, in the Black areas service delivery is poor; in the White areas it is good…in some suburbs it is more than good.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) noted: "*Fair.*"

Bureaucratic leader 4 (Interview, 21/08/2018) remarked that: "*The way we see people protest; it shows that service delivery is not good; I will say it is fair.*"

Bureaucratic leader 5 (Interview, 08/09/2018) said that: "*It is not good because people are always complaining.*"

Bureaucratic leader 7 (Interview, 11/10/2018) indicated the following: "*It is fair because residents are not satisfied.*"

Bureaucratic leader 8 (Interview, 16/10/2018) observed that: "*It is poor.*"

Bureaucratic leader 9 (Interview, 04/12/2018) stated that: "*Service delivery is fair.*"

Bureaucratic leader 2 (Interview, 16/07/2018) agreed that: "*It is fair.*"

Bureaucratic leader 3 (07/08/2018) specified that: "*The service is fair.*"

Bureaucratic leader 10 (20/01/2018) felt that: "*It is not good; I think it is fair.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) remarked that: "*What I can say is that, it was very very poor because soon as they start to take a decision that they are going to be relocating us without any consultation and of course we tried to approached them after…and we don't want to be relocated but they said they are going to do what they have planned to do and it's where we took them to court.*"

Community leader 2 (Interview, 15/08/2018) made the following comment: "*I think it is good in some areas and poor in some but generally speaking I would say below average.*"

Community leader 3 (Interview, 19/08/2018) said that: "*Service delivery is not up to scratch; it can be fair.*"

Community leader 4 (Interview, 15/09/2018) said the following: "*It is a fair service.*"

Community leader 6 (Interview, 08/11/2018) noted that: "*I have no idea, but it should be fair.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/092018) observed that: "*…I can say it is poor…because I'm living in an informal settlement and so I can't just say is good considering places like Sandton. For myself I can say is poor. …my neighbours are something like suburb but I do see some potholes in their area and even…I was expecting something different to them.*"

Trade union leader 2 (Interview, 23/09/2018) commented that: "*…currently, service delivery is very poor in the city of Jo'burg, necessarily because most of the projects that are aimed at uplifting the areas of marginalised, previously disadvantaged has been terminated. The focus is now on white suburban areas. So, that's the problem regarding that, you can even see in terms of illegal dumping, cleaning of streets there; the city is very dirty. So, generally the quality of service delivery is not quite up to scratch, its very poor.*"

Trade union leader 3 (Interview, 12/10/2018) said the following: "*…let me say, it is fair.*"

Trade union leader 4 (Interview, 21/10/2018) replied that: "*Services are fair.*"

Trade union leader 5 (Interview, 25/11/2018) agreed that: "*It is fair.*"

Trade union leader 7 (Interview, 06/01/2018) indicated: "*Fair.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed that: "*…considering the fact that…there is a lot of corruption as a result, it is not optimal service delivery.*"

Resident 5 (Interview, 25/08/2018) said that: "*It is a poor service.*"

Resident 18 (Interview, 25/01/2019) articulated that: "*At the moment is poor. …when you ask about the service delivery, they always tell you about the budget. We don't know about the budget because…we are only residents or community. Those people who are leaders are the ones who know about the budget, what we want [is] service delivery.*"

Resident 6 (Interview, 01/09/2018) said that: "*Service delivery is poor…corruption is too much.*"

Resident 16 (Interview, 16/01/2019) said concisely that: "*…poor service to the people.*"

Resident 7 (Interview, 23/09/2018) said the following: "*It is fair.*"

Resident 9 (Interview, 26/10/2018) said: "*…it is poor.*"

Resident 14 (Interview, 13/11/2018) observed that: "*In some areas it's fair; in others it's poor.*"

Resident 12 (Interview, 27/10/2018) said: "*Service is poor where I live.*"

Resident 8 (Interview, 06/10/2018) said that: "*My view, it will be fair, yeah I cannot rate it poor or good either. The services that we are getting are fair services.*"

Resident 17 (Interview, 23/01/2019) indicated that: "*I can say is fair in the sense that some of the services are delivered and some are not, which is an indication that we are not getting the optimum service delivery as indicated by some of the protests that we see on the media.*"

3) On the question: *Why do you think people protest*? participants in various categories articulated their viewpoints as recorded below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) recounted that: "*…I will say lack of service delivery and from that lack of service delivery the situation is exacerbated by the fact that the majority of the youths are unemployed and being unemployed they are easily organised, easily influenced into getting involved in the service delivery protest.*"

Elected leader 8 (Interview, 03/12/2018) said that: "*They do so to force the leadership to provide services to them.*"

Elected leader 2 (Interview, 22/08/2018) noted: "*People protest to attract attention of the municipality to get services that would normally take long to be provided because of corruption.*"

Elected leader 9 (Interview, 09/12/2018) suggested that: "*There are several reasons why people protest…mostly they want services.*"

Elected leader 3 (Interview, 15/09/2018) stated the following: "*People have realized that if you don't protest, there is no service delivery…as leaders we contribute to people's protests.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) highlighted several reasons: "*…there are three different reasons. The first reason is because they have been deprived of services. The big problem in Jo'burg often is houses. …they see that if they protest and block the road…they are likely to get ahead of the queue. So, it's a way of increasing leverage…*"

Bureaucratic leader 2 (Interview, 16/07/2018) said the following: "*People protest because they don't want to pay for the services…these protests happen in the informal settlements.*"

Bureaucratic leader 6 (Interview, 18/09/2018) noted that: "*…The protest is caused by the officials who don't want to listen to the community's needs…it is better for the leader to go outside and check the situation…how the people are living.*"

Bureaucratic leader 10 (Interview, 20/01/2019) said that: "*Some people protest because they were told if they do, they will get jobs.*"

Bureaucratic leader 3 (Interview, 07/08/2018) remarked that: "*…sometimes the politicians go there and over promise and make lies to the communities and the community expect[s] delivery and nothing happen[s].*"

Bureaucratic leader 4 (Interview, 21/08/2018) observed that: "*…protest unfortunately…comes from the poor…and they expect service delivery and they want it free. That's where lots of protests come from…others from housing because they want free housing. Remembering for instance that the City of Johannesburg when the DA took over in the coalition government, we were behind by three hundred thousand houses and they were only building three thousand a year. So, that's what people protest for.*"

- **Community leaders**

Community leader 2 (Interview, 15/08/2018) noted that: "*Protests happen for a reason…to force the municipality to take care of people.*"

Community leader 3 (Interview, 19/08/2018) said that: "*…protests are a way to show dissatisfaction.*"

Community leader 1 (Interview, 28/07/2018) observed that: "*…there is lack of information going to the community. Sometimes leadership takes long to respond to the need of the community.*"

Community leader 5 (Interview, 22/09/2018) explained: "*In South Africa, you get services after protesting…that is the reason why people protest.*"

Community leader 7 (Interview, 10/11/2018) observed that: "*If you complain by talking, you will not get services; it is the language the leadership understands.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) remarked that: "*People protest because of unhappiness, lack of service delivery. Lack of being consulted…poor leadership especially when it comes to ward councillors. Lack of information…*"

Trade union leader 6 (Interview, 08/12/2018) said the following: "*Some protests happen for wrong reasons…politicians exploit the people to serve their interests.*"

Trade union leader 2 (Interview, 23/09/2018) said that: "*People protest mainly because there are service delivery failures. If there are service failures, people will opt to go to the streets and protest.*"

Trade union leader 4 (Interview, 21/10/2018) indicated that: "*People protest because they have seen others getting what they want after protesting.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) explained that: "*They protest because of lack of service delivery. They need certain things…which they were*

promised in the political manifesto, but they are not able to deliver hence the residents are protesting."

Resident 10 (Interview, 27/10/2018) said the following: "*We are exploited by the councillors…we protest to tell them about lack of services in our townships.*"

Resident 2 (Interview, 07/07/2018) noted that: "*…if you are not serviced well, you end up coming up with protest because you don't get better services as community members. When people start to protest, it can be electricity, it can be anything like recently they started to say…the foreign nationals are selling fake things, but I think that is pushed by one thing, employment…people are becoming poor. So, when you think, some people say, 'nature doesn't allow any vacuum,' so if there is space between people and services then people think of anything that might deliver them.*"

Resident 3 (Interview, 04/08/2018) said the following: "*We are poor, and we talk but our councillors do not listen…protest is our voice.*"

Resident 13 (Interview, 09/11/2018) indicated that: "*…not everyone protests, but us who are poor use protest to raise our concerns…*".

Resident 15 (Interview, 25/11/2018) said that: "*We have serious service delivery problems.*"

Resident 17 (Interview, 23/01/2019) explained that: "*People, of course, will protest because during elections the politicians will promise to improve services whereas after the elections you find that those services are not delivered, hence people protest.*"

Resident 7 (Interview, 23/09/2018) stated that: "*Yeah, we protest to get the ears of the councillors.*"

4) On the question: *What do you think the reasons are for poor service delivery*? participants in various classes expressed their perceptions as presented below.

- **Elected leaders**

Elected leader 6 (Interview, 04/11/2018) said the following: "*Money for services is stolen through corruption.*"

Elected leader 2 (Interview, 22/08/2018) said that: "*We do our best to provide services to people…people keep on wanting…*"

Elected leader 8 (Interview, 03/12/2018) specified that: "*…service delivery cannot be measured by dissatisfaction…I don't know the reasons.*"

Elected leader 4 (Interview, 23/09/2018) said that: "*The reasons differ, but people will never be satisfied with service delivery…*"

Elected leader 5 (Interview, 10/10/2018) explained: "*I don't know…service delivery is happening.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) noted the following: "*…failure of the state…bad workmanship…like in Orange Farm, there was also corruption that was involved together with the JRA…municipality that has not been able to deliver on previous promises…So, there is enormous credibility gap.*"

Bureaucratic leader 5 (Interview, 08/09/2018) said that: "*…misuse of resources leads to poor service delivery…*"

Bureaucratic leader 9 (Interview, 04/12/2018) explained: "*People do not pay for services…they keep wanting free services…*"

Bureaucratic leader 3 (Interview, 07/08/2018) remarked that: "*…skills are…the biggest problem. We don't have the right people in the right places…, supply chain processes in this environment [City of Johannesburg], it takes about six months or even a year just to appoint one service provider…*"

Bureaucratic leader 10 (Interview, 20/01/2019) said that: "*…reasons differ…honestly corruption leads to poor service delivery.*"

Bureaucratic leader 6 (Interview, 18/09/2018) indicated that: "*…illegal connection is a problem, hence poor services to the residents.*"

- **Community leaders**

Community leader 2 (Interview, 15/08/2018) claimed that: "*…The issue of cadre deployment, favouritism, nepotism when it come[s] to the issue of employment; not making sure that people are employed on merit also contribute over and above the fact that we have not so poor friendly policies…*"

Community leader 3 (Interview, 19/08/2018) said that: "*…incompetence, the government that is lacking in leadership and wrong people appointed for the wrong positions.*"

Community leader 7 (Interview, 10/11/2018) observed that: "*It's poor leadership, wrong people being given jobs that they don't qualify for.*"

Community leader 1 (Interview, 28/07/2018) stated: "*Corrupt leaders steal money from the public coffers; this is a problem.*"

Community leader 5 (Interview, 22/09/2018) stated: "*Elected leaders impose plans that don't address community problems.*"

Community leader 6 (Interview, 08/11/2018) said: "*The community is not involved in decision-making processes; hence poor services.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) observed that: "*…corruption…prevent[s] service delivery because the money that is supposed to be spent on the community, other people [leaders] are misusing it; so that is the cause of the poor service delivery.*"

Trade union leader 4 (Interview, 21/10/2018) asserted that: "*…people demand services, but they don't want to pay for them.*"

Trade union leader 2 (Interview, 23/09/2018) submitted: "*…service delivery is poor…because of the infrastructure which is not there, there are no roads…another…is crime…our resources…get mugged, get robbed and then the service delivery…suffers, so they don't attend to those areas between six in the evening until six in the morning…municipalities do not have money to proclaim land, to buy land, to build houses.*"

Trade union leader 7 (Interview, 06/01/2019) said the following: "*The municipal leadership lacks commitment because resources are not a problem.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) remarked that: "*The main reason is corruption which also includes nepotism and partisanship within the leadership in the city.*"

Resident 9 (Interview, 26/10/2018) said the following: "*…corruption is the reason for poor services to the residents…*".

Resident 17 (Interview, 23/01/2019) noted that the problem was: "*…lack of good governance and some elements of corruption…*"

Resident 4 (Interview, 18/08/2018) stated that: "*They steal the money and people suffer…*"

Resident 14 (Interview, 13/11/2018) said that: "*…money is being stolen…our leaders are corrupt…*"

Resident 5 (Interview, 25/08/2018) specified that: "*There are many reasons; leaders taking unilateral decisions; corruption…*"

5) On the question: *Do you think there is a relationship between skills and poor service delivery*? participants in different strata expressed their views as recorded below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*Yeah, there is a relationship between the two…*"

Elected leader 4 (Interview, 23/09/2018) said that: "*Yes, a skilled person will do the right thing…*"

Elected leader 6 (Interview, 04/11/2018) explained that: "*People who are skilled perform better…there is a relationship between skills and poor service delivery.*"

Elected leader 8 (Interview, 03/12/2018) stated that: "*…skills are important…yes, there is a relationship.*"

Elected leader 3 (Interview, 15/09/2018) indicated the following: "*…unskilled employees perform poorly…*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) expressed the following: *Yes, but you know it's not only public service skills. The public service generally might have skills; they might have been in the university or have been to Technikon or whatever, but they don't have the experience to deal with the complexity of, to say, maybe the informal settlement… lack of skills is often with SMMEs and contractors…it is difficult to go to grade seven…and the municipality don't want to contract them. So, they try to contract people like these that have not enough experience and because there is so many of these you must rotate them. These people don't have an opportunity to get enough experience to go to grade two, three, four and five.*"

Bureaucratic leader 7 (Interview, 11/10/2018) articulated that: "*Skills and also the interest…to actually do what you do with passion and not just do the job from nine to five and leave it.*"

Bureaucratic leader 10 (Interview, 20/01/2019) expressed that: "*…it's true. I can give you an example now, we appointed new contractors, but they don't have those skills that we need. So, it's affecting the business and the consumers, where poor workmanship that will cost poor service delivery...*"

Bureaucratic leader 3 (Interview, 07/08/2018) expressed that: *…if you don't have skilled people you are not going to deliver…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) said that: "*Yeah, there is a relationship…*"

Community leader 2 (Interview, 15/08/2018) observed: "*People without skills do not perform well…*"

Community leader 3 (Interview, 19/08/2018) noted: "*Yes, there is…*"

Community leader 4 (Interview, 15/09/2018) observed that: "*I am not sure, but I think there is a relationship…*"

Community leader 5 (Interview, 22/09/2018) said that: "*There is a strong relationship between good performance and skills.*"

- **Municipal trade union leaders**

Trade union leader 2 (Interview, 23/09/2018) commented that: "*Indeed, there is a relationship between having skills and good performance.*"

Trade union leader 1 (Interview, 06/09/2018) said that: "*Yes, there is a relationship between the two.*"

Trade union leader 6 (Interview, 08/12/2018) specified that: "*For sure there is a relationship between skills and good service delivery…but sometimes corruption plays a role in poor service delivery.*"

Trade union leader 4 (Interview, 21/10/2018) said that: "*Corruption is the major cause of poor service delivery…maybe even lack of skills.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) stated that: "*…people who are not well trained and skilled to do job, they will obviously deliver it poorly.*"

Resident 3 (Interview, 04/08/2018) observed that: "*Yes, there is a relationship between skills and employment.*"

Resident 8 (Interview, 06/10/2018) remarked that: "*…cadre deployment…leads to…people without skills…being deployed…to very tricky strategic areas that requires certain level of skills and education for a person to be able to perform effectively and efficiently.*"

Resident 5 (Interview, 25/08/2018) said the following: "*…unskilled employees perform poorly…*"

Resident 17 (Interview, 23/01/2019) expressly said that: "*…skills are related to service delivery because human resource and competencies…are one of the building blocks of…good governance.*"

Resident 9 (Interview, 26/10/2018) said that: "*Yeah, skilled personnel will be providing good service to the people.*"

Resident 7 (Interview, 23/09/2018) reiterated that: "*…there is a relationship…You need to be skilled, one on communication, two on how to implement…So if you are not skilled you cannot deliver services…*"

Resident 11 (Interview, 27/10/2018) said the following: "*I am sure that employees who are skilled can perform better.*"

6) On the question: *How often does CoJ's leadership meet with the residents*? participants in various groups expressed their viewpoints as attested below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) commented that: "*As far as I know no one MMC, especially for the service deliveries that are important to the community such as electricity, water and all those things. I don't have any knowledge of any MMC who came to the community…in Naledi camp and Emndeni…I didn't see any MMC going there to see the problem…*"

Elected leader 7 (Interview, 17/11/2018) noted that: "*…the councillors attend to problems…and we also call meetings during IDPs discussions.*"

Elected leader 5 (Interview, 10/10/2018) indicated that: "*As councillors we have to call the meetings to discuss problems.*"

Elected leader 3 (Interview, 15/09/2018) explained: "*Meetings are meant to discuss problems…we do call meetings when there is a need.*"

Elected leader 8 (Interview, 03/12/2018) specified that: "*We don't call meetings often, but we do have meetings with the community.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) remarked that: "*I can tell you my ward councillor is very responsive on WhatsApp, she doesn't call many community meetings, but she will call once or twice in a year.*"

Bureaucratic leader 4 (Interview, 21/08/2018) noted: "*We have meetings during the IDPs discussions.*"

Bureaucratic leader 6 (Interview, 18/09/2018) specified that: "*I don't know how often, but the leadership have meetings by arrangement.*"

Bureaucratic leader 7 (Interview, 11/10/2018) said that: "*…it is not often but we do have meetings.*"

Bureaucratic leader 9 (Interview, 04/12/2018) observed that: "*We do attend meetings, but it is not often.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) said that: "*…they only come when there is an IDP programme that they need to initiate with the community.*"

Community leader 2 (Interview, 15/08/2018) explained: "*Elected leaders visit our communities during elections; afterwards they are gone.*"

Community leader 4 (Interview, 15/09/2018) said that: "*Their meetings are not often…we see them sometimes during IDPs discussions.*"

Community leader 3 (Interview, 19/08/2018) commented that: "*Not too often, I have never…seen it where I live.*"

Community leader 5 (Interview, 22/09/2018) indicated that: "*…the meetings are not often…but sometimes.*"

Community leader 6 (Interview, 08/11/2018) explained: "*…no, not often but sometimes when there are serious problems…*"

Community leader 7 (Interview, 10/11/2018) said that: "*During elections, yes they have meetings with us regularly…*"

- **Municipal trade union leaders**

Trade union leader 2 (Interview, 23/09/2018) said that: "*I don't really know because it is not part of my constituency.*"

Trade union leader 5 (Interview, 25/11/2018) indicated the following: "*I have no idea about the meetings with the communities…I sometimes hear that councillors go to the communities to discuss IDPs…*"

Trade union leader 6 (Interview, 08/12/2018) said that: "*I'm not sure… but it seems during the elections; that is when they frequent communities.*"

Trade union leader 7 (Interview, 06/01/2019) stated that: "*…meetings are not often…but they do occur…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed that: "*It is disappointing that in most cases you will know who is your councillor through community*

newspaper, the person that you never met in person…councillors don't care much about us the residents. They care much about their political affiliation."

Resident 9 (Interview, 26/10/2018) explained that: "*You mean the councillors…they don't care about us…they come during election…*"

Resident 12 (Interview, 27/10/2018) observed that: "*They only come during elections to lie to us…*".

Resident 14 (Interview, 13/11/2018) said that: "*…in my ward, our councillor does not come regularly, he comes that time when he feels like he wants…*"
Resident 16 (Interview, 16/01/2019) indicated the following: "*They come to us to tell us that we should vote for them…after the elections, you will never see them again…*"

Resident 18 (Interview, 25/01/2019) said that: "*I don't even know my ward councillor…this shows that they don't come to us regularly*."

5.3.2 Research question two: What impact do the qualities of good governance and good leadership have on the improvement of service delivery?

To evaluate the impact of qualities of good governance and good leadership on the improvement of service delivery, participants were interviewed on attributes of good governance, level of education and qualities of good leadership.

7) On the question: *What does good governance mean to you*? participants representing different classes expressed their views as conveyed below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) explained: "*…as councillors, we are supposed to be honest and do the right thing…provide service.*"

Elected leader 3 (Interview, 15/09/2018) said that: "*…it means talking to the community…do as they want…but sometimes you guide them.*"

Elected leader 5 (Interview, 10/10/2018) indicated the following: "*…good governance is about consultation and providing guidance to the people…*"

Elected leader 8 (Interview, 03/12/2018) said that: "*I am not sure, but I think it means abiding by the rules…*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) eloquently indicated that: "*It means rules, regulations and laws are respected and that accountability is valued and respect for assets is valued and adhered to…and that there is fairness and transparency.*"

Bureaucratic leader 2 (Interview, 16/07/2018) said the following: "*…it means being transparent in whatever work councillors do…*"

Bureaucratic leader 3 (Interview, 07/08/2018) indicated that: "*…good governance is about being honest to the people…*"

Bureaucratic leader 6 (Interview, 18/09/2018) said that: "*It is about leaders working with teams or communities well…doing what is right.*"

Bureaucratic leader 8 (Interview, 16/10/2018) specified that: "*Leaders and followers should respect each other and obey the laws…*"

Bureaucratic leader 10 (Interview, 20/01/2019) noted that: "*It means that leaders operate in terms of the rules set for them.*"

- **Community leaders**

Community leader 2 (Interview, 15/08/2018) remarked that: "*Good governance means putting together proper structures that will be able to manage…projects and making sure that the people [who] sit in those structures have…necessary competency and skills…and making sure that the resources that are allocated to them are utilised correctly and for the correct purpose.*"

Community leader 3 (Interview, 19/08/2018) said that: "*I think it is about serving the people who voted for you…consult them in whatever you do.*"

Community leader 4 (Interview, 15/09/2018) stated that it was: "*…allowing people to raise their views…and reach a consensus on anything…*"

Community leader 5 (Interview, 22/09/2018) said that: "*…the leaders should work with the community to resolve problems.*"

Community leader 7 (Interview, 10/11/2018) explained: "*It means that the councillors should be transparent and consult the community in anything that they do for them.*"

Community leader 1 (Interview, 28/07/2018) explained the following: "*Governance is about how often the leadership interacts with the communities it serves.*"

Community leader 6 (Interview, 08/11/2018) suggested that: "*It means being transparent; working together with communities…*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) noted that: "*…it means basically compliance…following the rules…being ethical…committed…*"

Trade union leader 3 (Interview, 12/10/2018) said the following: "*It means that leaders should be accountable and transparent to the communities they represent.*"

Trade union leader 5 (Interview,25/11/2018) defined good governance as: "*…consulting the communities...ensuring that they take part in the planning process, …implementation process…and also not taking funds from the people's coffers.*"

Trade union leader 7 (Interview, 06/01/2019) said that: "*…accountability and loyalty to the people who voted for the councillors…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) said that: "*…if we are talking about good governance, those in leadership should be ethical…engage the community where they are serving…*"

Resident 2 (Interview, 07/07/2018) observed: "*…leaders should always get permission from us during planning and implementation stage of any project.*"

Resident 3 (Interview, 04/08/2018) explained that: "*Ward councillors should be accountable and transparent to the community they serve…*"

Resident 17 (Interview, 23/01/2019) explained good governance as: "*…attributes…[of] transparency, accountability, responsiveness to the clients' needs, and…efficiency and effectiveness. …and…impartial practice of rule of law…*"

Resident 5 (Interview, 25/08/2018) said that: "*…leaders should govern by means of social contract from the people…because they are elected by the people…*"

Resident 6 (Interview, 01/09/2018) said that: "*Leaders should not steal money…they should serve the people…nothing else…*"

Resident 8 (Interview, 06/10/2018) spelt out that: "*Good governance means service delivery; …less political; …focus more on the public.*"

Resident 7 (Interview, 23/09/2018) said that: "*…it means us as voters should get service delivery from the municipality.*"

Resident 18 (Interview, 25/01/2019) said the following: "*…governing by consensus from the voters…being transparent and doing what voters want.*"

Resident 13 (Interview, 09/11/2018) observed that: "*As residents we should tell what we need as community…councillors should listen to us…*"

8) On the question: *What in your view is a good ward leader (councillor)*? participants in various groupings expressed the viewpoints reported below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) explained: "*A good ward councillor…would make sure that all the people within [the] ward…receive proper services…a good leader…needs to consult…if there are projects…*"

Elected leader 2 (Interview, 22/08/2018) said that: "*A good ward leader should work with the community…consult the community regularly.*"

Elected leader 3 (Interview, 23/09/2018) added that: "*…is the one who listens to the community…*"

Elected leader 4 (Interview, 10/10/2018) said the following: "*Listen and consult the people…let the people decide on the projects that fit their needs…*"

Elected leader 9 (Interview, 09/12/2018) indicated: "*…being a servant of the people…*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) indicated that: "*…the critical thing is responsiveness and availability…being able to take the needs of the community and do something about that.*"

Bureaucratic leader 10 (Interview, 20/01/2018) said that: "*The one who brings services to the people without having to protest for them…*"

Bureaucratic leader 3 (Interview, 07/08/2018) indicated the following: "*…such a leader should be available to the people…be answerable to the people…*"

Bureaucratic leader 2 (Interview, 16/07/2018) observed: "*…should be approachable…listening and consulting the people regularly.*"

Bureaucratic leader 9 (Interview, 04/12/2018) specified that: "*…a good ward leader is the one who brings service delivery to the people.*"

Bureaucratic leader 7 (Interview, 11/10/2018) said that it: "*…is someone who makes service delivery happen…without having to protest for it…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) observed that: "*They should listen to the people…represent the people well in the council…*"

Community leader 2 (Interview, 15/08/2018) said the following: "*…someone who obeys the rule of the law…does as community wants…*"

Community leader 3 (Interview, 19/08/2018) said that: "*A good leader consults the people…takes services to them…*"

Community leader 4 (Interview, 15/09/2018) stated the following: "*…leaders should stop fighting against each other…focus on service delivery…*"

Community leader 7 (Interview, 10/11/2018) stated the following: "*It is someone who gets a mandate from the people…projects should meet the needs of the people…*"

- **Municipal trade union leaders**

Trade union member 1 (Interview, 16/09/2018) stated expressly: "*The good ward councillor is the one that has…the relationship with…the community members…listen[s] and address[s] issues and also gives guidance.*"

Trade union leader 2 (Interview, 23/09/2018) said the following: "*…serve the people… do not take bribes…do the right thing for the community…*"

Trade union leader 4 (Interview, 21/10/2018) indicated that: "*…leaders should work with people…and solve their problems…they should not steal.*"

Trade union leader 6 (Interview, 08/12/2018) specified the following: "*It is someone who listens and consults the people…bring projects to meet their needs.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed unequivocally: "*A good ward councillor should be able to represent the community where…is serving…take the complaints from the residents and deliver such complaints to the council…report back on the response of the council, in other words…accountable to the constituency.*"

Resident 7 (Interview, 23/09/2018) said the following: "*…do what people want…*"

Resident 10 (Interview, 27/10/2018) said that: "*…good councillors should respect the laws and policies… provide services to the voters.*"

Resident 12 (Interview, 27/10/2018) indicated the following: "*They should listen to us.*"

Resident 14 (Interview, 13/11/2018) stated the following: "*It is someone who gives services to the people.*"

Resident 17 (Interview, 23/01/2019) succinctly observed that: "*…a good leader must know himself, what he is doing and must value his people – always try to steer the organisation in the good direction… must make sure that the organisation is credible and…has a good reputation.*"

Resident 8 (Interview, 06/10/2018) specifically remarked: "*The good ward leaders…must be messiahs. They must mediate between the city leadership and the communities. In other words, they must come to ground where they have been deployed. Unfortunately, as I have indicated earlier,*

some of us haven't met a ward councillor in person; we just hear about them; they're not doing enough to go to the ground and make sure that they are mediating between ourselves within the ward and the city council itself."

9) On the question: *What do you think are important qualities of a good ward leader*? participants representing different strata expressed their insights as below.

- **Elected leaders**

Elected leader 1 (04/08/2018) explained that: "*At least the ward councillors should have at least matric. He should read and write. …should have at least education background…mustn't be biased.*"

Elected leader 9 (Interview, 09/12/2018) said the following: "*Solving people's problems means leading from the front…*"

Elected leader 5 (Interview, 10/10/2018) indicated that: "*…to be democratic…allowing people to voice their dissatisfaction…*"

Elected leader 3 (Interview, 15/09/2018) said that: "*…a leader should allow debate between people…be a moderator of differences.*"

Elected leader 6 (Interview, 04/11/2018) unambiguously said that: "*Qualities should be that of a person who is hard-working…organise the community and…articulate himself or herself very well.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) highlighted that: "*Honesty, fairness [and] communication skills.*"

Bureaucratic leader 7 (Interview, 11/10/2018) said that: "*Being honest and impartial when dealing with problems.*"

Bureaucratic leader 4 (Interview, 21/08/2018) said the following: "*Important qualities include being caring to the community…*"

Bureaucratic leader 2 (Interview, 16/07/2018) said that: "*…serving the interests of the people…don't be self-serving.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) noted that: "*Being honest, not self-serving, a person with the integrity and good morals.*"

Community leader 2 (Interview, 15/08/2018) said that: "*…a leader should be ethical and lead from the front…*"

Community leader 3 (Interview, 19/08/2018) said the following: "*A councillor should be democratic; allow the people to express their views…*"

Community leader 4 (Interview, 15/09/2018) specified the following: "*A ward leader should give direction and guidance to the people without forcing them.*"

- **Municipal trade union leaders**

Trade union leader (Interview, 10/08/2018) said that: "*Be responsive and accountable to whatever you do.*"

Trade union leader 1 (Interview, 06/09/2018) indicated the following: "*…plan every activity and work with the people you represent in the council.*"

Trade union leader 2 (Interview, 23/09/2018) said that: "*…a leader should be corruption free…*"

Trade union leader 3 (Interview, 12/10/2018) said the following: "*…a leader should have willpower to serve the people, not himself/herself…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) expressly observed that: "*…a good councillor…must have integrity…to keep the information which is perceived to be confidential…not divulging the information of a resident to other residents. A good councillor must be competent and exercise duty…must understand the needs and aspiration of the community where…is serving.*"

Resident 9 (Interview, 01/09/2018) stated: "*…help solve people's problems…*"
"

Resident 7 (Interview, 25/01/2019) said the following: "*…leaders should be educated and skilled to understand technical issues…*"

Resident 17 (Interview, 23/01/2019) observed that: "*…a good leader must be a listening person, interact well with his followers and…influence them positively to the right direction so that the goals of the organisation can be realised…in order to attract good investment from the external stakeholders…*"

Resident 15 (Interview, 25/11/2018) said that: "*…a leader should abide by the rules…apply them correctly and fairly…*"

Resident 8 (Interview, 06/10/2018) observed that: "*Elected leaders should honour their social contract they have with the people…respect the rules and abide by them…*"

Resident 4 (Interview, 18/08/2018) stated: "*…care about the people you serve…*"

10) On the question: *Do you think ward councillors live up to the ideas of good governance*? **participants in various groups stated their views as noted below.**

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) plainly said: "*The majority of them don't. I'm saying this because if you look at different areas you will see that…members of different communities don't have similar challenges. That tells you that these people are not on the same level.*"

Elected leader 5 (Interview, 10/10/2018) answered: "*If we still experience service delivery backlogs, it means not all of us live up to them…*"

Elected leader 6 (Interview, 04/11/2018) replied: "*Yes… we do.*"

Elected leader 9 (Interview, 09/12/2018) responded: "*Not everyone lives up to the ideas of good governance.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) said the following: "*Ok, as I have said, I don't have a lot towards ward councillors, I think they are, vary as I have said, some are good, tenacious and others are not, yeah.*"

Bureaucratic leader 6 (Interview, 18/09/2018) said: "*No, some do but others don't…*"

Bureaucratic leader 9 (Interview, 04/12/2018) replied: "*I don't think so…because services are not rendered to the people…*"

Bureaucratic leader 10 (Interview, 20/01/2018) answered: "*No…it is important to serve the people, not ourselves…*"

- **Community leaders**

Community leader 7 (Interview, 10/11/2018) said: "*No…because we cry every day for services.*"

Community leader 3 (Interview, 19/08/2018) replied: "*They don't live up to the ideas of good governance because we don't have services.*"

Community leader 1 (Interview, 28/07/2018) answered: "*No.*"

Community leader 6 (Interview, 08/11/2018) responded: "*No; leaders don't care.*"

Community leader 4 (Interview, 15/09/2018) replied: "*They don't know what good governance is…*"

- **Municipal trade union leaders**

Trade union leader 4 (Interview, 21/10/2018) said: "*Politicians are not truthful; they don't live up to the ideas of good governance.*"

Trade union leader 7 (Interview, 06/01/2019) responded: "*Not everyone knows what good governance is…*"

Trade union leader 2 (Interview, 23/09/2018) indicated the following: "*They don't live up to the ideas of good governance…there are service delivery failures.*"

Trade union leader 5 (Interview, 25/11/2018) said: "*No, because we see service delivery weaknesses all over the city of Johannesburg.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed: "*They don't live up to the ideals of good governance because we always have service delivery protests. So, if councillors were doing what they were supposed to be doing,*

then the level of the protest in the city would not have escalated as it is now. So, the reason why the level of service delivery protest increased is that councillors are aiming for other things, their personal gains more than the benefit of the community they are serving."

Resident 7 (Interview, 23/09/2018) said that: "*I don't think leaders know what good governance is…they don't practise it.*"

Resident 8 (Interview, 06/10/2018) noted that: "*…some of them…don't know what good governance is…to them it is another way of making money, it's like a career…they don't understand the basics of service delivery. They are…political deployee[s] hence they don't understand what is required of them.*"

Resident 5 (Interview, 25/08/2018) said the following: "*No…that's it.*"

Resident 15 (Interview, 25/11/2018) explained: "*I can't comment on that… because honestly… it's only frustration…MMC of infrastructure was supposed to know our challenges and sometimes to take time to see what is happening on the ground, so to me… the MMC could have said I would have one-on-one with the councillor, especially ward councillors…and find out the challenges in the area; how best can we do. I think it would have helped but if we don't have the communication between both, maybe they're working too much, but I don't know what they are working too much on.*"

Resident 9 (Interview, 26/10/2018) said that: "*No…good governance will produce good service delivery…right now we see poor service delivery.*"

Resident 3 (Interview, 04/08/2018) indicated that: "*Leaders don't practise good governance…period.*"

11) On the question: *Do you think ward councillors conform to qualities of good governance*? participants in different strata provided their perceptions as below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) commented that: "*I think as councillors we try to interact with communities, but it is not enough.*"

Elected leader 9 (Interview, 09/12/2018) said that: "*As ward leaders, it is not possible to always interact with the residents…sometimes we take decisions without involving them.*"

Elected leader 2 (Interview, 22/08/2018) indicated the following: "*I think as councillors we are really struggling to consistently communicate with the residents on regular times…*"

Elected leader 5 (Interview, 10/10/2018) said that: "*We need to be trained on good governance…so that we understand what it means.*"

Elected leader 7 (Interview, 17/11/2018) observed: "*Sometimes it becomes impossible to fully practise good governance because communities disrupt the meetings we have arranged.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) said that: "*Look they are trying, remember some, if you are a new ward councillor like I watch some of the…like in the EFF…but even when I watch them when they come in, you know they are quite wild but if they are trained…that sometimes good governance works.*"

Bureaucratic leader 8 (Interview, 16/10/2018) indicated the following: "*No, because ward councillors don't involve the residents in decision-making processes.*"

Bureaucratic leader 5 (Interview, 08/09/2018) said that: "*Ward leaders don't negotiate with residents concerning issues to be discussed in the council.*"

Bureaucratic leader 3 (Interview, 07/08/2018) commented in the following way: "*Councillors do not conform to qualities of good governance at all…usually when they campaign for elections, they lie about what they will do for residents.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) said that: "*Maybe some do, but some don't because that's why they are being attacked, some get killed, some get their houses torched. I mean it can't be true that so many had happened to them and they are doing everything good.*"

Community leader 3 (Interview, 19/08/2018) said the following: "*No…councillors don't involve the residents in what they do in the communities.*"

Community leader 5 (Interview, 22/09/2018) explained: "*That should come first in their mind when they took office. To practice good governance at the ward base and take it to the municipal level but as I'm saying not all of them have that thinking really because some, they don't know what good governance is.*"

Community leader 6 (Interview, 08/11/2018) specified that: "*They disregard the views of the residents they represent in the council.*"

Community leader 7 (Interview, 10/11/2018) noted: "*Ward leaders don't conform to those qualities…they don't involve residents.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) said that: "*No, because they don't interact with communities on regular times.*"

Trade union leader 3 (Interview, 12/10/2018) indicated that: "*No…leaders don't respect the rule of law…*"

Trade union leader 6 (Interview, 08/12/2018) explained: "*No…because some councillors do not understand what good governance is…*"

Trade union leader 7 (Interview, 06/01/2019) indicated that: "*Councillors should first learn what good governance is before we can talk of whether they conform to the qualities of good governance.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) highlighted that: "*They have to conform due to the legislation but it's not their priority. …[if] legislation…was followed to the latter…most of the problems of the residents, like wrong billing, streetlights, dirtiness on the street…could be long ago solved but we still have challenges of potholes and so on. So, I don't think they are conforming to good governance.*"

Resident 15 (Interview, 25/11/2018) said that: "*No, because there is no relationships and connections with between communities and ward councillors.*"

Resident 2 (Interview, 07/07/2018) said that: "*No, because ward leaders don't provide services to us…residents.*"

Resident 17 (Interview, 23/01/2019) noted that: "*…some leaders do try to conform to the qualities of good governance but there are those who don't conform as indicated by poor service delivery in some communities.*"

Resident 12 (Interview, 27/10/2018) said that: "*No, because councillors do not serve our interests as the public.*"

Resident 9 (Interview, 26/10/2018) explained: "*No…leader don't know what good governance is about.*"

Resident 4 (Interview, 18/08/2018) indicated that: "*It is impossible for them to conform because they don't put the needs of the residents first.*"

12) On the question: *Do you think there is a relationship between leadership and education*? participants in different groupings expressed their views as recorded below.

- **Elected leaders**

Elected leader 9 (Interview, 09/12/2018) explained the following: "*They should have been at a particular level other than what we see because if they are failing on performing…the basic responsibilities it means…they still need education and perhaps little bit of exposure…the policies of the government.*"

Elected leader 5 (Interview, 10/10/2018) said that: "*Education is important and councillors should be able to read and write and to understand certain issues which require skills. Yes, I agree that there is a relationship between education and leadership. A leader should possess a certain form of education.*"

Elected leader 1 (Interview, 04/08/2018) suggested that a leader should: "*…have the skills of leading…leadership doesn't need you to go to school but you can just go to school and get the qualifications…but you should have…skills.*"

Elected leader 2 (Interview, 22/08/2018) said that: "*Yes, there is a relationship between leadership and education.*"

Elected leader 8 (Interview, 03/12/2018) said the following: "*Yes, I agree, there they are related.*"

Elected leader 3 (Interview, 15/09/2018) indicated the following: "*Relationship exists between leadership and education.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) said that: "*…there is a relationship between leadership and…ability to have foresight but not necessary having a formal education.*"

Bureaucratic leader 6 (Interview, 18/09/2018) stated the following: "*Leaders should have education so that they can understand issues of the society.*"

Bureaucratic leader 7 (Interview, 11/10/2018) said that: "*Relationship is there between education and leadership.*"

Bureaucratic leader 9 (Interview, 04/12/2018) indicated that: "*I agree; there is a relationship between the two, education and leadership.*"

Bureaucratic leader 10 (Interview, 20/01/2019) said the following: "*Education and leadership are related.*"

Bureaucratic leader 2 (Interview, 16/07/2018) said that: "*Yes, for sure, there is a strong relationship between education and leadership.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) comprehensively remarked that: "*…look at our late President Nelson Mandela, he was a leader, he was well educated. Those two goes together. Look at our, I don't know if I'm allowed to say that…He wasn't educated…he took our country backwards…we were flying as a country, we were proud being South*

African but when he took over, we thought we are continuing with our rainbow nation, our freedom that we were celebrating but when he took office things change. He started to think of his people, of himself, his family and his connected cadres…he was looking at the things like here at his palm of his hand not broad. He was thinking like, 'ungithinte mina' [Isizulu words which means], 'if you touch me, I will show you'. Those kinds of words as a leader…you don't say…So what he did, for me, if he was educated, he was not going to do such things because sometimes; maybe…he signed something that he never read…"

Community leader 2 (Interview, 15/08/2018) said that: "*Yes, there is a relationship between education and leadership; leaders should have skills.*"

Community leader 3 (Interview, 19/08/2018) said the following: "*There is a relationship between education and leadership.*"

Community leader 4 (Interview, 15/09/2018) observed: "*Leaders should be educated.*"

Community leader 5 (Interview, 22/09/2018) indicated the following: "*An educated ward councillor makes good decisions.*"

Community leader 7 (Interview, 10/11/2018) stated: "*The two are related. One cannot happen without the other.*"

- **Municipal trade union leaders**

Trade union leader 2 (Interview, 23/09/2018) indicated that: "*Leaders should be educated; I agree that there is a relationship between education and leadership; our councillors should be chosen in terms of how well they are educated.*"

Trade union leader 3 (Interview, 12/10/2018) said the following: "*Yes, there is a relationship between education and leadership.*"

Trade union leader 5 (Interview, 25/11/2018) said that: "*People who lead us must be educated.*"

Trade union leader 6 (Interview, 08/12/2018) indicated the following: "*Of course, there is a relationship between education and leadership.*"

Trade union leader 7 (Interview, 06/01/2019) said that: "*Leaders without education cannot serve the people; there is a relationship between education and leadership.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) briefly commented that: "*…a good leader must be very educated and apply the skills learned; a leader who is not educated will have a lot of missteps; hence the good leader must be a professional.*"

Resident 8 (Interview, 06/10/2018) observed: "*…although we always say that, 'People are born to be leaders' but to have skill of leadership you need an academic background…to [understand] know the approach[es] to leadership [and] management…*"

Resident 14 (Interview, 13/11/2018) explained that: "*Education prepares leaders to understand problems residents are facing; there is a relationship between them and leadership.*"

Resident 2 (Interview, 07/07/2018) indicated the following: "*Councillors are leaders, and thus they should be educated to understand our problems.*"

Resident 4 (Interview, 18/08/2018) said that: "*I think leaders should be educated; there is a relationship between education and leadership.*"

Resident 18 (Interview, 25/01/2019) said the following: "*Our ward councilors should be educated; there is a relationship…*"

Resident 10 (Interview, 27/10/2018) said that: "*Yes, I agree that there is a relation between education and leadership…*"

13) On the question: *Do you think education should play a role for anyone to become a ward councillor*? participants in various strata offered their views as below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) mentioned that: "*…a criterion was supposed to be set for people to qualify as ward councillors…if a person has studied to the level of a diploma…that person is ready to take such a challenge but a person who is even in the level below matric, I don't think that person is ready…*"

Elected leader 3 (Interview, 15/09/2018) said that: "*Ward councillors should have a certain form of education, the standard should be set.*"

Elected leader 5 (Interview, 10/10/2018) indicated the following: "*As councillors, we should be educated in one way or another.*"

Elected leader 7 (Interview, 17/11/2018) said that: "*Education is important to make us perform better.*"

Elected leader 8 (Interview, 03/12/2018) observed that: "*Ward councillors like me should have a certain form of education.*"

Elected leader 9 (Interview, 09/12/2018) specified that: "*Setting a standard for someone to be a ward councillor is appropriate.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) stated: "*Educated ward councillors will understand the rule of law and stop corruption.*"

Bureaucratic leader 4 (Interview, 21/08/2018) said that: "*…the leaders in general should be educated…*"

Bureaucratic leader 7 (Interview, 11/10/2018) indicated the following: "*As leaders, we should be educated…education should play a role…*"

Bureaucratic leader 10 (Interview, 20/01/2018) indicated the following: "*I agree that for someone to be a councillor that person must be educated.*"

Bureaucratic leader 3 (Interview, 07/08/2018) explained: "*It is important that councillors should be required to be educated like anybody else.*"

- **Community leaders**

Community leader 2 (Interview, 15/08/2018) said that: "*Well, some people think a leader is born but some people became leaders through education. Yeah, education plays a role in leadership.*"

Community leader 4 (Interview, 15/09/2018) said that: "*Yes, education should be used when it comes to someone becoming a ward councillor.*"

Community leader 5 (Interview, 22/09/2018) said that: "*Ward councillors should have a certain form of education.*"

Community leader 6 (Interview, 08/11/2018) said that: "*…ward councillors should have education…*"

Community leader 7 (Interview, 10/11/2018) said the following: "*Since corruption is rife, for someone to be a councillor, education must be compulsory.*"

- **Municipal trade union leaders**

Trade union leader 2 (Interview, 23/09/2018) said that: "*Ward councillors should be educated to improve chances of better performance.*"

Trade union leader 4 (Interview, 21/10/2018) indicated the following: "*Education should play a role…*"

Trade union leader 5 (Interview, 25/11/2018) said that: "*Ward councillors should be educated to understand policies and legislation.*"

Trade union leader 6 (Interview, 08/12/2018) indicated the following: "*Yes, education is important…it must play a role for someone to become a councillor.*"

Trade union leader 7 (Interview, 06/01/2019) said that: "*Councillors must be educated; education should be used as a measure of performance.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) carefully explained that: "*…in theory it should be like that but in practice people become councillors as a result of affiliation to a particular political party and these political parties are taking these councillors not on [the] basis of competency in the area where they are supposed to serve. …education is not taken to account…it's only people who are popular within their area that qualifies them to be councillors…I totally believe that education must be indispensable requirement for any role of leadership.*"

Resident 16 (Interview, 16/01/2019) said the following: "*Education is important for councillors to understand issues affecting residents.*"

Resident 17 (Interview, 23/01/2019) observed that: "*…it definitely has a role to play in leaders because education...does enlighten, it broadens one's horizon – then you will be able to lead better because you got skills, knowledge and expertise…required to produce service delivery.*"

Resident 4 (Interview, 18/08/2018) said that: "*Education is the backbone of better performance; education should play a role for someone to be a ward councillor.*"

Resident 8 (Interview, 06/10/2018) categorically stated that: "*…there should [be] set of rules and requirements, if we want to have better ward councillors…if we are still hiring or we still have ward councillors that are party deployees, we are still not going to meet the national standards.*"

Resident 11 (Interview, 27/10/2018) said the following: "*Education should play a role for someone to be a ward councillor…*"

Resident 6 (Interview, 01/09/2018) said that: "*Councillors must be educated…education should play a role…*"

Resident 2 (Interview, 07/07/2018) said the following: "*Yes, it must play a role.*"

5.3.3 Research question three: What is the applicable institutional capacity and human resources that the leadership uses to improve service delivery?

To comprehend applicable institutional capacity and human resources that the leadership uses to improve service delivery, participants in different strata were interviewed on the skills adequacy, motivation and prioritising

the needs of people by public leaders and workers, the availability of in-house experience and adequate planning to manage and maintain existing infrastructure (projects), experience to handle tender documents, fairness in the allocation of low-cost houses, and residents' affordability of water and electricity price.

14) On the question: *Do you think CoJ's public leaders and employees are adequately and professionally skilled to do the job*? participants in different strata pronounced their viewpoints as presented below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) pointedly said: "*Not all of them, some are cadre deployees. They were given positions because they knew maybe the former mayor or the current mayor.*"

Elected leader 4 (Interview, 23/09/2018) said that: "*As councillors, we are deployed; some bureaucrats are also deployed by their political parties.*"

Elected leader 7 (Interview, 17/11/2018) indicated that: "*Most of the employees…working on the streets…don't…need much of the training or skills. What one can say is that they just don't seem to be motivated enough or they don't seem to take their work serious.*"

Elected leader 9 (Interview, 09/12/2018) said that: "*As elected leaders, we are deployed to our positions by our political parties; many of us have general education but to be honest some councillors did not even pass grade 12; well, employees in many instances applied for the positions except those in strategic leadership positions who are just deployed by their political parties.*"

Elected leader 3 (Interview, 15/09/2018) said that: "*I agree that not all of councillors are skilled…some employees are educated…*"

- **Bureaucratic leaders**

Bureaucratic leader 2 (Interview, 16/07/2018) said that: "*Politicians are not professionals in the jobs that they do; they are voted into those positions by the people; employees of the municipality are employed because they should have certain skills and qualifications; to a certain extent the employees should be skilled and professionals but politicians are not.*"

Bureaucratic leader 3 (Interview, 07/08/2018) indicated the following: "*…not all employees are skilled because others are politically appointed, particularly those in strategic leadership positions; ordinary employees have applied for positions they qualified for and went through the interview processes and finally appointed; elected leaders are voted into positions…and many of them are unskilled.*"

Bureaucratic leader 10 (Interview, 20/01/2019) said the following: "*…some employees are really qualified; councillors are not skilled…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) emphatically explained that: "*No, I don't think so. Because the place has been looking terrible...if we are talking about the City of Johannesburg not much have changed. I just see a health hazard more than anything that stands out…*"

Community leader 3 (Interview, 19/08/2018) said the following: "*…councillors are not skilled to do the jobs they are doing; they are deployed by their political parties; some employees are also unskilled; they are in those positions because of nepotism.*"

Community leader 5 (Interview, 22/09/2018) said that: "*The reason this municipality is failing to deliver services is because both the elected leaders and some employees are unskilled; they are in the positions they are*

because of favouritism; many of them did not even go for interviews; so, they are not qualified."

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) said that: "*I can say with great confidence that many of the employees have skills, but politicians do not have relevant skills because they are voted into office by the voters; elected leaders do not have skills that are needed to supervise the workers.*"

Trade union leader 3 (Interview, 12/10/2018) indicated the following: "*Well, I can say that politicians and bureaucrats do not have necessary skills; several employees are employed in terms of the qualifications and specialty they have in their fields of work.*"

Trade union leader 4 (Interview, 21/10/2018) said that: "*Nepotism is common; some employees are even promoted through nepotism; with politicians I am no longer saying because they are deployed by their political parties.*"

Trade union leader 7 (Interview, 06/01/2019) said that: "*I know that councillors are not having relevant skills; but some employees are skilled.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) cautiously remarked that: "*…the City of Johannesburg mostly in many departments…are adequately skilled…in the financial cluster. It appears that the City of Johannesburg is employing chartered accountants…but we have other areas where City of Johannesburg is lacking in terms of skills for example in the engineering and technical skills and they make use of consultants and these consultants are actually doing the job which the employees are employed to do…as a result there is wasteful expenditure because employees are employed for the job which they cannot do…*"

Resident 2 (Interview,07/07/2018) said that: "*Many employees are working at this municipality because they know someone in higher places.*"

Resident 8 (Interview, 06/10/2018) observed that: "*Majority of those who are in the positions that require a career…they are capable, they are qualified. I know most of them who are properly qualified, who've skills but unfortunately you work under the leadership of the politicians where sometimes…you have to compromise the principles for the sake of leadership.*"

Resident 4 (Interview, 18/08/2018) said that: "*Both the councillors and some employees are unskilled.*"

Resident 17 (Interview, 23/01/2019) conveyed that: "*When you go to some…departments you do find some officials who are not professional enough to deal with clients. I think there are still some elements of poor professionalism because…[of] poor customer service…*"

Resident 15 (Interview, 25/11/2018) said that: "*I can't say much but what I know is that some employees are not skilled at all; few are skilled; councillors are clearly not educated.*"

Resident 18 (Interview, 25/01/2018) said the following: "*…councillors are not skilled to serve in their positions…some employees are skilled, but others are also appointed because they know someone in higher positions…*"

15) On the question: *Do you think CoJ's employees are adequately motivated to do their job*? participants in various strata stated their views as below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*I don't think they are motivated at all…there are many things that discourage them.*"

Elected leader 2 (Interview, 22/08/2018) said the following: "*I am not sure why they are demotivated; I think they are not recognised through rewards.*"

Elected leader 3 (Interview, 15/09/2018) said the following:
"*I think the employees are demotivated…municipality's leadership should introduce training of its employees.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) systematically explains that:
"*…one of the biggest problems in the city is that our HR is not great…there is no performance management, they are used to rewards but there are no rewards. …here people don't take performance management seriously…there is no promotional system…there is no system that is progressive so that with performance you can consistently earn more…there is that problem about motivation. There are other problems like this building…it is not a good building. We are also under threat…the air is bad, and the lift has fallen and all sort of things…my staff got asthma…look the issue of employment equity, like my staff the majority are African, but our targets are Indians and Coloureds and Whites. Now there was a recent case where I couldn't employ the best person for the job, he was an African, I had to employ the second best, was an Indian and it caused quite a lot of tension…*"

Bureaucratic leader 2 (Interview, 16/07/2018) said that: "*Employees are not motivated…rewards are lacking…*"

Bureaucratic leader 3 (Interview, 07/08/20180 indicated the following: "*Employees are demotivated because they are not trained regularly to enhance their skills for future promotions.*"

Bureaucratic leader 4 (Interview, 21/08/2018) said that: "*Employees are demotivated because their leadership is uneducated but get better salaries than them.*"

Bureaucratic leader 5 (Interview, 08/09/2018) observed that: "*Leaders treat employees like trash; their authority is applied unfairly…certain employees are unfairly targeted which leads to constructive dismissals…and this robs the municipality of talented people.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) noted that: "*The demotivation is because of the public, the public is [making] messing up the city [dirty] and the general opinion is that is the foreigners…there [are] is a lot of cloths, lot of papers, there is litter just because people don't use dustbin. Then that is demotivating to any employee.*"

Community leader 2 (Interview, 15/08/2018) said the following: "*Employees are demotivated…you can see how the city looks like…dirty everywhere.*"

Community leader 3 (Interview, 19/08/2018) indicated the following: "*…employees are not motivated, that is a fact…*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) said that: "*Many of our members are demotivated because politicians give themselves fat cheques.*"

Trade union leader 2 (Interview, 23/09/2018) said that: "*Employees remain in the same position until they retire; this is the cause of demotivation.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed that: "*They are not motivated because…it is not about the job that they are doing, its about the connections they have with the political elites. [Most of] the employees of Johannesburg are taken from the branches of political parties; so it is patronage all over the place. So they are not skilled to do their job and as a result they don't find a reason why they are employed; they only need money.*"

Resident 6 (Interview, 01/09/2018) said that: "*I don't think employees are motivated…they are not appreciated…*"

Resident 3 (Interview, 04/08/2018) clarified that: "*Depending on the department… There are those who are having good leadership…they are very motivated…very keen to do their best to deliver services to our communities but there are those whom they don't have the leadership at all. There are few municipal departments that are led by people without skills. So, it is disappointing and demotivating to some of these officials.*"

Resident 14 (Interview, 13/11/2018) said that: "*…employees are not motivated…their leaders are corrupt…*"

Resident 17 (Interview, 23/01/2019) meaningfully stated that: "*From my experience I don't see workers who are motivated. I wouldn't know how to attribute that to poor payment or is just – but they are just not motivated from the look of things; even the way they carry themselves when you see them working, that enthusiasm is not there; I don't know whether to attribute that from some of their leaders because it must start there with the leaders to be exemplary.*"

Resident 7 (Interview, 23/09/2018) indicated the following: "*There is no way that employees will be motivated; they are led by unskilled leaders.*"

Resident 2 (Interview, 07/07/2018) remarked that: "*Like I have indicated on the previous question, motivation seems to be a challenge in the municipalities and maybe is…about [the] kind of leadership that they have…if you see people resting or sleeping during the day when they're supposed to be working, you just ask yourself, 'Are these people really managed? because that is where you start to see problem…These people are getting paid but they don't seem to be working hard to earn this money'. There is an element of entitlement, they are entitled to it. The salary is there but they don't have to put an effort to get it.*"

16) On the question: *Do you think public leaders and employees put the needs of the people first in terms of service delivery*? participants in different groups offered their views as provided below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) simply said that: "*No, some have long left the 'batho pele' principle.*"

Elected leader 3 (Interview, 16/07/2018) said that: "*I think, as councillors, we try but residents also don't appreciate our work.*"

Elected leader 6 (Interview, 04/11/2018) said the following: "*…the housing department in region C [have] no staff allocation. People went for the pension; I was asking the manager to say, 'You were aware that workers are going to the pension, it's you who sign their leaves and pensions but then what is the plan because you are supposed to have somebody replacing these people who are not there', but there is no budget allocation for employment.*"

Elected leader 9 (Interview, 09/12/2018) said that: "*It is difficult to say that we adhere to 'Batho pele' principles.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) tellingly observed: "*…it's not at its best…because of the constraint they can't be able to give them proper uniform. I believe that if you want people to perform adequately you should give them all the tools and if you don't give them the tools it's hard for them to perform…It's such a struggle to give all the tools. …Like it takes me six months to get new uniforms, I don't have them in time. For new staff it takes me eighteen months to get new uniforms, you know those kinds of things.*"

Bureaucratic leader 2 (Interview, 16/07/2018) indicated that: "*…workers try hard to practice 'Batho pele' but councillors don't…*"

Bureaucratic leader 3 (Interview, 07/08/2018) said that: "*It is difficult to say so with regard to councillors; workers are the backbone of 'Batho pele'.*"

- **Community leaders**

Community leader 1 (Interview, 06/09/2018) described the situation as follows: "*…as I'm saying now they don't because if you find them [on] lunch…tea time [and] there is an emergency, the only people that care that I have seen under the city of Jo'burg when they are being called are the fire fighters. If you stay in an informal settlement, they struggle to get there, but they tried; when you call them anytime, you can call them in the middle of the night they will come. They will come and say, 'Ok, we don't have pressure here, there is no water' but they will do something rather than, like there is pipe burst and we are calling Jo'burg Water they will say they will come in the morning. So, I think when it comes to that the departments are not the same, but they are all doing the same thing, service delivery, but dedication is not there to all of them.*"

Community leader 2 (Interview, 15/08/2018) indicated that: "*I doubt if they still remember what 'Batho pele' means…they don't practise it.*"

Community leader 3 (Interview, 19/08/2018) said the following: "*They don't because if they were practising 'Batho pele' we will be getting services.*"

- **Municipal trade union leaders**

Trade union leader 2 (Interview, 23/09/2018) said that: "*…workers are trying hard to maintain 'Batho pele' but with councillors it is doubtful if they still remember the principle…*"

Trade union leader 6 (Interview, 08/12/2018) said the following: "*Our leaders are failing us; they don't practise 'Batho pele.*"

Trade union leader 7 (Interview, 06/01/2019) said the following: "*'Batho pele' is something of the past; leaders don't practise it.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) said that: "*…in some sectors they do, particularly in the client services, they put people first but when you get to other sectors of the city, they don't put the clients first because you will find that the streets are dirty, and you check the employees, they are under the trees relaxing. They are dragging their feet when it comes to their work that they are doing.*"

Resident 5 (Interview, 25/08/2018) said that: "*I don't think they remember what is 'Batho pele'… they don't practise it.*"

Resident 7 (Interview, 23/09/2018) said the following: "*'Batho pele' had wilted in the municipality…*"

17) On the question: *Do you think the employees have in-house experience to manage infrastructure projects*? **participants in various groups expressed their views as documented below.**

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*The infrastructure is falling apart; it means employees don't have experience to maintain it.*"

Elected leader 3 (Interview, 15/09/2018) noted: "*They don't have experience to deal with it…*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) expressly said: "*…I would say genuinely in the city there is a problem and the city tries to solve it…by setting up the PMUs and Engineering Centre of Excellence and all sorts of support structures which I don't think is right. I think you've got to employ right people and you got to give them experience.*"

Bureaucratic leader 5 (Interview, 08/09/2018) said the following: "*The municipality sometimes outsources to do big projects like bridges.*"

Bureaucratic leader 9 (Interview, 04/12/2018) said that: "*It is true that some of our employees don't have internal experience…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) stated that: "*…some of the bridges are just falling down. You can see that these people who are doing this they were not well experience[d]; the only thing that is needed to be done is to hire people who know that they have experience of doing something.*"

Community leader 3 (Interview, 19/08/2018) said the following: "*City of Johannesburg is turning into a trash…employees alone without the support of the able leadership cannot revive the infrastructure…*"

Community leader 5 (Interview, 22/09/2018) explained: "*If they have in-house experience, the infrastructure will be maintained.*"

- **Municipal trade union leaders**

Trade union leader 7 (Interview, 06/01/2019) said that: "*Indeed, workers don't have requisite skills to maintain the infrastructure.*"

Trade union leader 2 (Interview, 23/09/2018) indicated the following: "*There is no doubt that both the leadership and employees are failing…*"

Trade union leader 4 (Interview, 21/10/2018) observed: "*I don't think employees have experience to maintain the infrastructure.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) indicated that: "*No, they don't have in-house [experience] because...the employees of the city of Johannesburg are not trained to do particular jobs and the city of Johannesburg does not have the capacity to train these people; for example, they don't have experts in engineering. That is why when they come to purification of water…[and] electricity infrastructure they depend on consultants to do their job.*"

Resident 2 (Interview, 07/07/2018) explained that: "*…most of the time you hear about…the project outsourced; …you start to doubt if ever the employees are really capable of dealing with the infrastructure. That means that they will get other people from outside to come and do certain jobs.*"

Resident 14 (Interview, 13/11/2018) said the following: "*I don't think they have in-house experience to maintain the infrastructure…*"

Resident 17 (Interview, 23/01/2019) observed that: "*…there are those buildings that are dilapidated and even worse with some leaking drainage system…*"

Resident 11 (Interview, 27/10/2018) said that: "*They don't have in-house experience to maintain the infrastructure.*"

18) On the question: *Do you think the public leaders and employees have adequate plans to maintain the existing infrastructure*? participants in different strata expressed the following views.

- **Elected leaders**

Elected leader 4 (Interview, 23/09/2018) said that: "*If the municipality has a plan, it could have been discussed in the council for approval, but that did not happen; it means that there is no plan to maintain existing infrastructure.*"

Elected leader 2 (Interview, 22/08/2018) indicated the following: "*…I am not sure, but I think the employees should have a plan which the leadership should know…at the moment I don't know of any plan…*"

Elected leader 7 (Interview, 17/11/2018) said: "*I don't want to lie; it is a tricky question; you will never know of any plan unless you are part of that…*"

Elected leader 9 (Interview, 09/12/2018) said that: "*The indications are that we don't have a plan.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) said the following: "*…every year 'eight percent of money must go to maintenance' and then you come*

closer and closer to the budget and you have to cut somewhere and [you] cut the maintenance [budget]. So, the big problem is that the maintenance budget gets squeezed…"

Bureaucratic leader 5 (Interview, 08/09/2018) said that: "*I think any plan should be guided by the budget; you can plan but without the budget nothing could be done.*"

Bureaucratic leader 2 (Interview, 16/07/2018) observed that: "*There is no plan because the infrastructure is very old…*"

Bureaucratic leader 8 (Interview, 16/10/2018) indicated the following: "*Well, we should be having a plan but what is a problem is the budget.*"

- **Community leaders**

Community leader 1 (Interview, 04/08/2018) observed that: "*…I don't see them having any plan…because what was vandalised twenty years back now has been destroyed. …the system itself for me is very slow to look for our…all infrastructure that has been abandoned or vandalised to renovate them or to look after them, it's taking long and is costly to maintain.*"

Community leader 3 (Interview, 19/08/2018) said that: "*I don't think there is a plan because nothing is being done…if there is a plan, we will start to see some work being done…*"

Community leader 2 (Interview, 15/08/2018) said that: "*No, the infrastructure is old; it needs to be overhauled. I mean some of the pipe system…that was done in the late 60's, early 70's…*"

Community leader 7 (Interview, 10/11/2018) said that: "*If there is a plan, some of the old infrastructure could have been replaced, but nothing is happening because there is no plan at all.*"

Community leader 4 (Interview, 15/09/2018) specified the following: "*A plan is not available; we could have seen work being done…*"

- **Municipal trade union leaders**

Trade union leader 4 (Interview, 21/10/2018) indicated that: "*You can come up with a good plan, but when the budget for maintenance is cut, it is the same as not having a plan.*"

Trade union leader 2 (Interview, 23/09/2018) said that: "*As representatives of the employees, we have not seen any plan from the leadership, and it can be argued that employees have nothing to implement.*"

Trade union leader 6 (Interview, 08/12/2018) stated the following: "*Yeah, it is not clear whether there is a plan or not, but as things stand nothing is happening; it seems there is no plan; that's what I can say.*"

Trade union leader 7 (Interview, 06/01/2019) specified that: "*I doubt if there is any, particularly from the leadership…employees can plan but they don't control the budget; I think there is none…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) purposely expressed that: "*Actually, the plan to maintain the existing infrastructure would be the responsibility of the management. So, the management must give order to the employees; so, it is the function of the management for which they are not doing it adequately because of…nepotism and patronage within the network of the city of Johannesburg. So, it is the corruption we are talking about.*"

Resident 6 (Interview, 01/09/2018) said the following: "*The way every kind of infrastructure is dilapidated, it seems both the leadership and employees have no plan; the leaders must plan, and employees implement.*"

Resident 12 (Interview, 27/10/2018) said that: "*I don't think they have because our infrastructure is old; I'm sure when you were coming here you saw water flowing on the street; this is because the pipes are old and are not fixed.*"

Resident 8 (Interview, 06/10/2018) explained that: "*Most of the infrastructure of the city of Jo'burg is old. It needs to be renewed or redeveloped but unfortunately I always hear the mayor himself saying that they don't have budget to do this and that…We really need new infrastructure although we don't know how true that there is no money for infrastructure because we believe that as the residents we are doing enough in terms of contributing to the city by paying for the services.*"

Resident 4 (Interview, 08/08/2018) said that: "*I think there is no plan from the look of things…buildings, bridges, roads, everything is destroyed, and nothing is done.*"

Resident 14 (Interview, 13/11/2018) said that: "*It is disappointing because we still talk of maintaining the infrastructure even now, this could have happened many years ago…so, there is no plan.*"

Resident 17 (Interview, 23/01/2019) noted that: "*I don't think they have the adequate plan because it will be evidenced in the buildings themselves, you will find that when you go to waiting areas there is not enough space, people are not supplied with water. Ok, with the clinics – as a consumer of health services in the primary health care – even there, there is lack of infrastructure. When you go there and wait on the queues even the buildings are not attractive to the clients – the toilet facilities as well are not up to standard for people who are coming to attend the clinics – it's worse in the health sector.*"

Resident 2 (Interview, 07/07/2018) indicated that: "*It seems there is no plan because the infrastructure is falling apart.*"

Resident 18 (Interview, 25/01/2019) said that: "*Looking at the way things have gone wrong in terms of service delivery, it shows that the leadership does not plan to do anything…everything happens haphazardly.*"

19) On the question: *Do you think the employees have experience to handle tender documents*? participants in various groups provided views as presented below.

- **Elected leaders**

Elected leader 9 (Interview, 09/12/2018) explained: "*Employees have experience or knowledge to do the right thing; the problem is that they get undue influence from their supervisors…*"

Elected leader 3 (Interview, 15/09/2018) indicated that: "*It is difficult to agree that employees don't know what they should do; I think they are influenced to give tenders to the people who will give bribes to the politicians and themselves.*"

Elected leader 7 (Interview, 17/11/2018) said the following: "*…employees know what they are supposed to do; they surrender to political influence.*"

Elected leader 2 (Interview, 22/08/2018) said that: "*I think so; they are employed in those positions because they have relevant qualifications; the problem is that they are unjustifiably influenced by politicians.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) explained that: "*Again, it varies but in general there isn't enough experience.*"

Bureaucratic leader 4 (Interview, 21/08/2018) said that: "*I think they know what to do; they are bribed to do wrong things.*"

Bureaucratic leader 8 (Interview, 16/10/2018) said that: "*Employees have experience; what is happening is that politicians tell them what to do.*"

Bureaucratic leader 10 (Interview, 20/01/2019) said that: "*The municipality cannot employee people who don't understand the processes; the problem is that they easily listen to the politicians concerning who should get a tender.*"

Bureaucratic leader 7 (Interview, 11/10/2018) specified the following: "*I think everyone agrees that employees have experience; the problem arises when they allow the politicians to influence them.*"

Bureaucratic leader 5 (Interview, 08/09/2018) indicated that: "*Most of the employees working in the procurement department have skills; I think the problem is that they are easily influenced by the politicians.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) pointed out that: "*I think by now if they have been working there because some of these people never leave their jobs. Some worked for 15 years in one place. I think they have experience which is why they are probably good at hiding the corruption that they do, so experience they do have no doubt about that. They are getting under the table handouts; they are being paid and I know this for sure as well.*"

Community leader 3 (Interview, 19/08/2018) indicated the following: "*They know what they are supposed to do; they receive money in brown envelopes for them to do wrong.*"

Community leader 5 (Interview, 22/09/2018) made the following observation: "*…maybe they do have the experience but…because of the corruption…*"

Community leader 7 (Interview, 10/11/2018) said that: "*They know what they are supposed to do; usually the politicians put pressure on them to give tenders to their friends for them to get kickbacks.*"

Community leader 2 (Interview, 15/08/2018) said the following: "*Political influence is too much for the employees to do what is right; they are bribed.*"

Community leader 4 (Interview, 15/09/2018) indicated the following: "*I think they are bribed; there is no doubt about that; politicians influence the process.*"

Community leader 6 (Interview, 08/11/2018) said that: "*These people know what they are supposed to do; the problem with them is that they are corrupt and greedy for more money.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 04/07/2018) said: "*Yes, they do have the experience, it's just greed.*"

Trade union leader 2 (Interview, 23/09/2018) noted that: "*I think they have experience; the problem is their supervisors who put pressure on them to commit corruption…they get influenced to do wrong.*"

Trade union leader 3 (Interview, 12/10/2018) said that: "*These employees know what to do, but they give in to their political principals who tell them to give tenders to the people related to them.*"

Trade union leader 4 (Interview, 21/10/2018) said the following: "*One thing for sure is that employees have knowledge; they know what to do; politicians influence their decisions…*"

Trade union leader 5 (Interview, 25/11/2018) said that: "*It is difficult to defend the employees who find their hands in the cookie jars because they know the procedures and rules to be followed; it means that they are corrupt.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) conveyed that: "*…tender documents are the function of the finance department, to some degree they have competence, but they are not displaying it because politics play more role than professionalism, mostly in all municipalities…including city of Johannesburg. These professionals are taking instructions from the politicians who do not care about this supply chain management…and all these procedural aspects of acquisition of goods and services. So, we have employees who have technical skills to handle tender documents, but the problem is their supervisors, they don't care about the procedures; they are doing it for their political benefit.*"

Resident 2 (Interview, 07/07/2018) responded that: "*The employees…have the experience to deal with that, however, the challenge in this case is the element of corruption…Once people…get into corrupt activities they tend to overlook...doing quality work…if corruption can be curbed somehow, I believe they can do quality work.*"

Resident 3 (Interview, 04/08/2018) observed: "*The politicians influence them to do wrong…experience is there; corruption is a problem.*"

Resident 4 (Interview, 18/08/2018) said the following: "*These people are employed because they are educated; they should understand how the*

processes work, but political interference is great that they give up on doing right."

Resident 5 (Interview, 25/08/2018) said the following: "*I'm thinking that they are bribed by the politicians to give tenders to their friends.*"

Resident 8 (Interview, 06/10/2018) expressed that: "*Handling tender documents on its own doesn't require a high level of skills, it just needs fairness and objectivity. They do have but since on those level[s] where tenders are being dished out there is too much political influence. Most of them they end up being not being objective and they hand tenders to the people who do not have necessary skills to deliver on the particular project.*"

Resident 9 (Interview, 26/10/2018) said the following: "*There is no doubt that they have experience; they serve the interests of the politicians.*"

Resident 10 (Interview, 27/10/2018) said that: "*As far as I understand how things should be done, the employees are influenced by their political principals to give tenders to their friends.*"

Resident 11 (Interview, 27/10/2018) stipulated the following: "*Politicians influence employees to do wrong; experience is there…*"

Resident 17 (Interview, 23/01/2019) expounded that: "*…if there is experience there may be corruption as evidenced by lack of resources. …There are no resources, there is shortage of staff, the supply of equipment, stock and supplies are not there; that is an indication that there is corruption.*"

Resident 16 (Interview, 16/01/2019) remarked that: "*There is no such thing as they don't have experience or ability to do the right thing; the problem is that they are influenced by the politicians to give tenders to their friends.*"

Resident 18 (Interview, 25/01/2019) said that: "*The answer is straight forward; employees are experienced but political interference is the problem when it comes to who gets the tenders.*"

Resident 15 (Interview, 15/11/2018) said that: "*We all know that employees are put under pressure to award the tenders to the people known or related to the politicians; this is the truth.*"

Resident 14 (Interview, 13/11/2018) indicated that: "*The employees who work in the procurement department are likely to be educated and skilled; they choose to be bribed because they are also greedy to get illicit money.*"

20) On the question: *Do you think there is fairness when awarding RDP houses to the poor*? participants in various strata offered the views as recorded below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*…they don't because even in Lefereng most people are not…from Protea South. Even people who have applied in 2010 they get houses in Lefereng and those who applied in 1996 they remain here, not given the houses. No fairness at all…*"

Elected leader 5 (Interview, 10/10/2018) said the following: "*Well, we heard that in some areas, councillors deviate from the correct processes; so, there is no fairness if residents who qualify don't get RDP houses.*"

Elected leader 9 (Interview, 09/12/2018) explained: "*People bribe councillors to get RDP houses because they corrupted the system.*"

Elected leader 7 (Interview, 17/11/2018) indicated the following: "*It is unfair because the poor people are not getting, and when RDP house project was started it was meant to target those people…*"

Elected leader 2 (Interview, 22/08/2018) specified that: "*I think councillors have contributed in making the system unfair so that they manipulate it…they do this so that their relatives and friends benefit…*"

- **Bureaucratic leaders**

Bureaucratic leader 2 (interview, 16/07/2018) said that: "*Many residents complain about how RDP houses are given to the foreigners who by law don't qualify to get them; it seems councillors flout the rules; it is not fair at all.*"

Bureaucratic leader 4 (Interview, 21/08/2018) indicated that: "*It can only be fair if people who qualify are the ones who receive the RDP houses; if the councillors still undermine the processes and procedures, it will never be fair.*"

Bureaucratic leader 5 (Interview, 08/09/2018) said that: "*The councillors created a disorderly system to be able to manipulate it; there is unfairness.*"

Bureaucratic leader 7 (Interview, 11/10/2018) specified the following: "*The system is unfair because we see people who are not supposed to get, getting; this is unfair to the poor people who really need the RDP houses…*"

Bureaucratic leader 8 (Interview, 16/10/2018) indicated that: "*…it is an unfair system because those people who qualify are not getting…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) explained that: "*…there is no fairness. I stay in an informal settlement. …let me talk about the ward itself. What ward has got? It has five informal settlements but since I've been here for the past eighteen years, I never saw people from Lawley informal settlement been taken to RDP house in Lehae. Everything was happening in Thembalihle. Why only Thembalihle because people in Lehae also are*

affected by the same problem that is in Thembalihle, why only Thembalihle? For me that system failed lot of people because if they were saying we are giving RDP houses to elderly people, Lawley informal settlement has a lot of elderly people; people who…got all the necessary documents that are needed by housing, but the housing was focusing in Thembalihle. So, for me it wasn't a fair process, they are not fair. You find someone working for the city but owning an RDP house…there is no proper checkup whether these people, "where is he from, is he working, what is he doing for a living, how much is he earning, who is he or she staying with? There is no investigation toward people that are given those houses."

Community leader 2 (Interview, 15/08/2018) indicated the following: "*Councillors award RDP houses to their relatives and friends who don't qualify; so, it means that there is no fairness.*"

Community leader 3 (Interview, 19/08/2018) said that: "*…I know that you have to be in that residential area, you have to be seen all the time, and you have to attend meetings. I know someone who waited for ten years to get…I've heard of people who waited for longer when you watch the news but the guy I personally know as a friend of mine waited for ten years. Now I don't know if that's fair (laughing). You know maybe it's fair because some people claim to be waiting for eighteen years but if I waited for ten years, I would not feel like I've been treated fairly.*"

Community leader 4 (Interview, 15/09/2018) said that: "*The system of awarding RDP houses is flawed and corrupt; councillors deliberately deviate from what is right and give unqualifying people; the process can't be fair.*"

Community leader 6 (Interview, 08/11/2018) indicated the following: "*I think the councillors purposefully made the system not to work so that they can manipulate it to favour them.*"

Community leader 7 (Interview, 10/11/2018) observed: "*Our people get a raw deal from the councillors; councillors sell RDP houses to foreigners; these are people who should not qualify, but because of corruption and unfairness in the awarding of these houses we see these things happening…*"

Community leader 5 (Interview, 22/09/2018) specified that: "*The system is unfair; the poor residents are not getting RDP houses…*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 04/08/2018) said the following: "*No, it's not fair because some benefitted unduly.*"

Trade union leader 5 (Interview, 25/11/2018) said that: "*The way residents complain about the councillors who give RDP houses to their friends or even selling to foreigners, the process can't be fair; it needs to be fixed.*"

Trade union leader 2 (Interview, 23/09/2018) stated that: "*I don't think so, because I hear stories that residents are forced to pay a fee for them to be awarded an RDP house, which is really unfair to them.*"

Trade union leader 3 (Interview, 12/10/2018) specified the following: "*It will be a lie to say that the system is intact when the poorest people in the municipality are without RDP houses; fairness is non-existent when awarding RDP houses.*"

Trade union leader 4 (Interview, 21/10/2018) indicated that: "*I think the councillors are to blame because they are the ones who know the people who are poor in their constituencies, but they unfairly sabotage qualifying people…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) stated that: "*There is no fairness because we have people who have been on the list of RDP housing for over ten years but they are not allocated houses and we have those who were just arriving in the city of Johannesburg in less than four years already they are living in the RDP houses and also the problem of awarding RDP houses to foreign nationals, is also rife in the city of Johannesburg. So, fairness is far from reach.*"

Resident 2 (Interview, 02/12/2018) said the following: "*It is difficult to talk of fairness when people who qualify are not getting those RDP houses.*"

Resident 6 (Interview, 01/09/2018) specified that: "*I think councillors are preferring their friends and relatives; for sure it is unfair…*"

Resident 17 (Interview, 23/01/2019) clarified that: "*I would say there is discrepancies for those services. I don't see there is any social justice or fair distribution when you hear people complaining about the waiting times – you know – the long queues – you know – an old person waiting for at least ten to twenty years to get an RDP house whereas you see that even some people, foreign nationals - they own these RDP houses. I think there is social injustice when it comes to that.*"

Resident 3 (Interview, 04/08/2018) stated the following: "*The system cannot be fair; councillors put unqualifying residents on the list and give preference than those who qualify; the system is rigged…to benefit councillors.*"

Resident 4 (Interview, 18/08/2018) indicated the following: "*Well, I don't think the system is fair because our poor residents are not receiving RDP houses…*"

Resident 8 (Interview, 06/10/2018) said that: "*With the involvement of ward councillors and the political office bearers at the locality, it's where we have witnessed majority of the incidents of corruption…There is a lot of corruption; people are in the waiting list for a very long time and we have seen most of the foreign nationals taking over properties and the…ownership of the houses that were meant for South Africans. So, in that area we still have serious challenges.*"

Resident 13 (Interview, 09/11/2018) said that: "*The councillors created confusion because residents who don't qualify do get RDP houses and those who qualify don't.*"

Resident 16 (Interview, 16/01/2018) stated the following: "*It is unfortunate because the councillors who are supposed to be fair are not; they prefer awarding RDP houses to the people who bribe them…*"

21) On the question: *Do you think the price of water and electricity is affordable for everyone*? participants in various strata provided the views recorded below.
- **Elected leaders**

Elected leader 5 (Interview, 10/10/2018) specified that: "*Honestly, it is unfair to generalise because there are unemployed and cannot afford the prices of both water and electricity. But the people who work also are unable to afford the price of water and electricity; so, I can say that the price is unaffordable to many residents.*"

Elected leader 9 (Interview, 09/12/2018) indicated that: "*Even the people who are working could not afford; water and electricity are expensive.*"

Elected leader 4 (Interview, 23/09/2018) specified the following: "*Water and electricity is expensive…people don't afford.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) firmly said: "*It's not affordable but to make it low is not affordable for the city, so it's a difficult balance to achieve.*"

Bureaucratic leader 3 (Interview, 07/08/2018) said that: "*I think water and electricity charges are expensive; people are struggling to make ends meet; I can say water and electricity is not affordable at the City of Johannesburg.*"

Bureaucratic leader 4 (Interview, 21/08/2018) explained: "*I think water and electricity prices should be reduced…people cannot afford…*"

Bureaucratic leader 6 (Interview, 18/09/2018) said that: "*People are defaulting because water and electricity is costly…*"

Bureaucratic leader 9 (Interview, 04/12/2018) noted that: "*The municipality should increase the prices because it also pays its employees who should take care of the infrastructure and services that the people are getting; people must get used to the increasing price of water and electricity.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) observed that: "*I'm not sure about the water but electricity is definitely not affordable, it's too high. …Okay it's mixed with municipal rates and water but…some people are paying like…a bill for nine thousand. Just water, electricity and rates…nine thousand! I mean that's a house, although that person is probably rich, but I can't say it's affordable. If they were paying nine thousand for two kids in school, yes I can say that's affordable but just for water and lights and for some rates for someone to come and pick up the dustbin…*"

Community leader 3 (Interview, 19/08/2018) indicated the following: "*…communities are suffering; the municipality keeps on increasing the*

prices of water and electricity every year; our people find it difficult to pay regularly…"

Community leader 5 (Interview, 22/09/2018) said the following: "*…the pricing of water and electricity is steep…*"

Community leader 6 (Interview, 08/11/2018) indicated the following: "*The prices of water and electricity is unaffordable.*"

Community leader 7 (Interview, 10/11/2018) stated the following: "*You see many people complain that the municipality is overcharging them; the reading meters are inflated so that they pay more for water and electricity…the fact that people complain, it means that they are not affording those services…*"

Community leader 2 (Interview, 15/08/2018) said the following: "*I think water should be free; well, when it comes to electricity, I think the price should be reasonable so that people can afford; right now, people are not affording; they default…*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) remarked that: "*The price of water and electricity is high; people are defaulting regularly; even people who were paying on regular basis have started to default…*"

Trade union leader 2 (Interview, 23/09/2018) specified: "*People are paying more for water and electricity…their pricing is costly…*"

Trade union leader 4 (Interview, 21/10/2018) observed that: "*The price of water and electricity is expensive for people who are having children who go to university because they don't qualify for any exemptions…*"

Trade union leader 5 (Interview, 25/11/2018) remarked that: "*Many people are not working, and as a result their houses are taken from them because they are unable to pay for water, rates and electricity…*"

Trade union leader 6 (Interview, 08/12/2018) noted the following: "*The price of everything, including water and electricity is high and people are not affording; this leads to their houses being repossessed by banks…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) explained that: "*…in the city of Johannesburg specifically on the issue of water, there is some kilolitres of water given for free to the residents which is good. So, water for everyone in the city of Johannesburg is affordable but when coming to the electricity it is not affordable, it is expensive because the electricity in the city of Johannesburg is not administered by Eskom, so it is administered by the city which means they add the profit margin from the cost of electricity from Eskom…but it is affordable in general for the rich.*"

Resident 2 (Interview, 07/07/2018) indicated that: "*The price of water and electricity is expensive. It's not easy because normally you look at most of the people, they're taking home…around ten thousand and if they have to pay for bond and taking children to school, whatever is left for the person is too little. I wish that it could be reduced.*"

Resident 3 (Interview, 04/08/2018) specified the following: "*Residents are owing huge monies to the municipality because they cannot afford the rates of water and electricity…I think we were supposed to pay for water if you use it up to a certain limit…if you pass the limit you are then charged but now is overpriced…*"

Resident 4 (Interview, 18/08/2018) indicated the following: "*Many houses are on auction because their owners cannot afford water and electricity.*"

Resident 5 (Interview, 25/08/2018) said that: "*Many people are not working where I live; they can't afford to pay for water and electricity.*"

Resident 8 (Interview, 06/10/2018) expressly remarked: "*…currently my observation is that we are buying water…the price of water is very high… I think the city of Jo'burg needs to [revisit the fact] relook into the fact that water is not for sale. Infrastructure that delivers water must be service[d]; that we understand, and we should pay for the infrastructure, not water. Or else residents must buy water directly form Rand Water Board. So, the basic services like water…were supposed to be accessible just because it's a fundamental right. City of Jo'burg buys electricity from Eskom and it sells it at a profit to the resident[s]…we are paying for the middleman which I don't see the reason. I believe that if Eskom can be given that opportunity, they can deliver effective services when it comes to the electricity. So, electricity is very high, particularly…in suburban area[s]; we are paying a…lot for electricity than our counterparts in Soweto and Alexandra; and you will find out that in the household we are using the same amount of electricity, but we are paying more, we are paying even for those who are not paying.*"

Resident 9 (Interview, 26/10/2018) said: "*We were supposed to get a fixed rate of water and electricity; even the people who are working sometimes default because the tariffs are high…*"

Resident 10 (Interview, 27/10/2018) stated the following: "*We are not affording the price of water and electricity; it is too expensive…*"

Resident 11 (Interview, 27/10/2018) specified the following: "*I think the municipality takes advantage of the fact that if you don't pay, they come and close or switch off, but truly speaking we can't afford the price of water and electricity…*"

Resident 13 (Interview, 09/11/2018) said that: "*…it's not, if a person is not working; doesn't have any source of income then…the rate goes up. How is he going to afford because he can't even afford to buy himself bread? So…its good for Sandton but in our areas, honestly, it is unfair…and that leads to many people bridging electricity, they don't buy because they can't afford.*"

Resident 14 (Interview, 13/11/2018) specified that: "*Even if the municipality gives us certain free litres of water, I think water, like electricity, is still expensive; we cannot afford them.*"

Resident 15 (Interview, 25/11/20180 explained that: "*It is not affordable for everyone…the workers are squeezed because they have to pay for those who are pensioners; pensioners get a certain amount of free litres of water; I am not sure about electricity, but I think they do get some free units…*"

Resident 16 (Interview, 16/01/2019) observed that: "*The majority of us, Black people, are suffering; we still feel the remnants of colonialism; we were discriminated but now we are treated like White people when it comes to paying for water and electricity; I think it is unfair; our situation is dire; we can't afford…*"

5.3.4 Research question four: How does the enforcement of legislative and regulatory imperatives assist leadership to improve delivery of services?

To understand the enforcement of legislative and regulatory imperatives to assist the leadership to improve delivery of services, the participants in all the strata were interviewed on the place and role of JMPD, JMPD's general performance, crime levels at the municipality, resources allocation to JMPD officers and training for JMPD officers.

22) On the question: _What do you think is the place and role of JMPD?_ participants expressed their views as reported below.

- **Elected leaders**

Elected leader 2 (Interview, 22/08/2018) observed that: "_JMPD is well placed in terms of the constitution of the country, but I am not sure of the role they are set to play in the society; sometimes I feel that they should be given more powers like to have municipal court to adjudicate petty crimes to take away the burden from the magistrate's courts…_"

Elected leader 3 (Interview, 15/09/2018) said the following: "_Their task is clear; enforce the by-laws and make the place safe…it is unsafe…_"

Elected leader 4 (Interview, 23/09/2018) stated that: "_They are in a good place and their role should be to enforce by-laws…_"

Elected leader 9 (Interview, 09/12/2018) emphasised that: "_I think the scope of what they need to do is very clear; they should do all the roles assigned to them; they must make sure that the people who live in Johannesburg obey the rules as set by the by-laws._"

Elected leader 8 (Interview, 03/12/2018) specified that: "JMPD is an enforcement agency in the City of Johannesburg, and as such its mandate is to play all the roles set for it; make the residents safe…"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) stated that: "_…What I understand about JMPD is that it is used to be traffic, only doing traffic like parking meters and signaling and but now they have to do by-law enforcement and they also do some almost policing functions, yeah it's really expanded._"

Bureaucratic leader 2 (Interview, 16/07/2018) indicated the following: "*The fact that JMPD is tasked to patrol the streets of Johannesburg, I feel satisfied that they are enforcing the by-laws…yeah, I think they are placed well…they should just play their role…nothing more.*"

Bureaucratic leader 3 (Interview, 07/08/2018) said that: "*I think what they are supposed to do is correct; they should enforce the rule of law…*"

Bureaucratic leader 4 (Interview, 21/08/2018) indicated the following: "*The functions of JMPD are well set…they should patrol the streets of the municipality.*"

Bureaucratic leader 5 (Interview, 08/09/2018) remarked that: "*JMPD's jurisdiction is well known; it is the municipality of the City of Johannesburg; that is where they belong; all their roles should be determined by the policies governing the municipality; they should enforce the by-laws…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) said: "*…every now and then you see JMPD stopping cars, searching but still for me I think they should be given more powers to do what SAPS is doing. To work hand in hand with SAPS, although they are doing that when it comes to raids and stuff like that but I think they should be given more powers…Even on this road maybe as you come from N12 you know that they are there but my worry is that they don't change their spot. I can't say much with the allegation of bribes and stuff like that but in terms of visibility…Whenever we drove from here to Soweto they will stop us even if we are wearing church uniforms, they won't say because is church they will let them go, No. they…do thorough work.*"

Community leader 2 (Interview, 15/08/2018) stated that: "*JMPD is supposed to enforce the regulations, and they are doing that…*"

Community leader 3 (Interview, 19/08/2018) said the following: "*I think they are well placed, and their role is to enforce the by-laws…*"

Community leader 4 (Interview, 15/09/2018) remarked that: "*…it's to maintain order. What kind of order? Traffic order…and enforce the law and I think it should end there. I don't think they are needed anywhere else.*"

Community leader 5 (Interview, 22/09/2018) said the following: "*Their role is clear; they should enforce the laws of the municipality; I think they are placed well…*"

Community leader 6 (Interview, 08/11/2018) specified that: "*We always see their cars moving but we are not sure whether they do what they are supposed to…they are placed well to enforce the by-laws…*"

Community leader 7 (Interview, 10/11/2018) indicated the following:
"*I think they should do their work; they are well-placed, and their role is cut out for them…they should enforce the by-laws.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) indicated that: "*They are put in the right place, to look after the residents of the municipality; whether they do their work that is something else…*"

Trade union leader 2 (Interview, 23/09/2018) said the following: "*They are placed well, and I think they also play their role…*"

Trade union leader 3 (Interview, 12/10/2018) indicated that: "*I think they are well located, and enforcing the rule of law should be their task…*"

Trade union leader 4 (Interview, 21/10/2018) explained: "*There is no doubt that the JMPD are set to make the municipality a safe place; but what we*

see is that the place is not looked after…we start to wonder whether they are well-placed or not…I think they should do as required by law…the constitution."

Trade union leader 5 (Interview, 25/11/2018) indicated that: "*As a matter of fact, JMPD's place is known and guided by the constitution of the country; they are required to enforce the by-laws of the City of Johannesburg municipality.*"

- **Residents**

Resident 7 (Interview, 23/09/2018) said that: "*They give security to the Mayor, they guard Braamfontein Civic Centre, you struggle to get them, previously we had a ten-plus; It was JMPD and other departments...I don't see them; I've never seen vehicles for ward 128…maybe what I can say is that, is not about them not wanting to do; maybe is about the way they are led; the leadership doesn't play the role that they are supposed to…they are not working according to their task…*"

Resident 10 (Interview, 27/10/2018) indicated the following: "*I think their tasks are well thought of; what is remaining is for them to work…*"

Resident 9 (Interview, 26/10/2018) stated the following: "*They must protect us, and I think it is a good thing that they should enforce policies…*"

Resident 11 (Interview, 27/10/2018) highlighted that: "*The JMPD, as an agency of enforcing the laws and by-laws n the municipality is put where it belongs, and their role is exactly to make people safe.*"

Resident 12 (Interview, 27/10/2018) stated the following: "*There is no doubt that they are placed well…their role should also be to help SAPS to reduce crime in the municipality.*"

Resident 13 (Interview, 09/11/2018) observed: "*Firstly, the JMPD is rightfully located in its place; and secondly their role is to make sure that the residents of Johannesburg should feel safe…*"

Resident 14 (Interview, 13/11/2018) said that: "*Their place is determined by the law and will remain as it is, but I think they should enforce the by-laws…to make the municipality work.*"

23) On the question: *Do you think members of JMPD are doing adequately well*? the various participants offered their viewpoints as below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) categorically stated that: "*No…they are not doing well because they take long to respond to the issues of the community.*"

Elected leader 2 (Interview, 22/08/2018) specified that: "*They don't do well in all the issues; yes, in checking licence discs of the cars are performing well…*"

Elected leader 5 (Interview, 10/10/2018) stated the following: "*The way we hear people complain about their safety, it shows that they are not doing enough to make people feel safe…it is their responsibility to patrol the municipality…*"

Elected leader 9 (Interview, 09/12/2018) indicated the following: "*I don't think enough is being done in terms of policing the streets of Johannesburg; they need to do more; right now, they are not doing well.*"

Elected leader 8 (Interview, 03/12/2018) stated: "*I don't think they are doing well; they fail in many areas…*"

Elected leader 7 (Interview, 17/11/2018) pointed out that: "*We need many officers on the streets of Johannesburg; it is unfair to blame them that they are not doing well when you can see that they can't be everywhere; well, in terms of them doing well, they are not because they are overwhelmed…*"

Elected leader 3 (Interview, 15/09/2018) observed that: "*They are doing well; that's all what I can say…*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) clarified: "*That is a very big story, I don't think they're doing well…because there is this AARTO system. So, the only fine they can do is spot fine. So, they can't do the fines that you get in the post…and they can't collect…it needs its own study… there is an issue about question of organisation. I don't know what to call it, like everybody doing traffic was in one section, everybody doing building infringement was in one section and taxis in one section…ten plus one strategy where they should be organising on the ward basis…but the problem with this is that, 'it's fine to put ten people in Tshepisong but it's not fine to put ten people in the city' so it led to quite a lot of places which are not adequately policed and I think sometimes the spine of control was too big…for example, one of the things I'm involved in, the infringements of sidewalks and roads and all kinds of stuff, and for me that's better if it has a specialised…unit...*"

Bureaucratic leader 4 (Interview, 21/08/2018) highlighted the following: "*They have failed to protect the residents from criminals; for example, buildings are hijacked in the inner City of Johannesburg; we see them doing nothing in enforcing the by-laws of the municipality…*"

Bureaucratic leader 6 (Interview, 18/09/2018) noted the following: "*They are not as good as we thought; there are many by-laws that are not enforced; so, you can't say they are doing fairly well, they are not.*"

Bureaucratic leader 9 (Interview, 04/12/2018) indicated that: "*Residents are complaining about the performance of JMPD officers; it means that they are not doing well.*"

Bureaucratic leader 10 (Interview, 20/01/2019) said that: "*It is not safe to walk alone in the city centre, crime is high, and it means that they are failing to enforce the rule of law.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) explained: "*…I don't think they are doing well because now and again I hear the story that there has been cable theft, the trains are not moving here...I think it's easy to bribe them…*"

Community leader 2 (Interview, 15/08/2018) said the following: "*It is difficult to say they are doing adequately well because we see people being robbed; you go to Noord taxi rank, you see people being robbed during the day; where are they to protect the innocent people; they are failing…*"

Community leader 3 (Interview, 19/08/2018) specified that: "*As community, we see the officers moving up and down, but we always hear that crime is high; what are they doing…nothing; they are not doing well.*"

Community leader 4 (Interview, 15/09/2018) indicated that: "*The fact that residents are not happy where they live, it means that JMPD officers are not doing well; it seems people are on their own when it comes to crime.*"

Community leader 5 (Interview, 22/09/2018) indicated that: "*Yeah, somewhere they are doing well…and maybe somewhere they don't do the right thing you know…like…doing corruption (bribery); maybe there is a taxi driver doing the wrong thing or…didn't carry licence, didn't fasten the belt, they take bribery.*"

Community leader 6 (Interview, 08/11/2018) explained: "*They are trying but I don't think they are doing adequately well…particularly in dealing with protection of the municipal infrastructure, they are failing, cable theft is common…*"

Community leader 7 (Interview, 10/11/2018) said that: "*It is hard to imagine that there are municipal police, because cable theft has increased in our areas; residents spend many days without power because criminals have interfered with the substations of electricity; they are not doing work well.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) observed that: "*They are not. I think…because some of them are incompetent, they are not doing their job well. What they know is going around with the cars not doing their job and all that.*"

Trade union leader 2 (Interview, 23/09/2018) specified the following: "*When it comes to checking the disc of the cars, they are good but dealing with lawlessness in general across the municipality, they have failed the residents.*"

Trade union leader 3 (Interview, 12/10/2018) remarked that: "*I think they don't do their work well; you find that they collude with criminals to hijack the buildings in the central business district; they don't enforce the by-laws.*"

Trade union leader 4 (Interview, 21/10/2018) observed that: "*I have a feeling that JMPD officers are overwhelmed; they need to work with the communities; on that aspect they are not doing well; they are failing the people.*"

Trade union leader 5 (Interview, 25/11/2018) said explicitly that: "*They are not; some of them are incompetent; they are not doing their job well.*"

Trade union leader 6 (Interview, 08/12/2018) indicated the following: "*JMPD officers are not adequately doing well; the residents are not happy with the level of work they are doing…especially on crime policing…*"

Trade union leader 7 (Interview, 06/01/2019) stated: "*We always hear that they are being bribed; so, you can't say they are doing well; in fact, they are failing the residents in many ways…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed that: "*Yeah, in terms of controlling the lights, the traffic on the road they are actually doing well because if the robots are not working they are visible…to control the traffic flow…there are some who are trying but most of the members of the JMPD are benefiting from the proceeds of crime. So, that is why most of the time they are not able to deal decisively with crime.*"

Resident 2 (Interview, 07/07/2018) remarked: "*Although even on the car issues…I'm also a bit worried about them…they leave much of work to insurance companies and to me those people who don't have car insurances they are left in the cold. I'm saying this because if people are involved…in an accident and both don't have car insurance, the police would not assist those people which to me is some of the things they need to look at them…*"

Resident 3 (Interview, 04/08/2018) said that: "*JMPD officers take bribes; not all of them are corrupt but many of them are crooks; so, you cannot say they are doing well, they are not.*"

Resident 10 (Interview, 27/10/2018) observed that: "*We are suffering; criminals have taken over the City of Johannesburg; the JMPD officers are failing us…*"

Resident 4 (Interview, 18/08/2018) indicated the following: "*The way, as residents, we feel unsafe and the place so dirty, it seems they are not doing well.*"

Resident 8 (Interview, 06/10/2018) explained: "*…you cannot be expected to do adequately if you don't know what is expected of you. Most of them they don't know what is expected of them, they don't know the difference between the metropolitan police services and the traffic enforcement agency. They still consider themselves as traffic officers and primarily they are enforcing traffic rules. So, they are not doing what is expected of them because they don't know, and I give them the benefit of doubt just because…the strategic direction that was supposed to give them the vision and the mission of the department is lacking.*"

Resident 5 (Interview, 25/08/2018) remarked that: "*People are being robbed while they are there; what is happening is that they accept bribes from these criminals; they are not doing well, that's it.*"

Resident 6 (Interview, 01/09/2018) indicated the following: "*It does not need anyone to be a magician to see that JMPD officers are taking bribes from the criminals; if officers do like that, you can't say they are doing well.*"
Resident 7 (Interview, 23/09/2018) stated that: "*Everyone can see that JMPD officers are working well; look around, you will see that the city is becoming a squalor; they don't enforce the by-laws fully; they are failing.*"

Resident 17 (Interview, 23/01/2019) noted that: "*Because the crime rate is still high, I wouldn't say they are doing adequately well and well, there may be reasons for that; many of them they complain that they are not well paid, obviously they won't do work to the best of their ability to deliver services.*"

Resident 9 (Interview, 26/10/2018) specified the following: "*I don't think our municipal police are doing that well, maybe when it comes to patrolling cars, but dealing with crime, they are failing us…*"

Resident 14 (Interview, 13/11/2018) stated: "*With crime so high in the City of Johannesburg, I don't think they are doing a good job.*"

Resident 15 (Interview, 25/11/2018) indicated that: "*If they are working, they must start with raiding the illegal immigrants and clean the city centre; there are drugs all over the place, people trafficking; they are not doing well.*"

24) On the question: *What is in your view the level of crime at CoJ?* participants in various strata expressed the following views.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*The crime currently is high because there is no policing visibility. As I stay in an informal settlement, at night we don't see police patrolling the area because there are lots of illegal shebeens or taverns. So, people are mugged, killed on a weekly basis. Some are going to work early so those people who come from taverns mugged them.*"

Elected leader 2 (Interview, 22/08/2018) stated that: "*As a representative of the people in the council, when we visit our constituencies, we always hear shocking stories of how criminals enter people's premises during the day as if we don't have law enforcement agency; crime is extremely high in Johannesburg.*"

Elected leader 5 (Interview, 10/10/2018) highlighted the following: "*…to be honest, everyone in Johannesburg is not safe…well, I agree, crime is high…*"

Elected leader 8 (Interview, 03/12/2018) indicated that: "*I understand that crime is not a new thing, but indeed it has escalated to an alarming rate.*"

Elected leader 9 (Interview, 09/12/2018) specified the following: "*Crime has gone out of control in South Africa as a whole, but Johannesburg leads the pack; as leaders we need to be serious and develop new ways to reverse the tide.*"

- **Bureaucratic leaders**

Bureaucratic leader 7 (Interview, 11/10/2018) noted that: "*…go to the streets like Noord, Plein, and De Villiers…you will hear that somebody has been hijacked, somebody has been killed…you can ask yourself, 'Where are the police?'…and particularly the JMPD because it is their city they have to police it, they must make sure that everybody is safe within the city.*"

Bureaucratic leader 2 (Interview, 16/07/2018) specified: "*Yeah, crime is very high…you can't deny that…*"

Bureaucratic leader 4 (Interview, 21/08/2018) said that: "*The crime situation is uncontrollable; leaders must wake up and do something…*"

Bureaucratic leader 8 (Interview, 16/10/2018) stated that: "*…the leadership relaxed for a long time and allowed the criminals to take over the city; we are now living in fear on a daily basis; the CBD is infested with criminals; it is sad…*"

Bureaucratic leader 1 (Interview, 05/07/2018) concisely said: "*It's high; I mean you saw the crime statistics.*"

Bureaucratic leader 9 (Interview, 04/12/2018) indicated the following: "*…crime is very high; it is worse at night; to walk at around 19h00 is very dangerous…*"

Bureaucratic leader 10 (Interview, 20/01/2019) stated: "*I have no doubt that we are living in a crime-ridden municipality; we are not safe…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) observed that: "*Crime is high; people are not moving freely…what I have seen here every day, robbery…talking about window breaking, handbag grabs and cellphones…it starts there with the small pick-pocketing people around and then they…do big things. If they can deal with that especially in the CBD. I'm part of the CPF, I'm on the WhatsApp group, and I see what is happening every day. I have videos that show within the inner city, where it's busy, Bree street, pick-pocketing, the robbery that is happening there…is very bad.*"

Community leader 2 (Interview, 15/08/2018) remarked that: "*Where I live, we are not safe, crime is our daily bread; we experience it daily.*"

Community leader 3 (Interview, 19/08/2018) observed that: "*The question of crime is disturbing to the well-being of the residents; it is high…*"

Community leader 4 (Interview, 15/09/2018) remarked that: "*Our people have lost hope in the JMPD officers; crime is extremely high; we pray that God may intervene because crime is spiralling out of control; we live in fear for our lives.*"

Community leader 5 (Interview, 22/09/2018) indicated that: "*You can talk of any type of crime, we have it at the City of Johannesburg; it can be corruption, bribery, bag snatching, car hijacking, building hijacking and so on, we have all of them; we are a capital city of crime…*"

Community leader 7 (Interview, 10/11/2018) specified the following: "*When you go to work, you are not sure whether you will come back alive or not;*

you send a child to school, you pray God that she/he is alive; so, it shows that crime is very high."

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) concluded that: "*It's very high, according to the statistics, yeah, according to the stats that we saw on TV. Especially the hijacking of cars, yeah it's very…very bad.*"

Trade union leader 4 (Interview, 21/10/2018) said the following: "*Sometimes you may think that people are lying when they say that crime is at its highest peak; I can surely say that crime is high, like we have never seen before…*"

Trade union leader 6 (Interview, 08/12/2018) said that: "*My problem with crime in Johannesburg is that criminals are caught but the next day you see them on the streets committing similar crimes; it is definitely high…*"

Trade union leader 7 (Interview, 06/01/2019) said the following: "*It is scary to live in Johannesburg than it used to be; crime walks with us; yeah, it is high.*"

Trade union leader 5 (Interview, 25/11/2018) stated the following: "*It is extremely high; I don't how the leaders should tackle it; it is out of control.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed that: "*The level of crime is high in the city…Recently we have cash heists in the city…but it is never prosecuted; people are never sentenced about the crime that they are doing because along the processes they will be paying bribes; as a result, the crime persists although they are arresting perpetrators.*"

Resident 2 (Interview, 02/08/2018) indicated that: "*Crime statistics are shocking; in Johannesburg it is worse; crime is everywhere…*"

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Resident 3 (Interview, 04/08/2018) indicated that: "*I am of the view that crime, as we are talking, is taking place; it is surely high.*"

Resident 4 (Interview, 18/08/2018) stated the following: "*I feel that crime is high, and uncontrollable…*"

Resident 17 (Interview, 23/01/2019) indicated that: "*The level of crime at the city is unacceptably high, you hear many reports of people mugged, people hijacked, you know, crimes of sexual nature where people are being raped on a daily basis – even infants – is unacceptably high I would say.*"

Resident 5 (Interview, 25/08/2018) stated the following: "*…crime levels are high in Johannesburg; as we are talking now, we are not safe…*"

Resident 6 (Interview, 01/09/2018) stated: "*It is sad that we can't feel safe in Johannesburg; yeah, I agree crime is high…*"

Resident 7 (Interview, 23/09/2018) said that: "*Our leaders are not doing enough; crime is high where I live…*"

Resident 8 (Interview, 06/10/2018) remarked that: "*Jo'burg is still considered to be a more dangerous area and I agree. There are more victims of crime in Jo'burg than in any other place in the country. We've got a higher incidence of crime in Gauteng particularly in Jo'burg than in the country where there is war. We are seeing many casualties in Jo'burg than in countries where there are genocides. So, that one on its own tells you that there is a lack, there is a gap in terms of service delivery…you cannot walk from your house to a nearest shop on feet at night just for the fear of victimisation. So, we have serious challenges with the issue of crime in the city of Jo'burg.*"

Resident 9 (Interview, 26/10/2018) noted: "*It is true that crime is extremely high at the City of Johannesburg.*"

Resident 12 (Interview, 27/10/2018) specified that: "*Maybe where you live is better; here in the informal settlement crime is high; happens any time of the day…*"

Resident 14 (Interview, 13/11/2018) said the following: "*We live in fear every day; you go to the shop, you get robbed; crime is high.*"

25) On the question: *Do you think members of JMPD are adequately resourced*? participants provided the following responses.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*I don't think they have enough resources; in 2016 when I started to be a councillor they were here; I don't know what went wrong; you will hear when they said, 'JMPD was here enforcing bylaws but there is no longer that'…visibility is no longer there, no, never.*"

Elected leader 3 (Interview, 04/08/2018) said that: "*JMPD members cannot complain about resources; they have enough of them…*"

Elected leader 2 (Interview, 22/08/2018) said that: "*…resources are plenty; talk of taking bribes, I will agree.*"

Elected leader 4 (Interview, 23/09/2018) said that: "*As far as I know, resources are not a problem in the JMPD; what I think is a problem is lack of innovation in how to deal with crime…*"

Elected leader 6 (Interview, 04/11/2018) indicated that: "*The budget of JMPD is more than enough; as leaders we should allow the members of*

JMPD to suggest what can be done to reduce the rate of crime in the municipality."

Elected leader 9 (Interview, 09/12/2018) observed: "*I have no doubt that this department is the most funded than all the departments at the City of Johannesburg; my sense is that they are not motivated; as leaders we need to focus on how they can be motivated and committed in their work."*

- **Bureaucratic leaders**

Bureaucratic leader 2 (Interview, 16/07/2018) indicated that: "*Resources are plenty at the City of Johannesburg; even JMPD has resources to use; the problem is lack of commitment and leadership that is obstructive…*"

Bureaucratic leader 3 (Interview, 07/08/2018) said the following: "*The City of Johannesburg is the economic hub of South Africa; it is the wealthiest metropolitan municipality in the country; so resources are in great abundance; what appears to be a problem is how those resources are used.*"

Bureaucratic leader 4 (Interview, 21/08/2018) said that: "*JMPD is the most looked after department in the municipality; they are also well-paid than most of the employees; mind you, they have only Grade 12; some don't have Grade 12; they were security personnel; they were promoted to work at JMPD.*"

Bureaucratic leader 5 (Interview, 08/09/2018) said that: "*Resources are enough at JMPD department; talk of something else like corruption.*"

Bureaucratic leader 10 (Interview, 20/01/2019) specified that: "*Honestly speaking, JMPD members have all the tools of work.*"

Bureaucratic leader 6 (Interview, 18/09/2018) said that: "*I think the problem with the members of JMPD is that they lack ethics, don't partner with communities as well as leadership that is not accountable to what they do.*"

Bureaucratic leader 9 (Interview, 04/12/2018) stated that: "*JMPD members are adequately resourced; their problem is to work in silos; they can't think out of the box; their frame of mind is that they must use authoritative force on innocent residents, but soft on criminals.*"

Bureaucratic leader 7 (Interview, 11/10/2018) held the view that: "*You know the problem with members of JMPD is not lack of resources but the fact that they are led by leaders who are backward and leading from behind; they need proactive leaders who lead from the front.*"

Bureaucratic leader 8 (Interview, 16/10/2018) said the following: "*Resources are abundant; JMPD members don't involve communities; they want to impose their authoritative power on the people…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) specified that: "*…currently they do have cars because in April there was land invasion; we saw multiple of cars. So, I think they are resourced. The thing is that these guys are demotivated to do their job.*"

Community leader 2 (Interview, 15/08/2018) specified that: "*This municipality is supposed to be leading when it comes to resources; we have enough resources; leaders waste them through corruption and misappropriation…*"

Community leader 3 (Interview, 19/08/2018) stated the following: "*Our leaders steal resources; even JMPD has resources but used them wrongly.*"

Community leader 4 (Interview, 15/09/2018) indicated that: "*The City of Johannesburg has enough resources; look at the cars that the JMPD officers drive, they are top class compared to cars that are driven by members of SAPS but SAPS officers still do their work better than them; they don't have good strategies to combat crime.*"

Community leader 5 (Interview, 22/09/2018) said the following: "*Tell me, do you think JMPD members are not well equipped; they have everything any officer will need in the world; their problem is corruption and lack of motivation from leaders.*"

Community leader 6 (Interview, 08/11/2018) said that: "*There is something that is not right with JMPD officers; they have resources; I think their leaders are not ethical, hence they are also unethical; that is where there is a problem.*"

Community leader 7 (Interview, 10/11/2018) stated that: "*We don't hear them complaining about resources; it means they have enough resources.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) said the following: "*They are resourced, they are armed, and they've got bullet proof. They need to train themselves to be fit.*"

Trade union leader 2 (Interview, 23/09/2018) highlighted the following: "*I don't think we have shortage of resources; JMPD is fully resourced; the problem is how they use those resources…*"

Trade union leader 3 (Interview, 12/10/2018) indicated that: "*JMPD is fully equipped with all the kinds of resources they need; taking of bribes makes them weak when dealing with crime…*"

Trade union leader 4 (Interview, 21/10/2018) indicated that: "*Resources are not a problem; the problem is the members of JMPD; they take bribes.*"

Trade union leader 5 (Interview, 25/11/2018) said that: "*It is a lie to say that JMPD officers don't have resources; it seems what they don't have is morality and commitment to do work.*"

Trade union leader 6 (Interview, 08/12/2018) stated the following: "*The problem with members of JMPD is lack of strategies; they don't have strategic leaders; resources are enough; they need strategies when enforcing by-laws.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) explicitly noted that: "*They are adequately resourced because they have the ammunition, the guns, they have vehicles, and they have protecting clothing. So, they have almost every resource which they can use to combat crime. The problem lies with the bribes that they receive; they receive bribes a lot although they have resources. They are the beneficiary of crime. You cannot fight somebody who is feeding you. If they stop somebody with the car and they discover an unlicensed firearm and that person can pay them ten thousand each, so that he can escape the crime; they will rather prefer to take ten thousand and leave the person to go away. Corruption is the main thing. These people need a lot of cash more than their job. That's why they can risk taking bribes and let the crime continue. In general, that is what is happening in South Africa…in Johannesburg in particular.*"

Resident 2 (Interview, 07/07/2018) said that: "*They are resourced; they are resourced because they don't necessarily deal with complaints. They are ensuring that our roads are safe in terms of the accidents. I don't think they have got problems with resources. The only people that can think of*

resources that could be police because those they get calls to say come and attend to a particular incident."

Resident 3 (Interview, 04/08/2018) indicated that: "*They've got. Bribery is one of the issues that kills us because you can think for yourself that most people sell drugs around here in Soweto and they are not even being arrested and we don't know why. Baphula izimoto (breaking cars) and the police have been there, and nothing has been done. Other police, metro police are involved to this crime…*"

Resident 4 (Interview, 18/08/2018) said the following: "*They have resources; the problem of JMPD members is lack of forming partnerships with the communities.*"

Resident 5 (Interview, 25/08/2018) specified: "*We know, as residents, that JMPD officers have everything they needed; they must change their attitude towards the work they are doing.*"

Resident 6 (Interview, 01/09/2018) stated the following: "*Resources are wasted, but they are enough…*"

Resident 7 (Interview, 23/09/2018) stated the following: "*They have enough; resources are not a problem…*"

Resident 8 (Interview, 06/10/2018) remarked that: "*In terms of resources, in policing environment you don't need much of resources; you need much of a will. In policing environment, you don't need numbers. Even if you don't have numbers, you can still deal effectively with the issues of crime just because it's a matter of converting public participation into dealing with crime, into fully active partnership with the police officers. So, the resident of Jo'burg is reluctant to work hand-in-hand with the city of Jo'burg metropolitan police officers due to the fact that there is corruption within the*

city of Jo'burg metropolitan police department and there is a level of mistrust between the communities and our police officers, in particular our metropolitan officers whom I have indicated that they don't see themselves as police officers but they see themselves as more of traffic officers."

Resident 9 (Interview, 26/10/2018) said the following: "*We can talk of other things that the City of Johannesburg need, but not about shortage of resources; in this municipality we have enough resources; JMPD is well-resourced.*"

Resident 10 (Interview, 27/10/2018) observed: "*JMPD officers are well-resourced; the problem is themselves, not able to deal with bribery and corruption; they have everything they wanted…*"

Resident 11 (Interview, 27/10/2018) said that: "*…officers have resources; they don't have visionary leaders…*"

Resident 18 (Interview, 25/09/2019) specified that: "*What is lacking is motivation from their leaders; I think their resources are more than enough.*"

26) On the question: *Do you think members of JMPD need training*? participants in the different strata expressed their views as presented below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*Training should take place in all spheres of their work…to improve their efficiency…*"

Elected leader 2 (Interview, 22/08/2018) noted that: "*I think training may contribute to their improvement of their competences.*"

Elected leader 3 (Interview, 15/09/2018) indicated that: "*…especially to deal with the community issues, maybe protest riots or whatsoever…they*

actually do need training because some they just shoot without necessary precaution measures."

Elected leader 5 (Interview, 10/10/2018) said the following: "*I believe that training and development of JMPD officers will improve their work activities and ensure that they are effective and efficient…*"

Elected leader 9 (Interview, 09/12/2018) said that: "*It is true that training may improve their efficiency and effectiveness so that the image of the leaders in the municipality looks good because their non-performance reflects also badly on them.*"

Elected leader 8 (Interview, 03/12/2018) said that: "*Officers should be trained so that they know what is right or wrong in their line of duty.*"

- **Bureaucratic leaders**

Bureaucratic leader 2 (Interview, 16/07/2018) said that: "*They need to be trained to increase their knowledge and skills to do policing well.*"

Bureaucratic leader 6 (Interview, 18/09/2018) said the following: "*Training is part of improving an employee to be efficient; they need to be trained.*"

Bureaucratic leader 9 (Interview, 04/12/2018) said that: "*I think they should be trained on ethics, so that they become good law-abiding officers.*"

Bureaucratic leader 3 (Interview, 07/08/2018) said that: "*It is important that they should be trained for them to be sociable to the communities.*"

Bureaucratic leader 5 (Interview, 08/09/2018) stated: "*JMPD officers should be trained so that they are aware of being accountable to whatever action they carry out when at work; they should understand their responsibilities well.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) stated that: "*…I think these guys have enough training. If they need to be trained on something they need to be trained on morality because they are lacking.*"

Community leader 2 (Interview, 15/08/2018) said the following: "*I think training can change their attitudes and conduct towards the residents.*"

Community leader 3 (Interview, 19/08/2018) indicated the following: "*Training is important; they will know how to apply authoritative force in doing their work.*"

Community leader 4 (Interview, 15/09/2018) said the following: "*They should be flexible…we have been hearing about them being corrupt…That's why we have lost trust sometimes in them. If they can be trained on their level of fitness and manner of approach towards residents; I think we will be happy.*"

Community leader 5 (Interview, 22/09/2018) said the following: "*With training, the JMPD officers will learn new ways of enforcing the by-laws.*"

Community leader 6 (Interview, 08/11/2018) observed: "*Training will teach them that authority has limits; whether in the enforcement of by-laws or raiding rather than using excessive force where it is unnecessary…*"

Community leader 7 (Interview, 10/11/2018) remarked that: "*Law enforcement is a challenge; things are happening in front of them and you will hear the mayor reporting that JMPD officer bani, bani (so and so) has been fired because of taking bribes and so forth and so forth; it is going down on the daily basis because of bribe…bribe because of lack of training and education to enforce the law.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 04/08/2018) explained that: "*…they have been trained…They know what to do and they are equipped with all the weapons, they got everything to keep peace in our city but it's happening in front of them…the only thing that they must do is to quit the habit of corruption and do the right thing and everything is going to be okay.*"

Trade union leader 2 (Interview, 23/09/2018) said the following: "*Training is important because it will improve their confidence and commitment…*"

Trade union leader 3 (Interview, 12/10/2018) said the following: "*Training will improve their educational abilities to handle their work properly…*"

Trade union leader 4 (Interview, 21/10/2018) said that: "*JMPD officers may be trained on people orientation…how to respect the residents and service them better rather than to treat them as enemies.*"

Trade union leader 5 (Interview, 25/11/2018) said that: "*…officers should also be trained on issues of governance for them to understand their roles better.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed that: "*They don't necessarily need training. The problem is that they are doing that as a result of the corruption that persists within the city of Johannesburg…there are no consequences to JMPD employees who are accused of receiving bribes from criminals. So, there are no skills or level of education that can change how they behave.*"

Resident 2 (Interview, 07/07/2018) explained: "*I believe like any…members of any company or any department things are ever changing, and they need to be trained. I observed on several occasions when…they do their work, I*

don't think they are doing it fully because I realised that the only way that they can catch thieves it's when they can also try and check the car engines and you hardly see that happening; so to me if that is not happening it means people can drive around with stolen cars. I think with regards to that they still need training."

Resident 3 (Interview, 04/08/2018) said the following: "*Training will build their capacity and efficiency to provide better policing in the municipality.*"

Resident 4 (Interview, 18/08/2018) stated: "*…maybe training will help them to work better with communities and teams.*"

Resident 17 (Interview, 23/01/2019) noted that: "*I think we do need continued professional development in that sector because you see them on the street how they handle people. Ok I'm not saying they need to be soft at people, but some attributes of professionalism must be there. I think training whether in-service or continual professional development.*"

Resident 18 (Interview, 25/01/2019) noted the following: "*…training will lead to development and prepare them for future promotions…*"

Resident 5 (Interview, 25/08/2018) said that: "*…training is important because it can help in building capacity in JMPD members.*"

Resident 8 (Interview, 06/10/2018) commented: "*…there is a gap in terms of the training…they are not up to the level that they are required to be; ranging from physical fitness to intelligence gathering capacity, to firing power which is response time and proper statement taking and proper understanding of criminal law and criminal procedure. They still need a proper detail training which is at the international standard.*"

Resident 9 (Interview, 26/10/2018) remarked that: "*Trained JMPD officers may start to meet their performance outcomes set for them…*"

Resident 10 (Interview, 27/10/2018) suggested that: "*They should be trained on how to resist temptation to accept bribes…*"

5.3.5 Research question five: What are the problems that impede the leadership's performance at CoJ and how they can be resolved?

To understand the problems that beset the leadership's performance at CoJ and how these can be resolved, participants were interviewed on corruption, shortage of public resources and other constraints that lead to poor services being provided to the local people.

27) On the question: *Do you think corruption exists at CoJ*? participants in various strata provided their responses as presented below.

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) explained that: "*…corruption exist[s]. Once you see…leadership not having the confidence to go to the communities…you start to realise that there is something that they're hiding, and you will see projects not happening…and that is one element that tells you that there is corruption…if…there must be a project in a community, the leadership must come down to that community, inform the relevant structures within the community and by so doing the leadership will be transparent, and being transparent is a strong element of showing that there is nothing you are hiding. …but once the community sees things happening without them being involved and seeing people just working then one can draw a conclusion that corruption is really happening.*"

Elected leader 7 (Interview, 17/11/2018) indicated that: "*Yes, corruption is there at the city of Johannesburg; there are many projects stalled.*"

Elected leader 4 (Interview, 23/09/2018) said the following: "*It is difficult to say that there is no corruption because residents do not get services.*"

Elected leader 9 (Interview, 09/12/2018) said that: "*Most of the leaders are corrupt; corruption leads to service delivery stagnation.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) simply agreed: "*Yeah.*"

Bureaucratic leader 3 (Interview, 07/08/2018) said that: "*…the Mayor [Herman Mashaba] has…unearthed a lot of corruption that has happened within the city [of Johannesburg] and we do believe that is still happening…*"

Bureaucratic leader 9 (Interview, 04/12/2018) said the following: "*It exists big time; people are rich because they steal from the municipality.*"

Bureaucratic leader 2 (Interview, 16/07/2018) commented that: "*…there is a lot of corruption that is why we don't get service delivery.*"

Bureaucratic leader 8 (Interview, 16/10/2018) said that: "*Corruption does exist at the city of Johannesburg.*"

Bureaucratic leader 5 (Interview, 08/09/2018) indicated the following: "*Service delivery is failing because of the scourge of corruption.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) commented that: "*…It does exist that's why sometimes you find protest…when corruption is there, there won't be service delivery. …instead of bringing ten plastic bags, you bring four…It only cleans this portion and the other won't get because somebody in that department sold those plastic bags.*"

Community leader 7 (Interview, 10/11/2018) said that: "*Corruption is common at the city of Johannesburg.*"

Community leader 2 (Interview, 15/08/2018) indicated the following: "*It is so rife that if you don't engage in corruption, your colleagues are surprised.*"

Community leader 4 (Interview, 15/09/2018) said the following: "*Corruption is happening at the city of Johannesburg.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) observed: "*…I think it does exist because when you say there is no corruption, you basically say everything is done by the book and I don't think that is the case. So, there are areas of concern…where you think, proper processes were not followed…*"

Trade union leader 3 (Interview, 12/10/2018) said that: "*Corruption, like in any other municipality in South Africa, is rife at the city of Johannesburg.*"

Trade union leader 4 (Interview, 21/10/2018) stated: "*Corruption leads to service delivery failures; it exists at the city of Johannesburg.*"

Trade union leader 7 (Interview, 06/01/2019) indicated the following: "*There is no service delivery because of corruption at the city of Johannesburg.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) observed that: "*What I mean is that there was a change of administration in the city of Johannesburg from one political party to the other; so, there was rife corruption on the previous administration. So, this new administration since it must impress the voters, it appears like it is combating this corruption which existed before they came to power.*"

Resident 12 (Interview, 27/10/2018) noted that: "*Corruption exists.*"

Resident 17 (Interview, 23/01/2019) highlighted that: "*…it does exist because we do see poor service delivery where services are not effected adequately; people do not have access to health care services, they do not have access to sanitation and water – and that is one of the…symptoms of corruption; …when there is good governance we will see good service delivery.*"

Resident 4 (Interview, 18/08/2018) said that: "*Corruption is common because we don't receive service delivery.*"

Resident 8 (Interview, 06/10/2018) remarked that: "*Corruption…exist[s] and to prove that the city is embarking on an anti-corruption drive…there are two to three city officials who are arrested. Most of them are convicted in court of law, so that is the clear indication that there is corruption…and is reflecting negatively in terms of service delivery just because some of the resources that were supposed to be utilised in improving service delivery are being utilised in doing investigation.*"

Resident 14 (Interview, 13/11/2018) said that: "*Service delivery is not happening because of corruption.*"

Resident 5 (Interview, 25/08/2018) observed that: "*Corruption had stifled service delivery at the city of Johannesburg and residents are angry.*"

Resident 18 (Interview, 25/01/2019) said that: "*Corruption leads to failures in service delivery at the city of Johannesburg.*"

28) On the question: *Do you think CoJ's leaders are corrupt*? participants in different groups provided insights as noted below.

- **Elected leaders**

Elected leader 6 (Interview, 04/11/2018) confidently said that: "*I will say the majority of them…are corrupt.*"

Elected leader 5 (Interview, 10/10/2018) said the following: "*Not all of them because there is no total collapse of the municipality's system.*"

Elected leader 7 (Interview, 17/11/2018) said that: "*Yes, indeed there are some leaders who are corrupt but not everyone.*"

Elected leader 1 (Interview, 04/08/2018) stated that: "*I can say yes…because here in Protea South there was [a] lot of corruption that was happening…but I've been reporting so many time[s]…other people [made] make affidavits; but no one…wants to take it from the city of Johannesburg. So, it shows that this corruption started from there…up until to the ward level.*"

Elected leader 8 (Interview, 03/12/2018) said that: "*We sometimes hear that some leaders are arrested for corruption; it seems there are some leaders who are corrupt.*"

Elected leader 2 (Interview, 22/08/2018) noted that: "*Corrupt leaders are obviously hurting the delivery of services.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) said: "*Not most, no. There are corrupt leaders, yes.*"

Bureaucratic leader 3 (Interview, 07/08/2018) said that: "*It is not everyone who is corrupt; there are those who are still ethical.*"

Bureaucratic leader 5 (Interview, 08/09/2018) indicated that: "*It is unfair to paint everyone with the same brush…not everyone is corrupt but there are those who are corrupt…*"

Bureaucratic leader 7 (Interview, 11/10/2018) said the following: "*Indeed, there are those leaders who are corrupt.*"

Bureaucratic leader 9 (Interview, 04/12/2018) indicated the following: "*It is true that there are some corrupt leaders at the City of Johannesburg, and this is evidenced by poor service delivery.*"

Bureaucratic leader 2 (Interview, 16/07/2018) observed that: "*Corrupt leaders are there at the City of Johannesburg although it is not everyone.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) said that: "*Some are corrupt and very corrupt.*"

Community leader 2 (Interview, 15/08/2018) noted that: "*Corrupt leaders are there at the City of Johannesburg but not everyone is corrupt.*"

Community leader 3 (Interview, 19/08/2018) said the following: "*Yes, there are some corrupt leaders…precisely the reason why services are poor.*"

Community leader 4 (Interview, 15/09/2018) observed: "*The way service delivery is so poor; it shows that there are corrupt leaders.*"

Community leader 5 (Interview, 22/09/2018) indicated that: "*Corruption is common at the City of Johannesburg.*"

Community leader 6 (Interview, 08/11/2018) explained: "*With poor service delivery happening, it is true that there are corrupt leaders.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) emphasised that: "*There is a[n] MMC in the city of Jo'burg who was forced to resign…She took her mother and went with her abroad using public funds and that is corruption. So, yes that's why I agree that leaders, some of them are corrupt.*"

Trade union leader 3 (Interview, 12/10/2018) indicated that: "*Although there are still some ethical leaders, there are some who are corrupt."*

Trade union leader 5 (Interview, 25/11/2018) said that: "*Corruption is rife at the City of Johannesburg and it means that leaders are corrupt.*"

Trade union leader 7 (Interview, 06/01/2019) noted: "*Yes, there are leaders who are corrupt at the City of Johannesburg.*"

Trade union leader 1 (Interview, 23/09/2018) indicated that: "*There are corrupt leaders.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) claimed that: "*…some of the councillors in the new administration were dismissed as a result[s] of corruption. So, is not the entire system; is only individuals who are corrupt in the council…*"

Resident 3 (Interview, 04/08/2018) said that: "*Poor service delivery is an indication that there are corrupt leaders.*"

Resident 5 (Interview, 25/08/2018) explained: "*The fact that residents do not get proper service delivery, it shows that our leaders in the municipality are corrupt.*"

Resident 17 (Interview, 23/01/2019) said that: "*I think there are some who are corrupt as evidenced by poor service delivery in the city of Johannesburg.*"

Resident 7 (Interview, 23/09/2018) observed that: "*Moral leadership is lacking at the City of Johannesburg and that is why there is poor service delivery.*"

Resident 9 (Interview, 26/10/2018) noted: "*Yeah, as you can see with poor service delivery, we have leaders who are corrupt…*"

Resident 8 (Interview, 06/10/2018) said the following: "*…not everyone in the city of Jo'burg is corrupt but there are a few elements that are corrupt within the city of Jo'burg.*"

Resident 11 (Interview, 27/10/2018) explained: "*Good leaders are scarce at the City of Johannesburg, hence poor service delivery.*"

Resident 13 (Interview, 09/11/2018) indicated that: "*Poor service delivery shows that some of our leaders are corrupt in the municipality.*"

29) On the question: *Do you think failure in service delivery reflects the shortage of public resources*? participants in various strata offered their observations as listed below.

- **Elected leaders**

Elected leader 6 (Interview, 04/11/2018) said that: "*…one can say that resources are there, it is just corruption that is happening. That is really causing unnecessary service delivery [failures] that we see. If we have a situation where the resources are being used properly and people are being consulted, I don't think we'll have such problems.*"

Elected leader 5 (Interview, 10/10/2018) indicated that: "*Resources are galore, they are wasted by leaders who don't want to involve people in decision-making process…some of our councillors are autocrats in nature…they forget that they are elected by the residents.*"

Elected leader 2 (Interview, 22/08/2018) said that: "*We have resources at the City of Johannesburg; I think as councillors we need to guide and direct resources where they are needed…*"

Elected leader 9 (Interview, 09/12/2018) said that: "*I think we have a lot of public resources at the City of Johannesburg; most of these resources are squandered by dishonest councillors.*"

Elected leader 1 (Interview, 04/08/2018) observed: "*Resources are plenty and we need to change the way we do things; we should be ethical and committed to serve our people well…*"

- **Bureaucratic leaders**

Bureaucratic leader 2 (Interview, 16/07/2018) observed that: "*…I don't; let me…narrow it down to…City Power. I think City Power has got more than enough resources…The issue of lack of service deliveries is caused by social issues and the cable theft that happens on daily basis. …illegal connections, people who are building shacks or develop a squatter camp…got electricity [from] existing network which is overloaded.*"

Bureaucratic leader 3 (Interview, 07/08/2018) said the following: "*There are various reasons which lead to service delivery failures, for example, the leaders do not involve and include people in plans which affect their lives…the leaders decide what they think is right for us…*"

Bureaucratic leader 5 (Interview, 08/09/2018) indicated that: "*Politicians are fixated on their re-election and forget about solving people's problems using the available and abundant resources…*"

Bureaucratic leader 6 (Interview, 18/09/2018) said the following: "*The resources are plenty and the problem at the City of Johannesburg is that projects and programmes are not aligned to people's needs.*"

Bureaucratic leader 7 (Interview, 11/10/2018) indicated that: "*The elected leaders should change course and have political will and determination to provide services to the people who desperately need them rather than focus on self-enrichment.*"

Bureaucratic leader 1 (Interview, 05/07/2018) said the following: "*To some extent, yeah.*"

- **Community leaders**

Community leader 5 (Interview, 22/09/2018) noted that: "*The city has enough…the people who are at these positions…are tampering with the city's process.*"

Community leader 4 (Interview, 15/09/2018) said the following: "*There is no shortage of resources; what is a problem is the way the leaders exploit us…so that we fall into a trap of unwillingly agreeing with them. Many councillors who fail to provide service delivery are dishonest…treat us unfairly and as their subordinates…not their equals.*"

Community leader 3 (Interview, 19/08/2018) pointed out that: "*…the people who are supposed to bring the services to the community are failing the ward councillor and the people are looking at the ward councillor as the bad person…they are failing the community…So lack of skills, lack of*

commitment from individuals who are tasked causes…lack of service delivery."

Community leader 2 (Interview, 15/08/2018) said the following: "*To be honest, resources are there at the City of Johannesburg. The councillors do not involve people who live in the area when decisions are taken on which projects and programmes to be implemented. We just see things being done which sometimes do not suit the community's needs.*"

Community leader 1 (Interview, 28/07/2018) commented: "*…a number of time[s] the money for the houses will be sent back to the treasury, so that's not the shortage of public resources it's lack of skills or lack of commitment to actually use the money; …I honestly believe that the resources are there…*"

Community leader 7 (Interview, 10/11/2018) indicated the following: "*The City of Johannesburg is the economic hub of South Africa and that there is no shortage of public resources. Our leaders do not have a vision to take the municipality forward; they don't know how to plan thoroughly; they need to get their mission properly and it is difficult to support such leaders.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) stated that: "*There are resources but not managed correctly…I don't think failures are caused by shortages of public resources. We've got resources; we can do it if we are passionate about doing it, not want to serve our own personal interest.*"

Trade union leader 2 (Interview, 23/09/2018) said the following: "*The problem is not the scarce public resources; it is the distrust that is there between the residents and ward councillors. Some councillors do not live within the communities; obviously they have no interest of the community at heart; they don't inspire the people; people don't support them.*"

Trade union leader 3 (Interview, 12/10/2018) indicated: "*You see, we have enough resources at the City of Johannesburg; the problem is that the leaders have perceptions about what people want; their decisions are not informed of what is happening in the communities; you see whatever happens in the community should be informed by the reality on the ground, not from the boardroom or council; the council should do what people want.*"

Trade union leader 5 (Interview, 25/11/2018) said the following: "*I think the City of Johannesburg has enough public resources; the problem is the lack of planning and execution of projects and programmes relevant to the needs of the people.*"

Trade union leader 7 (Interview, 06/01/2019) indicated the following: "*There is no shortage of public resources at the City of Johannesburg. What appears to be a problem is lack of consultation and councillors who don't provide feedback to the people on the projects and programmes that are planned and why many of them failed.*"

- **Residents**

Resident 1 (Interview, 30/06/2018) stated that: "*…the public resources are there…failure comes as a result of an old infrastructure…the resources at the city of Johannesburg are not lacking.*"

Resident 4 (Interview, 18/08/2018) said the following: "*Resources at the City of Johannesburg are enough; councillors and residents do not work together; leaders will approve projects that do not suit the needs of the people and people will reject them and start to protest.*"

Resident 5 (Interview, 25/08/2018) said that: "*We do not have shortages of public resources; councillors and residents work apart from each other; we don't inspire each other to work collectively.*"

Resident 7 (Interview, 23/09/2018) indicated that: "*The public resources are there but the councillors do not put us first; they put themselves first and people last; this is a problem in our democracy; they are not role models.*"

Resident 16 (Interview, 16/01/2019) observed: "*There is no shortage of public resources; we do not have leaders who are devoted to do what people want; councillors are not responsive to our service delivery problems; they quickly forget that we elected them to serve us, not themselves.*"

Resident 14 (Interview, 13/11/2018) said that: "*The problem we have at the City of Johannesburg is not the shortage of public resources; our councillors deviate from government policies and don't involve the communities they represent in the council; they do this to enrich their friends and relatives to get tenders.*"

Resident 17 (Interview, 23/01/2019) proclaimed that: "*…I don't think that…there are no resources. It could be…corruption - embezzlement of funds which lead to the lack of supply of those resources.*"

Resident 2 (Interview, 07/07/2018) said the following: "*The public resources are plenty; I think the problem is that councillors and residents do not jointly develop projects and programmes together to suit the needs of the local people; leaders import what worked in another place and ignore the views of the community.*"

Resident 6 (Interview, 01/09/2018) noted: "*We don't have a problem of public resources; we have councillors who are not efficient and uninterested to people's needs.*"

Resident 9 (Interview, 26/10/2018) said that: "*Resources are a lot at the City of Johannesburg; our ward councillors don't have capacity to envisage how*

to involve the communities in the planned and budgeted projects and programmes."

30) In response to the question: ***Do you think corruption is responsible for poor service delivery?*** **participants in various strata expressed their perceptions as below.**

- **Elected leaders**

Elected leader 1 (Interview, 04/08/2018) said that: "*Corruption is one of the causes of poor service delivery; there are other sources.*"

Elected leader 2 (Interview, 22/08/2018) specified the following:
"*Yes, corruption contributes to poor service delivery.*"

Elected leader 3 (Interview, 15/09/2018) indicated the following: "*As ward councillors we are confronted with the most difficult problem of dealing with corrupt individuals in our ranks. This is a shame that some councillors have chosen to do wrong in the name of the communities they are supposed to represent in the council.*"

Elected leader 5 (Interview, 10/10/2018) remarked in the following way: "*I think for sure there are those councillors who are corrupt and live on the proceeds of crime. I wish all of us can be committed in ridding out rotten apples in our midst.*"

Elected leader 7 (Interview, 17/11/2018) indicated the following: "*It is true that corruption exists among the leaders but to what extent does it contribute to poor service delivery, I am not sure.*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) commented that: "*…in some project[s] there is corruption…I don't know if it was corruption or not in Louis Botha where they schemed on the steel…foundations were not strong*

enough. So, there is a lot of that, you buy sub-standard materials…that is corruption."

Bureaucratic leader 2 (Interview, 16/07/2018) said that: "*Yes, it contributes to poor service delivery.*"

Bureaucratic leader 4 (Interview, 21/08/2018) said that: "*Corruption cannot be ruled out as the cause of poor service delivery.*"

Bureaucratic leader 7 (Interview, 11/10/2018) specified the following:
"*I think corruption is one of the major sources of poor service delivery. As leaders we need to commit to change the situation for better so that the residents can get services.*"

Bureaucratic leader 9 (Interview, 04/12/2018) indicated that: "*It is disappointing that the City of Johannesburg's leaders are involved in corruption. They are supposed to be exemplary to other municipalities. I agree that corruption leads to poor service delivery.*"

Bureaucratic leader 10 (Interview, 20/01/2019) commented: "*It is unfortunate that the City of Johannesburg is counted among the municipalities that are infested with corruption. Truly speaking, corruption is one of the main sources of poor service delivery.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) observed that: "*…it plays a role…if you drive around…Thembalihle, they electrified…there was a budget allocated for electricity and solar panels. The money that was spent on solar panels was a lot and the solar panels have been stolen because…they [were] not connected.*"

Community leader 2 (Interview, 15/08/2018) remarked that: "*Corruption is the main cause of poor service delivery…the money budgeted for the approved projects and programmes is misused.*"

Community leader 4 (Interview, 15/09/2018) noted: "*…government tries to relocate us to…Lehae. They have built…RDP houses there; it's about two kilometres from Thembalihle. …most of the beneficiaries from Thembalihle who were supposed to benefit in Lehae didn't…*"

Community leader 3 (Interview, 18/08/2018) said that: "*Yes, it plays a role in poor service delivery.*"

Community leader 5 (Interview, 22/09/2018) stated: "*Corruption plays a major role in poor service delivery.*"

Community leader 7 (Interview, 10/11/2018) indicated that: "*It is true that corruption is the main contributor to poor service delivery.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) observed: "*There is no doubt that corruption contributed immensely to the poor services which residents received from the City of Johannesburg.*"

Trade union leader 3 (Interview, 12/10/2018) specified that: "*The City of Johannesburg like any other municipality in South Africa has leaders who are ethical and unethical. Indeed, corruption does contribute to poor service delivery.*"

Trade union leader 4 (Interview, 21/10/2018) indicated the following: "*We have seen that there are several leaders within the City of Johannesburg who have been charged with fraud and corruption; and this means that corruption is one of the many causes of poor service delivery.*"

Trade union leader 5 (Interview, 25/11/2018) said that: "*I have no doubt that poor service delivery is also caused by corruption and many other things which leaders are aware of but ignore them.*"

Trade union leader 6 (Interview, 08/12/2018) observed that: "*Certainly, municipalities in South Africa including City of Johannesburg have leaders who are corrupt and as a result poor service delivery is common everywhere.*"

- **Residents**

Resident 8 (Interview, 06/10/2018) explains that: "*…corruption as we have discussed earlier affects service delivery…people who don't struggle…continue to steal from the poor…what was meant for the public is…taken by…rude elements within the city of Jo'burg.*"

Resident 2 (Interview, 07/07/2018) said that: "*As residents we are helpless because we are the ones who put these councillors in leadership positions. It is unacceptable that now we suffer because corruption meddles with the delivery of services.*"

Resident 3 (Interview, 04/08/2018) explained: "*It is heartbreaking that the residents are the ones who suffer when corrupt leaders enrich themselves. I believe corruption leads to poor service delivery. I believe if corruption can be dealt with strongly, we can enjoy better service delivery.*"

Resident 7 (Interview, 23/09/2018) remarked that: "*I have no words to say but I think corruption is destructive to planned services by the municipality. Leaders should stop stealing from the public.*"

Resident 11 (Interview, 27/10/2018) explained: "*I agree that corruption leads to poor service delivery.*"

Resident 18 (Interview, 25/01/2019) stipulated the following: "*It is corruption which makes us suffer since we are not receiving services from the municipality.*"

31) On the question: *Do you think there are other constraints that lead to poor service delivery*? participants articulated their perspectives as below.

- **Elected leaders**

Elected leader 4 (Interview, 23/09/2018) noted: "*…channeling money where it was not supposed to be is the factor that contributes to [poor] service delivery…we might need road, but they rather put money to the parks or cleaning of the streets.*"

Elected leader 2 (Interview, 22/08/2018) indicated the following: "*As I indicated earlier on, it is not only corruption that causes poor service delivery. Some of the limitations point to the inability of councillors to lead from the front. We know that ward councillors should be proactive in the facilitation of effective service delivery.*"

Elected leader 1 (Interview, 04/08/2018) noted that: "*Monitor the area and find out the situation from the community, how is the councillor [working], take…report to the…upper structure…councillor should account…*"

Elected leader 5 (Interview, 10/10/2018) commented as follows: "*The fact is that poor service delivery is caused by several reasons which I think include lack of communities not working with their councillors to resolve the challenges they have. I also believe that as councillors we should work with the bureaucrats because they are the force behind service delivery.*"

Elected leader 9 (Interview, 09/12/2018) observed that: "*Corruption is not the only cause of poor service delivery. As councillors, we need to improve*

on our listening and consulting skills; our communities are tired of leaders who take unilateral decisions on problems affecting the voters."

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) said that: "*Yes, in those areas, yeah, but I think you can say one of the constraints is that people you know like; if somebody has a job, ultimately it is about joblessness and poverty because if people have a job and if they were less poor they also wouldn't put more demands on services to lead to poor service delivery. Like in the South, very few people pay for the electricity and water and like now there is not enough water. And the municipality can't put another water reservoir. So now the people in Lenasia, the middle class they never had water because all those informal settlements are dragging all their water. Now the poor service delivery also to Lenasia or to Finetown or to Orange Farm where there is established community.*"

Bureaucratic leader 2 (Interview, 16/07/2018) said that: "*Politicians are to blame because they promise the residents heaven and earth during the elections. When the promises are not realised, they look at us as if we are the ones who cannot deliver the services.*"

Bureaucratic leader 7 (Interview, 11/10/2018) indicated the following: "*The councillors and us work in silos – we don't work as a team to ensure that we tackle the problem of poor service delivery together. It will be good if councillors and workers work in partnerships which I think is currently lacking.*"

Bureaucratic leader 5 (Interview, 08/09/2018) specified: "*Solutions to poor service delivery can be found if leaders in the municipality encourage partnerships between workers and communities.*"

Bureaucratic leader 9 (Interview, 04/12/2018) said that: "*Corruption is not the only cause of poor service delivery. The leaders should not use a sledgehammer to destroy people's input on how things should be done in the municipality.*"

Bureaucratic leader 2 (Interview, 16/07/2018) indicated that: "*It is important to note that there are various reasons for poor service delivery. Corruption is one of those reasons. Our leaders should encourage workers to come up with solutions to the problems of poor service delivery.*"

Bureaucratic leader 10 (Interview, 21/01/2019) commented that: "*There are many other limitations which contribute to poor service delivery. One of the major problems is concerning workers working in silos, not collaborating on issues.*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) had the following to say: "*Nepotism, people are putting their own people to do the job that was supposed to be done by the skilled. I think that's the major one.*"

Community leader 3 (Interview, 19/08/2018) said that: "*There are many reasons why service delivery has failed to reach the residents. I think among several other limitations to service delivery is failure to spend the budget on planned and approved projects and programmes. If this can happen, service delivery will take place.*"

Community leader 4 (Interview, 15/09/2018) remarked: "*Poor leadership, lack of manpower, lack of skills…overspending…wasteful expenditure.*"

Community leader 5 (Interview, 22/09/2018) indicated the following: "*Our leaders still rely on outdated ways to solve problems. They are not*

pioneering new ways to improve service delivery. Maybe the councillors are not skilled enough to think beyond out-of-date methods."

Community leader 6 (Interview, 08/11/2018) said that: "*It can't be true that corruption is the only cause of poor service delivery. There are other limitations such as lack of knowledge and skills which obscure innovation to do things differently.*"

Community leader 7 (Interview, 10/11/2018) remarked that: "*Corruption is one of the many problems hindering delivery of services to the residents. Our leaders should interact with the residents regularly which is unfortunately lacking.*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) observed: "*Corruption is one of the many reasons of poor service delivery. For example, we need leaders who have inventive skills to ensure that the municipality can come up with new ways of doing things.*"

Trade union leader 3 (Interview, 12/10/2018) said that: "*It is important to note that it is not only corruption that leads to declined services. There are other limitations which our leaders in the municipality experience; incapacity to turn things around due to lack of skills.*"

Trade union leader 5 (Interview, 25/11/2018) noted: "*We should not make a mistake that corruption is the only cause of poor service delivery. Our leaders should make sure that they allow the residents to decide what is the best solution to their own problems. Allow people to provide answers.*"

Trade union leader 6 (Interview, 08/12/2018) observed: "*I think that there are various reasons for poor service delivery. The people should be allowed to voice their concerns and suggest how those problems can be solved.*"

Trade union leader 7 (Interview, 06/01/2019) said that: "*Corruption is not the only cause for poor service delivery. Our leaders should devise strategies that are appropriate to bring new ways to deliver services which are lacking now.*"

- **Residents**

Resident 16 (Interview, 16/01/2019) spoke of the following: "*…tug of war situation…those who were there before they will try to run a sabotage to pull on the different direction…*"

Resident 2 (Interview, 07/07/2018) said that: "*Our leaders, in addition to corruption, don't have ability to change things.*"

Resident 4 (Interview, 18/08/2018) indicated the following: "*There are other things that lead to bad services. Our councillors are not effective because many of them cannot think out of the box; they still believe in the old ways of doing things.*"

Resident 9 (Interview, 26/10/2018) said that: "*Corruption is not the only reason for poor service delivery. Our leaders should have political will to serve the people. What is lacking in our leaders is vision the municipality should take to rectify the confusion on how to break the gridlock of poor service delivery.*"

Resident 17 (Interview, 23/01/2019) mentioned that: "*…communities must be involved in policy-making and decision-making…there should be accountability and…there is no transparency and…no accountability on the part of the public officials hence we have poor service delivery.*"

Resident 11 (Interview, 27/10/2018) said that: "*There is no doubt that corruption is not the only cause for bad delivery of services. The deviation from the rule of law is another reason why services are poor.*"

Resident 14 (Interview, 13/11/2018) indicated the following: "*Corruption is not the only source of poor delivery of services. Our leaders should be creative and have vision on how to correct the logjams affecting the municipality.*"

Resident 18 (Interview, 25/01/2019) indicated: "*We have many reasons which contribute to poor service delivery. Our leaders are not responsive to people's problems.*"

32) On the question: *Do you know anything that demotivates the workers*? participants in various groups expressed their views as below.

- **Elected leaders**

Elected leader 9 (Interview, 09/12/2018) said the following: "*There are many issues which demotivate the workers; for example, lack of resources to do their work as well as communities which do not welcome them in their areas.*"

Elected leader 1 (Interview, 04/08/2018) indicated: "*…workers are mostly discouraged by the fact that leaders do not take their work serious.*"

Elected leader 6 (Interview, 04/11/2018) said that: "*In certain instances, workers are ill-advised and misdirected by ineffective leaders.*"

Elected leader 3 (Interview, 15/09/2018) remarked that: "*The unethical and uncommitted politicians discourage dedicated workers…*"

- **Bureaucratic leaders**

Bureaucratic leader 1 (Interview, 05/07/2018) said that: "*…where leadership is not a good role model, so they also think so what… they are asked to do scary things. Like the JRA workers who go to work and they are told to get out, like in Orange Farm 'kicked out' that's sad…we were building a taxi rank*

in Lehae and the community was divided about who is going to get the job and my staff was taken hostage, you know with the contractor."

Bureaucratic leader 2 (Interview, 16/07/2018) explained the following: "*…being attacked by the residents and it's not their fault, they are there to fix up the problem and then they get attacked, it does demotivate them.*"

Bureaucratic leader 3 (Interview, 07/08/2018) noted: "*…lack of acknowledging the workers by their own supervisors…*"

Bureaucratic leader 4 (Interview, 21/08/2018) indicated: "*I think workers are demotivated because their bosses are not concerned about people's complaints about poor service delivery.*"

Bureaucratic leader 5 (Interview, 08/09/2018) observed that: "*…workers are discouraged by poor leadership in their political principals…*"

Bureaucratic leader 6 (Interview, 18/09/2018) said that: "*Workers are not involved in decision-making processes related to their work…*"

- **Community leaders**

Community leader 1 (Interview, 28/07/2018) cited the following issues: "*…poor working conditions…poor salaries and…people not progressing…not being promoted because someone has been placed through nepotism…That is something that I know is happening.*"

Community leader 2 (Interview, 15/08/2018) said that: "*…it could be employment relationships…issues like rewards…bonus and stuff like that…will affect services…in the city of Joburg, people used to get fourteen percent bonus on their gross… [it is] …taken away…if the employees are not happy they are not going to deliver.*"

Community leader 3 (Interview, 19/08/2018) indicated the following: "*The uneducated public leaders discourage the workers from performing; workers attempt to match their political principals who are ineffective in many ways…*"

- **Municipal trade union leaders**

Trade union leader 1 (Interview, 06/09/2018) said that: "*In our meetings with workers, they sometimes complain of not being recognised…*"

Trade union leader 2 (Interview, 23/09/2018) proclaimed the following: "*What demotivates the workers is the fact that the political heads of the departments do not have necessary skills to be employed in those strategic leadership positions.*"

Trade union leader 3 (Interview, 12/10/2018) specified the following: "*Treating workers as if they are robots or machines demotivates them.*"

Trade union leader 4 (Interview, 21/10/2018) indicated the following: "*As a union representative, I always hear the workers complain about the way in which they are bypassed by their supervisors in relation to suggestions…*"

- **Residents**

Resident 1 (Interview, 30/06/2018) commented that: "*…workers not earning that much compare[d] to the kind of work they have to do and the other demotivating factor is that workers who are not skilled are getting promoted and those who are trained and educated…remain in the same position…it becomes more difficult for those who are well skilled to receive orders from those who are not well trained; so they relax, not doing their work to the full potential.*"

Resident 6 (Interview, 01/09/2018) indicated the following: "*Demotivation of workers comes from lack of appreciation in what they do…*"

Resident 15 (Interview, 15/11/2018) noted: "*I think workers are demotivated because the leaders don't give them performance bonuses.*"

Resident 13 (Interview, 09/11/2018) said that: "*…the use of nepotism by senior leaders when promoting workers discourages them from performing better…*"

Resident 8 (Interview, 06/10/2018) stated that: "*…bad leadership [which] doesn't have administrative skills. …lack of academic [qualifications] and experience.*"

Resident 2 (Interview, 07/07/2018) said that: "*Workers are demotivated by various things, such as corruption, lack of skills and commitment on the part of the leaders in the municipality.*"

Resident 7 (Interview, 23/09/2018) indicated the following: "*The demotivated workers are reflecting the lack of political will on the part of leaders.*"

Resident 12 (Interview, 27/10/2018) said the following: "*Workers are demotivated because they are not seen as people of value…*"

5.4 CHAPTER SUMMARY

Empirical data analysed and presented answered the research problem by responding to five research questions. The first research question was answered when participants in different strata responded to the questions based on the nature and quality role leaders play, quality of service delivery, reasons why people protest, reasons for poor service delivery and regularity of meetings between the leadership and residents. The participants in various groups answered the second research question based on questions about the meaning of good governance, characteristics and qualities of a good leader as well as a relationship between leadership and education.

The questions based on the skills adequacy, motivation and putting the needs of people first by public leaders and workers, availability of in-house experience and adequate plan to manage and maintain existing infrastructure (projects), experience to handle tender documents, fairness on awarding RDP houses, and residents' affordability of water and electricity price addressed the third research question. The fourth research question was answered by responding to the questions based on the place and role of JMPD, its general performance, crime levels at CoJ, resources allocation and training for JMPD officers. The questions based on corruption, public resources shortage and other constraints answered the fifth research question.

CHAPTER SIX
ANALYSIS AND INTERPRETATION OF STUDY FINDINGS

6.1 INTRODUCTION

This chapter provides analysis and interpretation of the study findings derived from the participants in different strata. It seeks to ascertain whether the findings confirm key arguments emanating from the literature review and legislative regulations presented across all the chapters in this research. It also seeks to establish whether the research problem which is concomitantly related to the research questions described in section 1.6 of this study was fully addressed. The meaningful analysis and interpretation of study findings is, however, evaluated against the nature and quality role of leadership in service delivery at CoJ, the impact that qualities of good governance and good leadership have on the improvement of service delivery, the applicable institutional capacity and human resources that the leadership uses to improve service delivery, the enforcement of legislative and regulatory imperatives to assist leadership to improve delivery of services and the problems that beset the leadership's performance at CoJ and how these may be resolved.

6.2 THE NATURE AND QUALITY ROLE OF LEADERSHIP IN SERVICE DELIVERY AT COJ

According to this study, leadership means a process of controlling, providing direction and guidance to associates and community members by involving them and not usurping their roles in decision-making, while also recognising equality with them when power and authority is exercised. Therefore, the findings by each category of participants on the nature and quality role of leadership in service delivery at CoJ is assessed and interpreted below.

6.2.1 Elected leaders

According to the elected leaders, a leader must listen to and work cooperatively with the local people. They acknowledged that if leaders were honest, exemplary and served the interests of the local people, service delivery could have improved. They also believed that if the municipality had provided good service delivery, residents would have been discouraged from taking part in violent public protests. As the channels to convey information from the communities to the council where issues are debated, councillors are supposed to interact with and involve local people in decision-making processes. This means that elected leaders aspire to a leadership that is democratic in which local people have a right to express themselves through their councillors (Finucane, 1974; Gastil, 1994). They concluded that the leadership of the municipality should have interacted with the community regularly to better understand the problems of local people. They further acknowledged that the leadership in the municipality should have played a role of charismatic leader wherein the vision and mission of the communities was better articulated and voluntarily supported out of allegiance (Shamir & Howell, 2018; Westley & Mintzberg, 1989). That was not the case because the leadership in the municipality failed to inspire the local people.

The elected leaders believed that a leader should inspire the communities by being exemplary (Kouzes & Posner, 2002), doing that which is good and effective in terms of delivery of services. The elected leaders accepted that the leadership in the municipality lacked the ethos of leading by example in relation to solving problems the local people encountered. The fact that elected leaders complained that the leadership of the municipality did not serve the interests of the people in everything they were doing shows that the councillors were autocratic and failed to conform and live up to the ideas of servant leadership. However, from this assessment, the leadership at CoJ was neither visionary nor strategic in approach. It is also certain that the leadership was not transformative because no changes were brought

about to ensure that the local people would obtain effective and quality service delivery. What is clear, however, is that elected leaders wanted to see the leadership in the municipality involving communities in decision-making processes when exercising power and authority which showed that they were against autocracy and *laissez-faire* but in favour of democracy, as Julius Nyerere had anticipated (Finucane, 1974).

The municipality's service delivery performance hovers between poor and fair as per elected leaders. Although the main reason why local people protest is to force the municipality to provide services due to them, elected leaders believed that the unemployed joined protests because they were promised jobs. Corruption is seen as the main reason for poor service delivery. There is, however, an acknowledgement from elected leaders that lack of skills and poor service delivery have a strong relationship. This means that the lower the qualification on the part of the leadership, the lesser the service delivery.

6.2.2 Bureaucratic leaders

Bureaucratic leaders described the role of leadership as that which develops strategies to inspire and provide direction as well as listening to its constituency. They acknowledged that the leadership of the municipality was not strategic and failed to find strategies and goals to direct the resources properly so that planned and budgeted projects and programmes could be implemented. They further accepted that the leadership did not create a conducive environment to inspire effective and efficient service delivery that could assist in the upliftment of local people in the communities (Antonakis & House, 2014). They confirmed that leaders did not motivate employees to carry out their work because there was no proper direction and guidance in setting priorities. This meant that the leadership was unsuccessful in playing its motivational role to encourage and nurture the workforce to enable and promote good community service delivery. The leadership failed to inculcate beliefs, attitudes and values into the

employees that would encourage them to do good for local people and contribute to the welfare of communities (Paarlberg & Lavigna, 2010). The priorities set by the leadership of the municipality were not aligned with what local people wanted. Local people in different communities in the municipality were not inspired to support the programmes and projects which the leadership planned to implement because they were not involved during the planning and implementation stages. Overlooking community involvement in decision-making is similar to autocracy and undermining of local participatory democracy (Gastil, 1994; Finucane, 1974).

Bureaucrats complained that employees were demotivated because essential tools to do the work were not provided in good time and when they were provided, employees got them late. For this reason, bureaucrats believed that the leadership was not visionary in approach and action and thereby failed to model the correct approach (Kouzes & Posner, 2002). They believed that councillors in the municipality failed to show leadership to facilitate effective and efficient delivery of services. Bureaucrats believed that leaders did not create a conducive environment for workers which led to poor delivery of services to the local people. They further acknowledged that depriving local people of effective and quality services and not listening to their problems drove them to participate in violent public protests in order to increase their leverage against the leadership. Bureaucrats accepted that politicians have created a credibility gap between themselves and the communities, largely due to dishonest practices during election campaigns. They further suggested that the leadership had appointed contractors without essential skills or sufficient experience under the guise of promoting Black economic empowerment (BEE), and work done by these contractors was not sufficiently monitored. They further believed that councillors did not have regular meetings with the local people. They confirmed that meetings happened during the IPD discussions, creating remote leadership which produced mistrust between communities and councillors.

6.2.3 Community leaders

According to community leaders, the role of leadership should entail mobilising and influencing local people to build networks and collaboration to facilitate and stimulate unity so that they become involved in projects and programmes designed for development and growth of their communities. They believed that the leadership of the municipality did not create a conducive environment for local people to effectively participate in decision-making so that they could decide on the projects and programmes suitable for the needs of their communities. This meant that the leadership failed to play its role of encouraging effective and quality service delivery to the local people. If the leadership was successful in the building of community networks and collaborations, local people could have taken part in decision-making processes on the projects and programmes which fit their local circumstances, and the leadership ignored this role that could have contributed to the upliftment of the local people in determining how things should be done in their communities. This could have ensured that there was unity in the community and development was tailored according to the local people's needs. Synergies between the leadership and communities are indicators of good leadership and accountable governance but this was lacking. Community leaders believed that it is the role of the leadership to mobilise and influence local people to participate in the affairs of their communities. They acknowledged that encouraging local people to get involved in what councillors do could have led to the advancement of local democracy and transparency thereby contributing to the effective facilitation of quality delivery of services.

There was acceptance by community leaders as to the failure of leadership to recognise that effective service delivery requires teamwork (Nengwekhulu, 2009). They further observed that ward leaders did not lead by example because they undermined their own promises made during the election campaigns and that the failure to keep promises encouraged local people to participate in illegal and violent public protests. They

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acknowledged that imposition of plans that did not address community problems, as well as the deployment of unskilled councillors, contributed to inferior delivery of services. The lack of innovative skills on the part of councillors contributed to undermining of the innovative role of leadership which was contingent on the facilitation and stimulation of quality and effective service delivery to the communities. The leadership failed to realise their creative and envisioning role that could have led to new ways of doing things in the municipality (Denison et al, 1998).

The community leaders concluded that the leadership did not have the necessary vision and strategy to facilitate effective and quality service delivery. With all these failures by the leadership, community leaders rated the municipality's delivery of services as fair. It was poor service delivery which influenced local people to turn to violent public protest. They pointed out that the reason for poor service delivery was incompetence as a result of the municipality employing unqualified people, possibly as a result of nepotism. Corruption within the leadership is also seen as a contributor to poor service delivery to the local people. Community leaders believed that there is a strong relationship between poor service delivery and lack of skills on the part of the leadership of the municipality. It was explained that meetings between the communities and the leadership of the municipality take place only during the Integrated Development Plans (IDPs) processes and when elections were imminent. After the elections, the meetings between communities and the leadership take place sporadically.

6.2.4 Municipal trade union leaders

The role of the leadership, according to trade union leaders, involves consulting and to be accountable to the electorate. They believed in leadership that is visionary because of its ability to inspire and stimulate effective and quality service delivery. As noted by trade union leaders, having the highest levels of commitment, visionary leaders are key motivators who can facilitate acceptable service delivery and persuade

local people to take part in the affairs of their communities. Trade union leaders further embraced leadership that is strategic because of its ability to empower others to collaborate and work for the growth and development of local people. Consultative and accountable leadership are trusted for their ability to develop policies that put people first in providing guidance and direction on how and where resources of the municipality should be deployed. As observed by trade union leaders, service delivery was poor and only the strategic and visionary leadership could plan and prepare proactively to address concerns in relation to potholes, illegal dumping and street cleaning in almost all the regions of the municipality.

Further observation as recorded by trade union leaders indicated that local people engaged in violent public protests due to various reasons which included poor leadership that led to lack of information and widespread service delivery failures. As acknowledged by trade union leaders, good performance is an outcome of skilled leadership that can create conducive conditions which lead to effective and quality service delivery. Looking back at the poor performance of councillors at the municipality, trade union leaders aspired to having leadership that engages with the local people, not only meeting them during election campaigns but on a regular basis to discuss problems as well as monitoring performance and providing feedback about planned projects and programmes for the growth and development of the communities (Antonakis & House, 2014).

6.2.5 Residents

The role that the leadership should play is described by residents as that which guides and gives strategic direction to ensure that local people receive effective and quality delivery of services. Guiding and providing direction on how real and excellent service delivery could be provided was the strategic role, as per residents, that was lacking among councillors which they wish the leadership should play. Organising participation from the local people to be involved in the projects and programmes that would

lead to the development and growth in their communities, was an important leadership role that could rekindle local democracy, which unfortunately, as residents observed, was not the case in the leadership of the municipality. According to Finucane (1974), Julius Nyerere when president of Tanzania explained that the participatory role talks to the democratic qualities of leadership wherein leaders should encourage not just involvement but working and recognising equality with the local people without usurping their roles when decisions about their own future are made. As remarked by residents, communities were, however, discouraged from participating in the meetings organised along party-political lines because of the autocratic conduct displayed by the councillors who were dismissive of suggestions and had expectations that the residents would be compliant (Harms et al, 2018).

It was clear that residents felt that the leadership in the municipality did not welcome dissenting voices; instead councillors represented their own party-political ideologies and in the process free and fair discussion became restricted (Harms et al, 2018). The local people complained that the power and authority of decision-making resided only with councillors thereby undermining the frontline, synergy, motivation and innovation roles of leadership that they could have played. Residents acknowledged that the deviation from democratic principles of engagement by the councillors during meetings contradicted the local people's community-based plans and circumstances with regard to projects and programmes. The residents' remarks on the councillors' failure to consult regarding projects and programmes planned and budgeted for local communities promoted marginalisation of the poor and the Weberian model of public leadership which undermined leaders' interactions with local people (Nengwekhulu, 2009).

The poor service delivery in the municipality, as residents observed, reflected leadership that seemed uncaring and uncommitted. As residents

indicated, local people organised violent public protests because the elected leaders failed to deliver services to the local people as promised in their political parties' election manifestos. Corrupted and bigoted leadership that took unilateral decisions on issues affecting local people were some of the reasons for poor service delivery. The leadership was unsuccessful in the delivery of adequate and effective services because they lacked essential competencies which are the building blocks of being a thoughtful and responsible leader. Knowing a residents' ward councillor only from a newspaper was an indictment on the part of the leadership which did not meet with local people on a regular basis with an exception of IDP processes and canvassing for their political parties during elections.

6.3 THE IMPACT QUALITIES OF GOOD GOVERNANCE AND GOOD LEADERSHIP HAVE ON THE IMPROVEMENT OF SERVICE DELIVERY

Depending on how leaders apply governance and leadership, each concept has an impact on the improvement of service delivery. If leaders apply governance and leadership poorly, the impact on service delivery will be poor. If leaders, on the contrary, practise governance and leadership effectively, the resulting service delivery will be effective and the local people will benefit. Consequently, the findings by each stratum of participants on the impact that qualities of good governance and good leadership have on the improvement of service delivery are evaluated and interpreted below.

6.3.1 Elected leaders

When the leadership in the municipalities abides by the rules, as observed by elected leaders, that means good governance because the local people would receive effective and decent services without having to first engage in violent public protests. Consulting and providing guidance are some of the qualities of good leadership that could be used to direct the resources to improve the living conditions of local poor people by building, among

other things, decent infrastructure and low-cost houses for them which, according to elected leaders, were lacking in the municipality. They observed that honesty is one of the qualities of good governance that could be applied by the leadership to encourage them to respect the law and human rights which was lacking among the leaders of the municipality because of the scale of fraud and corruption that took place (Finucane, 1974).

A respectable ward leader, as elected leaders commented, should be a champion of the people by promoting collaboration and networks in the communities to bring about unity between the local people and councillors (Avolio & Yammarino, 2015). Important qualities of a councillor should not only include having a diligent and reliable personality but also the ability to mediate community differences in a manner that local people can express their dissatisfaction on any problem in a democratic way to ensure that fairness is upheld. The leadership of the municipality did not, however, live up to the ideals of good governance because service delivery backlogs were extensive and resulted in local people participating in violent public protests demanding quality and effective services. Elected leaders confirmed that most of the councillors did not exhibit qualities of good governance. They further accepted that for councillors to perform better and improve their facilitation of decent services to the local people, a certain level of education should be made a requirement for one to become a councillor and political parties should be compelled to deploy competent comrades to occupy key strategic leadership positions (Mishra, 2011).

6.3.2 Bureaucratic leaders

Bureaucratic leaders noted that good governance means applying the rule of law, being fair, accountable and transparent in everything that the leadership does in the municipality, including how the resources would and should be utilised. When councillors become accountable to the local people, that is seen as an expression of good governance and good

leadership. Being accountable as a leader means that public goods and quality services reach the local people. Leadership that is honest can avoid wastage of resources to enable partnerships with the communities to be established so that the problems facing local people are understood better (Municipal Systems Act, 2000). A responsive and available leadership is considered appropriate because it can be accessed by the communities who have voted them into power. A leadership which listens and consults will have the ability to guide and direct the public resources where they are needed, monitor performance and provide feedback to its constituencies.

Honesty, fairness, communication skills, impartiality, caring, serving the interests of the people and not being self-interested were identified as important qualities of a ward leader (Finucane, 1974). According to the bureaucratic leaders, most of the councillors did not meet the ideals of good governance because some of them were unwilling to improve their attitude. Bureaucratic leaders believed that some councillors did not conform to qualities of good governance because they were poorly behaved, did not involve and negotiate with local people on how to solve problems, and took decisions without consultation while also being dishonest as to what they would do for the communities. Understanding issues affecting the society and ability to have foresight regarding the planning and execution of the projects and programmes relevant to the needs of local people, as per the bureaucrats, requires councillors to have a certain level of education. At the same time, bureaucrats believed that for councillors to understand the regulations and rules governing the municipalities and to have the ability to lead the modern political and bureaucratic system which is a complex and complicated government machinery, education should play a role, even when someone wants to become a ward leader (Nengwekhulu, 2009).

6.3.3 Community leaders

Good governance, as explained by community leaders, means putting together proper structures that will be able to manage projects and ensure

that the local people who occupy those structures have the necessary competencies and skills to ensure that the resources allocated to them are utilised correctly and for the agreed purpose (Auditor-General South Africa, 2020). Allowing local people to raise their views and reach a consensus on any issue with the councillors as well as being transparent and interacting with communities on a regular basis are some of the qualities of good governance and good leadership that could be used to facilitate and stimulate decent and superior service delivery in the municipality. As attributes of good governance and good leadership, councillors should consult the local people and represent them honestly in the council, obey the rule of law and focus on delivery of quality and effective services rather than engaging in internal disagreements or disputes.

Important qualities that make councillors perform better in their responsibilities include honesty, providing direction and guidance in a democratic manner, so that local people can express their views, not to be self-serving but to be principled and leading from the front. However, there were councillors who did not live up to the ideals of good governance because services did not reach local people. Where services were delivered, it was found that those services were of poor quality. If councillors were committed to the qualities of good governance, they would not have undermined the views of local people regarding how projects and programmes should be planned and executed. Community leaders believed that educated councillors would have made good decisions compatible with their level of education. They believed that educated leaders are forward-thinking in planning projects and programmes whereas uneducated leaders are viewed as shortsighted in relation to planning with communities. The expression that 'leaders are born' did not resonate with community leaders because they believed that some people became leaders through education and were convinced that for anyone to be an efficient and effective councillor, education would have played a role in that person's development (Maslanka, 2004).

6.3.4 Municipal trade union leaders

Good governance requires compliance, following the rules, being ethical and committed to serving local people and remaining accountable and loyal to them by ensuring that they take part in the planning and implementation processes of projects and programmes identified and intended for the development of their communities. The trade union leaders expected the leadership to respect public funds and not steal from the fiscus. According to them, good leadership is about maintaining relationships with the community members, listening and addressing their problems, providing guidance and facilitating projects that meet local people's development needs (Mueller & Lee, 2009). Important qualities of good leadership include integrity, responsive and accountable leadership, collaboration with the local people and demonstrating willpower to work and serve the local people. Lack of truthfulness on the part of political leaders showed that the leadership in the municipality did not live up to the ideas of good governance as conforming to the qualities of good governance would mean regularly interacting with communities and respecting the rule of law thereby providing effective and quality services to the local people and thereby avoiding public protests (Bass, 1990).

The trade union leaders believed that councillors who do not have adequate skills and education contribute to the collapse of service delivery as a result of the changing nature of the municipal government machinery and its demand on reducing command and control rigidity to allow for the involvement of subordinates and local people in decision-making processes (Nengwekhulu, 2009; Thebe, 2017). Nengwekhulu (2009) observes that the lower the qualifications, the lower the political and administrative understanding of how the municipal government machinery works. Used as a measure of performance and chances of better performance and to better understand policies and legislation, trade union leaders noted that for any person to become a councillor, education should play a role and that local people, as voters, should demand a minimum qualification requirement for

an individual to become a councillor.

6.3.5 Residents

Residents believed that good governance means that the leadership in the municipality should be ethical, accountable, transparent, responsive, apply the rule of law impartially, honour the social contract with the local people through being responsive and respectful and focus on the delivery of effective and quality services rather than internal discord. According to the residents, good leaders are honest, competent, educated and skilled and are thus able to apply the rules correctly and fairly in a way that the needs and aspirations of the local people are understood (Auditor-General South Africa, 2020). The leadership in the municipality did not, however, live up to the ideals of good governance because councillors focused on their own personal gains more than to benefit the community they should serve. Such conduct from councillors prompted the local people to participate in service delivery protests to demand improved service delivery. Residents believed that councillors did not conform to qualities of good governance because local people were confronted with the problems of incorrect billing, streetlights not working, dirty streets, incorrect water and electricity charges and potholes which became the hallmarks of poor service delivery in the municipality.

A good leader, according to the residents, is one who is educated and skilled and able to understand problems local people are facing in order to avoid missteps in their reading and comprehension of legislation and running of the local government machinery which is complex and complicated (Nengwekhulu, 2008). Residents felt, however, that competency is not used as a qualification for any person to become a councillor in the municipality but rather affiliation to a particular political party and how popular they are within their communities (Matshabaphala, 2014). It meant that, under those circumstances, education was not a

consideration for anyone applying to become a councillor. Contrary to that, residents believed that education must be an indispensable requirement for any person to play a leadership role in the municipality, including a position of councillor (Henderson, 2008).

6.4 APPLICABLE INSTITUTIONAL CAPACITY AND HUMAN RESOURCES USED BY LEADERSHIP TO IMPROVE SERVICE DELIVERY

The applicable institutional capacity and human resources that the leadership uses to improve service delivery are advocated for as a contribution towards the promotion and facilitation of caring leadership. The findings of each category of participants on the applicable institutional capacity and human resources that the leadership uses to improve service delivery are assessed and interpreted below.

6.4.1 Elected leaders

Elected leaders acknowledged that several employees are adequately and professionally skilled to do the job because most of the positions they occupied were advertised, shortlisted candidates interviewed, and the best candidate employed. They suggested that many deployed public leaders, including councillors and bureaucrats, are not adequately and professionally skilled for the position they occupy because political parties deploy comrades who are loyal to the leadership and in terms of how popular they are in the regions in which they live (Thebe, 2017). Elected leaders believed that it was difficult for adequately and professionally skilled employees to do their job under the leadership and supervision of unskilled councillors and bureaucrats. The poor rewards system and lack of continuous training and development were considered serious problems that might have played a role in the demotivation of employees in undertaking their duties. There is also an acknowledgement that both public leaders and employees had long forgotten about putting people first when

doing their work. This is reflected by poor delivery of services that local people are experiencing daily. They also believed that employees who went on retirement were not replaced timeously, leaving a vacuum that potentially could overwhelm other employees and have an impact on the application of '*Batho pele'* principles and good service delivery.

It was confirmed that the infrastructure is dilapidated, which indicates that the employees did not have in-house experience to manage infrastructure projects (Mkhize, 2018). It appeared as though public leaders and employees did not have an adequate plan to maintain the existing infrastructure because if the plan was working, some of the infrastructure could have been better maintained. Elected leaders believed that the employees have experience to handle tender documents; what appeared to be a problem is for them yielding to unjustifiable influence from the politicians so that the tenders are awarded to friends and relatives in exchange for kickbacks. According to elected leaders, the system of awarding low-cost houses is deliberately engineered to be exploited by councillors in order to favour some individuals and discriminate against others. This was unfortunately used to discriminate against poor people who should, in fact, benefit. As a result, elected leaders felt that there was no fairness when awarding low-cost houses to the poor. Notwithstanding the fact that indigent households receive ten (10) kilolitres of water for free including some electricity, elected leaders believed that the price of water and electricity is still not affordable for everyone. This is reflected in the illegal connections of water and electricity in all the areas of the municipality, whether in the affluent suburbs, townships or informal settlements.

6.4.2 Bureaucratic leaders

Bureaucratic leaders believed that elected leaders are not professionals because qualifications are not a requirement for them to become a politician. Although bureaucrats observed that some employees are adequately and professionally skilled, they also acknowledged that others, particularly those in the key strategic leadership positions, were deployed by their political parties without specialised knowledge and qualifications. There are various reasons for the demotivation exhibited by employees of the CoJ, such as performance management which is not linked to adequate rewards. The fact that employees are housed in poorly maintained buildings, with poor air circulation, unreliable lifts or escalators contribute to their demotivation (Nengwekhulu, 2009).

Bureaucratic leaders revealed that other demotivating aspects include employees led by poorly educated leadership which receives better remuneration than them and the way it unfairly applies its authority, which leads to many constructive dismissals thereby depriving the municipality of talented workers. Employees are demotivated because they are not trained regularly to enhance their skills for future promotions. According to bureaucratic leaders, employees do not honour *'Batho pele'* principles because they lack tools to do the work; for example, in certain instances, uniforms of workers take between six to eighteen months to be delivered. Public leaders are seen as being to blame for lack of the practice of 'Batho pele' principles because they do not provide employees with necessary tools to enable them to render effective and quality services to the local people. The blame is placed at the door of the public leaders as a consequence of inadequate planning to maintain the existing infrastructure because bureaucratic leaders complained that the maintenance budget is reduced every year, resulting in the infrastructure deteriorating further (Mkhize, 2018).

Although the reasons for poor handling of tender documents vary,

bureaucratic leaders agreed that, whilst there is not enough experience, most of the employees working in the procurement department have skills; the problem arises when they allow the politicians to influence them regarding the awarding of tenders. The fact that a number of residents, as bureaucratic leaders revealed, complained about how low-cost houses were awarded to non-South African people who by law did not qualify to receive them, it seemed that councillors deliberately flouted the rules for exploitation, and as a result they concluded that there was no fairness when awarding low-cost houses to the poor. According to bureaucratic leaders, to create a balance in the cost of water and electricity so that everyone can afford is a conundrum. They therefore concluded that while the cost of water and electricity is not affordable to everyone, to make it low is also not affordable for the municipality. With indigent policies in place at CoJ to help poor households, to make water and electricity affordable for everyone seems to be a difficult balance to achieve.

6.4.3 Community leaders

Community leaders explained that in their view some public leaders and employees are not adequately and professionally skilled to do their jobs because of the system of deployment by political parties as well as employing people without following due processes and through nepotism (Nengwekhulu, 2009). As a result of inappropriate appointments being made, and deployment of political and other candidates who do not qualify, most regions of the municipality had turned into dumping sites thereby becoming health hazards to the communities. The employees are not motivated to do their work because of the public that litter and ignore the call that every person should use waste bins that are provided across the municipality. They also concluded that the public leaders and employees of the municipality do not practise '*Batho pele'* principles because if they adhered to those principles local people would be receiving effective and quality services. They singled out the municipality's firefighting department as the one department that is dedicated in the discharge of their duties. In

contrast, they believed that other departments such as Joburg Water take too long to attend to local people's problems, hence they resolved that public leaders and employees did not put the needs of the people first in delivery of services.

Community leaders noted with concern the failing infrastructure under the watch of public leaders since employees alone could not do anything without the support of the leadership that has no plan to improve the situation. As a result, the central business district (CBD) had become overrun with litter and waste. The way in which the CBD's infrastructure had deteriorated indicated that the employees and equally the public leaders did not have in-house experience to manage infrastructure projects. If the public leaders and employees had an adequate plan to maintain the existing infrastructure, they could have addressed the issues. For example, electrical power stations have reached end-of-function, for example, while many parks have become dumping sites across the municipality. On the other hand, community leaders believed that the employees have experience to handle tender documents, but the problem is that they are corrupt and greedy and allow themselves to be influenced by corrupt politicians to obtain bribes (Olowu, 1988).

Another matter that is of great concern is the fact that low-cost houses are unfairly allocated to people not qualified to receive them. For example, people working for the municipality, foreign national persons, relatives and friends of the councillors have received low-cost houses which shows that there is no proper oversight of allocation. The system has been flouted particularly in areas such as Lawley, Lehae and Thembalihle informal settlements. This shows that the system is unfair because the poor residents are not being allocated low-cost houses. Community leaders further expressed that the cost of water and electricity is not affordable for everyone because many residents complained that the municipality is overcharging them; the readings of the meters are inflated so that they pay

more for water and electricity. The fact that people complain indicates that they cannot afford those services, which is why they eventually default and the services are then discontinued, contributing to increased hardship within those communities.

6.4.4 Municipal trade union leaders

With regard to whether the municipality's public leaders and employees are adequately and professionally skilled to discharge their duties, trade union leaders were concerned that public leaders and employees should not be similarly judged as many of the employees have skills, but acknowledged that politicians do not have relevant skills because they are voted into office by the voters. They agreed that bureaucrats are mainly deployed by political parties which raises concerns of nepotism regarding their relevant qualifications because deployment is usually done in accordance with loyalty to the leadership of the political party (Nengwekhulu, 2009). According to trade union leaders, employees are not adequately motivated to do the job because politicians allocate high salaries to themselves at the expense of the employees who remain in the same position until they retire with limited salaries. Trade union leaders commended workers for trying hard to maintain 'Batho pele' principles in service delivery but strongly condemned councillors and concluded that it is doubtful if they still remember those principles of service to the public.

The trade union leaders observed that the employees do not have requisite skills and in-house experience to manage infrastructure projects as a result of insufficient training and development. Training and development are essential for the upgrading of employees' skills to equip them to manage infrastructure projects (Vita et al, 2001). To realise effective, quality, accountable and transparent service delivery in the municipality, training and development of the employees is necessary (Mishra, 2011). Training and development should also be initiated for councillors so that institutional capacity can be enhanced to facilitate and stimulate good leadership. The

level of training and development available to the employees and public leaders can promote and facilitate efficient and effective leadership. The result of employing many workers or public leaders without adequate training and development has been the ineffective and inefficient delivery of services that impede the leadership in achieving its mandate in accordance with the Constitution (1996). Trade union leaders cautioned that public leaders and employees should not be viewed similarly with regard to whether there are plans to maintain the existing infrastructure. They suggested that the leadership, as much as they control the budget, should as well initiate the plan so that employees can implement it to maintain the existing infrastructure.

Regarding experience required to handle tender documents, trade union leaders believed that employees are highly experienced. They were, however, concerned about the pressure that the politicians put on the employees who work with tender documents. At the same time, they blame employees in the procurement department for agreeing to do and behave in an improper manner and concluded that they should be accountable because they know the procedures and rules to be followed even when experiencing undue pressure from anyone. They argued that for employees in the procurement department to use undue pressure from their political principals to do wrong as an excuse was unacceptable. They further observed that failure to report such unwarranted pressure from politicians means that the employees who are tasked with handling tender documents are also corrupt (Olowu, 1988). Trade union leaders considered the system used to award low-cost houses to the poor residents as unfair because councillors unfairly sabotage qualifying people so that they can sell the low-cost houses to foreigners and to employed South Africans who are not eligible for the scheme. On the question of whether the cost of water and electricity is affordable for everyone, trade union leaders stated that it is not affordable because even people who were paying on a regular basis have started to default as a result of not qualifying for exemptions from schools

and universities for their children. The financial burden on the middle class remains substantial and their houses are repossessed by the banks because there was no relief provided in the services they receive and are obliged to pay for.

6.4.5 Residents

Residents believed that many of the employees in the municipality are adequately and professionally skilled, particularly in the finance department. However, they also observed that in the engineering and technical fields the municipality used consultants who do the work of the employees who earn salaries without doing the job they are employed to do, thereby causing wasteful expenditure (Mishra, 2011). Some politicians are not educated and capable employees have to submit to their leadership. Furthermore, some employees of the municipality are taken from the branches of political parties and are not committed to performing well but merely obtaining an income. While some employees, according to residents, have a sense of entitlement to a salary whether they earn it or not, others are not adequately motivated to do their job because the leadership is corrupt and does not provide a good example of positive leadership. The 'Batho pele' principles are overlooked in the municipality because public leaders and employees do not prioritise the needs of residents.

Residents acknowledged that employees are not all sufficiently trained to do their jobs and the municipality does not have the capacity to train them; for example, the municipality does not have experts in engineering (Henderson, 2008). A consequence of this, for example, is that with regard to the purification of water and the maintenance of electrical infrastructure, the municipality depends on consultants to do the work. Residents blame the leadership for the lack of adequate planning to maintain the existing infrastructure because of nepotism and patronage within the networks of the municipality. Residents also accepted that handling tender documents

on its own does not require a high level of skill and at any rate it is the function of the finance department where to some degree employees working there have competence. However, this is overtaken by political interests that may result in corruption taking place.

Residents concluded that there is little fairness in the allocation of low-cost housing because some poor people have been on the list for housing for over ten years whereas some people newly arrived in the municipality in less than four years have been allocated a low-cost house. The involvement of ward councillors and political office bearers in the allocation of housing has contributed to corruption (Olowu, 1988).

Residents observed that the cost of water and electricity is not affordable for everyone. This is due in part to the profit margin that the municipality charges which makes the provision of electricity and water unaffordable. They concluded that water and electricity should be purchased directly from Rand Water and Eskom to give the local people a reprieve from the added profit margin charged by the municipality. They further suggested that water should, in fact, be free as local people are supposed to be paying only for the infrastructure which carries the water to different households, but not for water itself.

6.5 ENFORCEMENT OF LEGISLATIVE AND REGULATORY IMPERATIVES TO ASSIST LEADERSHIP TO IMPROVE DELIVERY OF SERVICES

The enforcement of legislative and regulatory imperatives is essential in the promotion of political and administrative efficiency and effectiveness of municipalities to prevent corruption, mismanagement and embezzlement of resources. The strict and correct application of regulations assists the leadership to improve service delivery in the municipality. The findings of each group of participants on the enforcement of legislative and regulatory imperatives are assessed and interpreted below.

6.5.1 Elected leaders

Elected leaders are of the view that JMPD is well placed and should play its role as mandated by the constitution, but they felt that its scope should be expanded whereby they can arrest and charge criminals who commit petty crimes that should be adjudicated by the municipal court in order to reduce the burden on the magistrate courts. How this should be done was not stated. The JMPD should enforce the by-laws to promote administrative efficiency and effectiveness of the municipality. Elected leaders were not sure how JMPD could assist in strengthening internal control processes of the municipality except to say that JMPD should enforce the by-laws without mentioning how they should deal with corruption, mismanagement and embezzlement of finances. Nevertheless, they were satisfied that JMPD members are doing well in enforcing the exhibition of licence discs on the cars. They were not happy with how the JMPD members patrol the streets and how they deal with crime in general.

Elected leaders acknowledged that crime levels are high in the municipality because of lack of policing visibility. What is not clear, however, on the role of the JMPD officers is whether they only enforce regulations in relation to monitoring vehicles or ensuring that residents are safe. At face value, elected leaders concluded that it seems that the JMPD officers are only concerned about vehicle monitoring at the expense of closing illegal taverns and patrolling the streets, leaving many residents susceptible to violent crime. They agreed that members of JMPD are adequately resourced; what appears to be a problem is lack of innovation in how they should deal with crime (Westley & Mintzberg, 1989). They believe that training and development of JMPD officers will improve their work activities and ensure that they are effective and efficient when dealing with criminals.

6.5.2 Bureaucratic leaders

Bureaucratic leaders were satisfied that JMPD was well placed and that its role was sufficiently expanded in which its members deal with traffic control, signalling and by-law enforcement. They did not express how JMPD officers should help in the enforcement of the Municipal Finance Management Act (MFMA) because that it is where many officials are not compliant when discharging their duties (Municipal Finance Management Act, 2003). Bureaucratic leaders believed that the 'ten plus one' strategy is not working to reduce crime levels in the municipality. They suggested that policing in JMPD should be organised through creating specialised units. For example, they believed that there should be JMPD officers specialising in traffic, building infringement, sidewalk infringement and investigation of fraud and corruption within the municipality (Lombard, 2017) and concluded that the 'ten plus one strategy' which was done according to wards was insufficient as it left extensive areas without adequate policing; hence members of JMPD are not doing well. The fact that JMPD officers were not doing adequately well is reflected in high levels of crime which shows that residents live in a crime-ridden municipality. According to bureaucrats, criminals have taken over the municipality where locations such as Noord, de Villiers and Plein streets experience high levels of crime even though the JMPD is expected to patrol the CBD and promote safety.

Bureaucratic leaders acknowledged that JMPD officers are adequately resourced. Their problem is that they are led by obstructive, unaccountable and uncommitted leadership which leads from behind. The JMPD officers are blamed for using their authoritative force on innocent residents, but are perceived as not being hard on criminals. Bureaucrats further raised a concern regarding the lack of ethics and failure to partner with communities in dealing with crime. They suggested that JMPD officers need training and development on a range of issues in order to become law-abiding officers, increase their knowledge and skills to do policing well, improve efficiency and be engaged with the communities they should protect (Mishra, 2011).

6.5.3 Community leaders

Community leaders argued that JMPD was not well placed and proposed that its power should be expanded, like the South African Police Services (SAPS), but to what extent was not stated. They suggested that JMPD officers are not doing well because they fail to protect municipal infrastructure, such as electrical cables, for example, which are stolen and which regularly disrupts electricity. It was alleged that the JMPD officers may take bribes from the criminals whereas they should safeguard electricity substations because they belong to the municipality and that is what their scope of work should include. Community leaders believed that crime is very high; they concluded that all kinds of crimes, such as murder, housebreaking, stabbing, corruption, bribery, bag snatching, car hijacking, building hijacking and so on occurs in the municipality and that crime has become a daily occurrence. They believe that JMPD officers have enough resources; the problem is corruption, lack of motivation from leaders, bad strategies to combat crime and unethical conduct. They concluded that JMPD officers need training on ethics as well as technical training such as how to better conduct raids (Mishra, 2011).

6.5.4 Municipal trade union leaders

Trade union leaders agreed that JMPD is well placed and that their role involved enforcing the by-laws of the municipality but pointed out that JMPD officers are not doing well because of colluding with criminals as well as a lack of competence in enforcing the by-laws of the municipality. They further acknowledged that crime is high in the municipality as a result of 'catching and releasing' criminals who continuously commit similar crimes. They confessed that JMPD officers are well resourced, but the problem is the lack of strategic leaders within the entity. They further concluded that what weakens JMPD officers is accepting bribes from criminals which shows that they lack morality and commitment in dealing with different kinds of crime

in the municipality. They emphasised the need for JMPD officers to be trained on issues of governance, how to respect the residents and assist them better rather than to treat them as enemies, educational abilities to handle their work properly, confidence and commitment so that corruption is reduced (Lombard, 2017; Joburg East Express, 2017).

6.5.5 Residents

Residents believed that JMPD is well placed and that its role is to enforce the by-laws of the municipality. According to residents, it is unfair to blame JMPD officers for not doing adequately because the strategic direction that is supposed to give them the vision and the mission of the department is lacking. Residents alleged that JMPD officers might not know the difference between the metropolitan police services and the traffic enforcement agency. JMPD officers still consider themselves as traffic officers and believe that their role is primarily to enforce traffic rules. They are good in traffic policing but bad when enforcing other by-laws of the municipality. Residents believed that there are more victims of crime in the municipality than in any other place in the country. Although it seems exaggerated, it confirms the notion that there are many casualties of crime in the municipality. They believed that JMPD officers are adequately resourced because they have the ammunition, guns, vehicles and protecting clothing and concluded that JMPD officers have almost every resource they require to combat crime.

Residents accused JMPD officers of being beneficiaries of crime because of the kinds of bribes they take. Residents observed that JMPD officers cannot fight criminals who are feeding them through bribes. They concluded that in the policing environment what is needed is the will to effectively deal with crime because it is a matter of converting public participation into fully active partnership with JMPD officers. Residents are reluctant to work with JMPD officers because of the corruption within the entity which creates level of mistrust between the communities and JMPD officers and its leadership.

This shows that JMPD lacks visionary leadership and motivation to effectively deal with crime. Thus, JMPD officers need sustained professional training and development which should comply with international standards to build their capacity and efficiency to provide better policing and work well with communities and teams in the municipality (Mishra, 2011). They concluded that JMPD officers are not up to the required level which should range from physical fitness to intelligence gathering capacity to firing power, statement-taking and a full understanding of criminal law and criminal procedure.

6.6 PROBLEMS THAT BESET THE LEADERSHIP'S PERFORMANCE AT COJ AND HOW THESE MAY BE RESOLVED.

The problems that beset the leadership's performance derailed progress on the municipality's functions such as capacity building, provision of democratic and accountable government and promotion of a safe and healthy environment to the local people. The findings by each grouping of participants on the problems that impede leadership's performance at the municipality are examined and explained below.

6.6.1 Elected leaders

Elected leaders were unanimous that corruption exists in the municipality (Lombard, 2017). They admitted that there are leaders who are corrupt, but caution that it is not every leader who is corrupt in the municipality. They maintain that there are still leaders who are ethical and honest in the discharge of their duties. This is reflected by the fact that there was no total collapse of the system of the municipality. The problems that occurred in places like the Protea South informal settlement showed that the leadership of the municipality was not serious about dealing with corruption because residents' complaints were not addressed. They acknowledged that resources at the municipality are adequate. Their assessment showed that resources were misused by the leadership, which is to some extent

dishonest, unethical and uncaring. The leadership is viewed by the local people as being autocratic because they failed to involve residents in decision-making processes concerning how and where the resources should be directed to meet their needs.

There is agreement among elected leaders that corruption is responsible for poor service delivery in the municipality. However, they accepted that mismanagement and embezzlement of resources, inability of councillors to lead, lack of monitoring of contractors, failure to establish collaboration and networks between the elected leadership, bureaucratic leadership and communities as well as ignoring suggestions from residents are some of the constraints which lead to poor service delivery (Thebe, 2017). Furthermore, unethical and uncommitted leaders demotivate workers because of delays in the delivery of working tools.

6.6.2 Bureaucratic leaders

Bureaucratic leaders acknowledged that residents are not receiving effective and quality service delivery as a result of corruption at the municipality. They cautioned that it is wrong to suggest that every leader in the municipality is corrupt but only some leaders. They confirmed that the municipality has plenty of resources which are wasted because of lack of skills and corruption but pointed out that the reasons which contribute to ineffective and poor delivery of services include lack of political will and determination by the leadership, projects and programmes that are not aligned to local people's needs as a result of failure to involve them, cable theft, illegal connections of water and electricity and the continuous growth and expansion of informal settlements.

Corruption is highlighted as the main contributor to ineffective service delivery (Lombard, 2017). However, other constraints that lead to poor service delivery include politicians exaggerating what they could offer to local people during election campaigns. Another factor which should be

discouraged is for leadership, workers and communities to work in silos when they should work in partnership with each other (Local Government: Municipal Systems Act 32 of 2000). Although poor leadership is seen as an impediment, workers are demotivated because local people attack them and rob them of their belongings while at work. As solutions to these problems, bureaucratic leaders warned that, unless the entire leadership and local people change course and work together, the inefficiency and ineffectiveness of the delivery of services will continue.

6.6.3 Community leaders

Community leaders believed that corruption is present in the municipality but acknowledged that not every leader is corrupt. There was concurrence on the part of community leaders that the municipality has an abundance of resources, but the problem arises where the leadership lacks skills and commitment to provide service delivery that is effective and efficient (Mishra, 2011). The fact that local people's views are neglected by the leadership exacerbates the situation because the projects and programmes planned and budgeted do not meet their needs. There is acknowledgement that corruption contributes to poor service delivery. Corruption is largely blamed for the failure of leadership in the municipality to relocate qualifying residents from Thembalihle to Lehae. Community leaders believed that there are other reasons that lead to poor delivery of services which include failure to spend the budget on planned and approved projects and programmes by the leadership as a result of lack of skills and knowledge. There are various reasons which contribute to the demotivation of workers, for example, poor working conditions, poor salaries for a certain category of employee and performance management without proper incentives.

6.6.4 Municipal trade union leaders

Trade union leaders were convinced that corruption exists at the municipality. They believed that not all leaders at the municipality are corrupt but acknowledged that there are some leaders who are crooks and confirmed that public resources could not be responsible for failure in the delivery of services since the municipality has adequate resources. They blamed lack of services on the wastage which results from poor planning and execution of projects and programmes that are not relevant to the needs of the people. To a large degree, corruption is responsible for poor service delivery in the municipality, but trade union leaders considered ineffectiveness and lack of skills as other constraints that undermine the provision of effective and quality services to the local people. Workers should not be treated like they are robots; they want to be acknowledged and appreciated as part of the teams. Workers want to be given an opportunity to provide input so that they implement programmes and plans they were part of developing.

6.6.5 Residents

There is overwhelming agreement from residents that corruption exists at the municipality (Nengwekhulu, 2009). This is denoted by several arrests and convictions of some of the public leaders and officials working for the municipality. They believe that resources that are used to conduct investigations on corruption were supposed to be used in the improvement of effective and quality services and failure to do so makes the already precarious situation of the municipality worse. The fact that there were some public leaders and officials dismissed from their positions indicates that there are corrupt individuals working for the municipality. Residents stated that the municipality has adequate public resources that are unfortunately not used effectively and efficiently to provide good and quality services to the local people. They further accepted that councillors and residents do not work together. For example, leaders will approve projects

and programmes that do not suit the needs of the local people and the local people will reject them and start to protest.

Residents complained that councillors do not have the capacity to envisage how to involve the communities in the planned and budgeted projects and programmes. The problem is that councillors and residents do not jointly develop projects and programmes that suit the needs of the local people. Leaders import what worked in other places and ignore the views of the community they represent in the council of the municipality. This means that councillors and residents function separately from each other and do not inspire each other to work collectively. A serious problem regarding the local democracy is that the councillors do not put local people at the centre of their work. Councillors have a tendency to put their needs first and those of the local people last which reveals that they are not positive role models. This needs to be corrected if the municipality's leadership is serious about resolving the problem of inefficient, ineffective and unsustainable service delivery. The leadership should devote its time to addressing problems that local people encounter if they want to convince the local people that they care about the 'social contract' which residents set up for them through voting for their political parties (Plamenatz, 1963).

Although residents accepted that corruption largely contributed to poor service delivery, they also stated that there is lack of political will, lack of vision, deviation from the rule of law, lack of innovation, and internal dissension between councillors of different political parties in the council. These are some of the limitations which undermine effective and quality service delivery. Lack of appreciation from the leadership and absence of performance bonuses are some of the factors which demotivate workers when doing their work. The main demotivating factor on the part of workers is the promotion arrangements used by senior leaders based on nepotism in which workers who are unskilled are promoted and those who are trained and educated are often overlooked (Nengwekhulu, 2009). This becomes

difficult for those workers who are highly skilled and have to report to supervisors less experienced and skilled. This results in demoralised workers under-performing when carrying out their duties.

6.7 CHAPTER SUMMARY

This chapter analysed and interpreted the research findings organised into five themes. The chapter concluded that the leadership in the municipality should understand and apply the quality role of leadership, the qualities of good governance and good leadership, the appropriate institutional capacity and human resources as well as the legislative and regulatory imperatives in order to facilitate and stimulate effective, efficient and quality delivery of services to the local people. It argued that the problems that beset the leadership's performance in the municipality can be solved by focusing, *inter alia*, on the eradication of corruption, building networks and promoting collaboration with the local people in the communities, deploying councillors who are skilled, promoting workers who have relevant qualifications and experience, using the available resources more efficiently and effectively, and respecting the rule of law.

CHAPTER SEVEN
SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

7.1 INTRODUCTION

This chapter summarises the chapters, presents conclusions and provides recommendations. Summary of chapters highlights the main points each chapter has achieved. Conclusions are presented in a detailed and specific manner with a leadership performance strategy. It further makes strategic recommendations that emanate from the research findings and pertinent literature review by highlighting the most essential points which CoJ and other municipalities are advised to consider as possible solutions to the challenges that are experienced.

7.2 SUMMARY OF CHAPTERS

Chapter one provided the descriptive framework of each chapter. It outlined the precolonial, colonial and postcolonial systems of government to provide context and background to the study. It further highlighted the problem statement, rationale, research hypotheses, research questions, objectives, significance, limitations, ethical considerations and clarification of the concepts. It is thus established that the chapter provided the necessary background, context and perspective to the nature and quality role of leadership in service delivery addressed in other chapters of the thesis.

Chapter two focuses on the analysis of research design and methodology in which a qualitative approach was adopted as the primary research method. It assessed and explained the conceptual framework in which a social contract theory was presented and used in the analysis of the nature and role of leadership in local government institutions. The chapter further described the population of the study in which elected leaders, bureaucratic leaders, municipal trade union leaders, community leaders and residents at

CoJ were sampled for a structured face-to-face interview by using a stratified sampling approach. It elucidated critical realism paradigm, a plan for data collection, issues of validity and reliability as well as how data will be analysed and interpreted. It explained all relevant elements applied in the successive chapters of the study.

Chapter three assessed and evaluated the origin, place and role of the South African local government. It assessed and analysed the concept of local government and definitions of local government from the reviewed literature in order to understand its meaning and characteristics. Based on the various definitions scrutinised, this study adopted its own definition of local government as being a government with demarcation of legislative, administrative and executive powers within a particular area of jurisdiction for the purposes of enacting laws in a limited degree and encouraging local people to participate in the affairs of their communities and elections to elect a political party of their choice which will have a mandate to deploy councillors to represent them in the council of a municipality or to choose a councillor who will represent them.

The chapter further analysed the precolonial and colonial local government arrangements to determine which had contributed or did not contribute in the emergence of the postcolonial South African local government. It demonstrated that the precolonial local government arrangement had more relevance than the colonial local government arrangement in the creation of the postcolonial South African local government. Although the precolonial local government arrangement had some elements that could be related to the postcolonial local government arrangement, it was established that precolonial and postcolonial were not identical, because the postcolonial South African local government is based on statute whereas the precolonial local government arrangement was based on the traditional and cultural norms. Precolonial and postcolonial local governments were in contrast to each other because the latter promotes women's participation in the affairs

of local government while the former did not allow women to participate although they could sit in the traditional councils as observers.

The colonial local government was found to be the antithesis of the postcolonial South African local government by virtue of its colonial foundations where people were discriminated against on the basis of race. Being based on statute, the postcolonial South African local government finds its place within cooperative governance. The chapter identified and explained different roles that local government institutions play within the political, social and economic environment to facilitate and stimulate the delivery of quality and effective services to the residents of different municipalities. Its roles include, among others, the promotion of social and economic development, provision of services to the communities, capacity building as a precondition of service delivery, promotion of a healthy and safe environment as well as provision of democratic and accountable government to the local people.

The chapter further illustrated the nature of the local government elections and how the municipalities were created and reorganised in the new dispensation in South Africa. It demonstrated how the local government functions within the sphere of intergovernmental relations in South Africa, emphasising the need that each sphere should not impede the progress and performance of the other, thereby indicating the smooth coexistence of national, provincial and local government. It further analysed and evaluated the sources of revenue in the municipalities which included receiving grants from the national government and raising their own revenue by means of collecting surcharges on property, water, electricity, sanitation and refuse removal.

The chapter explained how the administration and management of municipal resources could be undertaken to strengthen the rule of law by applying legislative and regulatory imperatives and how the municipalities

could reinforce and manage quality and effective delivery of services, develop local government land, initiate integrated development plans and develop local economies. Both the budgeting process and the state of finances in the municipalities were assessed. The problems that confront municipalities in South Africa were scrutinised and further addressed in chapter four. Several of these problems range from dilapidated infrastructure, bottlenecks and backlogs in the provision of low-cost housing, and financial challenges.

Chapter four discussed the assessment of the nature and quality role of leadership in service delivery at CoJ. It examined the concept of leadership by means of reviewing different definitions from scholarly literature. From these definitions that were assessed and evaluated, leadership is defined as a process of controlling, guiding and providing direction to the group associates and communities by involving and not usurping their role in decision-making and recognising equality with them when power and authority is exercised. It was recognised that the same definition could also be adapted to local government leadership which may be defined as the ability to control the resources of local government with a vision to direct and guide workers and communities by involving them and not usurping their role in decision-making and engaging as equals when power and authority is implemented. Municipal leadership would mean a process of directing and guiding members of a team and communities to become involved and not isolated in decision-making and discharging power and authority in an equitable manner.

The chapter assessed and evaluated different dimensions of leadership styles including autocratic leadership which means that power and authority is concentrated in a leader who does not involve group associates and communities in decision-making. Through democratic leadership a leader builds consensus by encouraging members of a team and communities to participate actively when decisions are taken. Charismatic leadership is

centred around a charismatic leader who articulates the vision and mission of an organisation in a way that team members and local people are persuaded to follow and support. Transformational leadership is about a leader who believes in change but calls upon the group members to discharge high order ideals to achieve changes. Exemplary leadership is about a leader who involves local people and members of a team by inspiring them to transform the situation in the organisation to shape its future. Servant leadership is about a leader who leads group associates and community members from the front. Visionary leadership is about a leader who envisions the future by inspiring local people and other associates to solve problems through creativity. Strategic leadership refers to a leader who plans projects and programmes thoroughly to avoid a haphazard process by involving associates and community members. *Laissez-faire* leadership is seen as serving the interests of private commercial entities at the expense of what the residents may need. It was, however, unclear which of the dimensions of leadership styles the leadership in the municipality applied to deliver services to the residents.

The chapter evaluated selected leadership theories, namely, great man thesis, leadership role theory, situational theory, leader-member exchange theory and McGregor's theory of X and Y. This was done to understand how and why the analysed leadership theories were conceptualised. The chapter also analysed and evaluated quality roles of leadership as mechanisms for quality and effective delivery of services to the residents. The frontline role of leadership is considered a viable tool to harness the full capacity of the entire workforce to build collaboration with the intention to facilitate and stimulate effective and efficient delivery of services. It also confirmed that the innovative leadership role is seen as an important mechanism for promoting service delivery by means of being inventive. It further established that the motivation role of leadership is founded on the premise that leaders should provide a rewards system and resources to motivate the workforce to deliver services to the residents that are not only effective but

also efficient. It further demonstrated that a synergy function of leadership provides an effective interaction between public leaders and communities in ensuring that services are delivered in a sustainable way. It was, however, clear that the leadership in the municipality did not harness its full potential to apply the evaluated roles to accelerate quality and effective service delivery.

The chapter further assessed and discussed the impact qualities of good governance and good leadership as mechanisms for the promotion and facilitation of delivery of services. It demonstrated that good governance facilitates delivery of services relevant to the local needs because it increases negotiation and agreement between public leaders and local people within communities. It also ensured that accountability becomes an instrument for delivery of services by means of allowing public leaders to account for their actions or inactions to the residents. It further confirmed that ethics, as a mechanism for promoting good leadership, can lead to ethical behaviour among public leaders, thereby making them realise the importance of right and wrong in the delivery of effective services. It was also established that social contract, as a facilitation of caring leadership, can encourage public leaders and local people to work together to respect the covenant.

The chapter showed that institutional capacity has an ability to tie together the entire system of a municipality to provide effective and quality service delivery. The success of leadership in the municipality requires the support and help of capable human resources which should continuously receive training and development and that public leaders have the authority and power to enact laws to facilitate and stimulate delivery of effective and quality services to the local people. Of all these mechanisms for the promotion and facilitation of delivery of services, it was uncertain which ones were appropriately applied by the leadership of the municipality.

Chapter four further assessed the problems around performance of leadership in the municipalities. It demonstrated that lack of political will on the part of public leaders leads to a failure in the delivery of services thereby breaking the covenant between themselves and the local people in different communities. The deployment of uneducated and unskilled public leaders in the key strategic leadership positions derailed the facilitation and promotion of effective service delivery in the municipalities. It further exposed the poor attributes of leadership displayed by public leaders that constrained the effectiveness of political and administration leadership of the bureaucratic machinery in the municipalities resulting in poor implementation of quality delivery of services to the local people.

It highlighted the damage that results from corruption and bribery. In certain instances, corruption was committed by some public leaders and functionaries at CoJ which further exacerbated the failure to facilitate and stimulate delivery of services to the residents. Furthermore, the squalid living conditions of the residents was cause for concern. It demonstrated that all these problems lead to the proliferation of public protests demanding that the municipalities, particularly CoJ as it is in the forefront of rising migration, deliver on their mandate as centres of effective and efficient service delivery to local people in the communities. The evaluated problems are still prevalent and continue to adversely affect the performance of leadership in the municipality.

Chapter five focused on the presentation of research findings. The chapter presented empirical evidence collected from the sampled participants, namely elected leaders, bureaucratic leaders, municipal trade union leaders, community leaders and residents, through a structured face-to-face interview. Empirical evidence showed that the municipal leadership was unaware of its natural role to facilitate and stimulate effective and quality delivery of services to the local people. The chapter further revealed that the municipal leadership did not fully harness and use the capacity and human

resources available in the municipality to support and facilitate effective and quality service delivery. The municipal leadership did not have the determination to sufficiently enforce legislative and regulatory imperatives to compel the officials to uphold the rule of law when assessing and managing the tender procurement processes as one example. The leadership lacked political will, necessary skills and education to understand the dynamics of service delivery in the municipality considering the squalid conditions under which some local people lived. The chapter also highlighted the lack of commitment on the part of the leadership to find new ways of addressing challenges related to the planning and implementation of projects and programmes designed to improve the social and economic well-being of the local people.

Chapter six focused on the analysis and interpretation of the research findings. The research findings confirmed that service delivery failed as a result of, among other things, public leaders reneging on their duties and thereby forcing the residents to use public protests to leverage service delivery that would otherwise take some time to be provided. The findings further demonstrated that bad qualities of leadership contributed to corruption which was the main source of poor service delivery. The findings further indicated that where public meetings were organised by ward leaders, these were politicised and used as platforms to recruit local people to join and support a particular political party rather than being used to facilitate and promote effective service delivery discussions. In the final analysis, the chapter revealed that, apart from shortage of skills in the planning to manage and maintain the infrastructure projects, corruption played a significant role in the increase in crime levels in the municipality which derailed the effective facilitation and promotion of delivery of services to the local people. Chapter six assessed and interpreted the empirical evidence on the nature and role of leadership in service delivery by presensting universal solutions to the problems that impede the leadership's performance in the municipalities.

7.3 CONCLUSIONS

This study investigated the nature and quality role of leadership in service delivery, the impact qualities of good governance and good leadership have on the improvement of service delivery, the applicable institutional capacity and human resources that the leadership uses to improve service delivery, the enforcement of legislative and regulatory imperatives which assist leadership to improve delivery of services and the problems that impede the performance of the leadership and how they can be resolved at CoJ.

Through the integration of the literature review across this manuscript and views of the participants in all the five categories, the following research questions were answered.

- What is the nature and quality role of leadership in service delivery at CoJ?
- What impact do qualities of good governance and good leadership have on the improvement of service delivery?
- What is the applicable institutional capacity and human resources that the leadership uses to improve service delivery?
- How does the enforcement of legislative and regulatory imperatives assist leadership to improve delivery of services?
- What are the problems that impede the performance of the leadership at CoJ and how they can be resolved?

The purpose of the first research question was to evaluate the nature and quality role of leadership in service delivery at CoJ. As one of the eight metropolitan municipalities, CoJ services seven regions in total. Instead of inspiring and working with the local people in a collaborative way by building networks and providing direction and guidance on how and where resources should be prioritised and used efficiently and effectively to deliver quality services, the leaders at CoJ were detached, thereby ignoring their

natural and quality role of leadership and only available when campaigning during the elections. The leaders at CoJ were not democratic, charismatic, transformational, exemplary, visionary, or strategic in approach but instead they displayed qualities of autocratic and *laissez-faire* leadership styles because they concentrated power and authority to themselves thereby serving the private commercial interests at the expense of community involvement. In so doing, the leaders at CoJ undermined their frontline, motivation, innovative and synergy quality roles of leadership because they failed to encourage and nurture the enthusiasm of the entire workforce; did not consult with the communities concerning the services they need; and failed to provide new norms of accomplishing service delivery in consultation with the local people.

The objective of the second research question was to analyse the impact qualities of good governance and good leadership have on the improvement of service delivery at CoJ. The leaders at CoJ failed to practise qualities of good governance because they undermined the rule of law by being unethical, defiant, dishonest, unfair and uncaring towards the local people thereby disrespecting the social contract set for them by the people being governed. In so doing, the leadership at CoJ did not live up to the ideals of and failed to conform to qualities of good governance. The leaders at CoJ also did not put into practice qualities of servant leadership. Notwithstanding IDP meetings with the communities, the leadership in the municipality did not consult, listen and maintain relationships with the community members regularly, and in so doing undermined their own principle of enhancing local democracy by way of mobilising and influencing local people to become involved in the planning and implementation of budgeted projects and programmes to suit their local needs.

The aim of the third research question was to assess the applicable institutional capacity and human resources that the leadership uses to improve service delivery. The deployment of unskilled public leaders into

key strategic leadership positions, the poor rewards system and lack of continuous training and development were major impediments in the application of the appropriate institutional capacity and human resources that the leadership could use to deliver effective and quality services to the local people. The way in which the infrastructure has declined at CoJ showed that the public leaders and employees did not have a plan and in-house experience to maintain and manage it. The failure by the municipality to build decent infrastructure and low-cost houses for the local poor people to improve their living conditions revealed that the principles of 'Batho pele' were neglected and not properly implemented by the public leadership and employees at CoJ. The escalating and unaffordable cost of water and electricity further contributed to lowering the living standards of residents.

The goal of the fourth research question was to evaluate the enforcement of legislative and regulatory imperatives to assist leadership to improve delivery of services. The place and role of the leadership is unknown regarding enforcement of the Municipal Finance Management Act on the employees working in the procurement department to reduce the extent of corruption, embezzlement and mismanagement of finances of the municipality. It is unclear how the JMPD officers investigate the crimes of corruption, embezzlement and mismanagement of finances at CoJ. The levels of crime are high at CoJ and residents have lost hope of the situation improving. Some public leaders and employees were accused of benefiting from the proceeds of crime which shows that the enforcement of legislative and regulatory imperatives is inadequate in assisting the leadership to improve delivery of services.

The intention of the fifth research question was to evaluate the problems that impede the performance of the leadership at CoJ and how they can be resolved. Corruption amongst public leaders and officials is alarming and contributes to ineffective and inefficient service delivery. The situation was exacerbated by the fact that financial resources that were supposed to be

used to deliver effective and quality services are used in the investigation of corruption. Public resources are considered adequate at CoJ but are misused as a result of lack of proper planning and execution of projects and programmes that are not responding to the needs of local people. Apart from affecting the performance of leaders at CoJ, the lack of political will, lack of vision, circumventing the rule of law, recycling old ways of solving problems, focusing on politicking rather than service delivery, promotion of workers based on nepotism, failure to utilise the budget on planned and approved projects and programmes, exaggerated promises during election campaigns and lack of monitoring of contractors are some of the constraints that undermine effective and quality service provision.

The research concludes that the problems that undermine the performance of leadership at CoJ can be resolved by means of electing and appointing public leaders who are competent, compassionate, friendly, astute and caring towards their constituencies and who aim to facilitate and promote the delivery of effective, quality and sustainable services to the residents. Furthermore, according to 'leadership performance strategy' in Figure 2 below, effective and quality service delivery performance starts with a public leader who should be versatile. First, a public leader builds synergy, shares expertise and competencies with associates and community members to create networks. Second, it is the responsibility of a public leader to involve and encourage associates and community members to participate in decision-making processes and work as a team to gain their cooperation. Third, a public leader shares organisational goals with associates and community members and involves them in projects and programmes suitable for their local people's needs to get support during the implementation phase. Fourth, during monitoring and evaluation of projects and programmes, a public leader creates an inclusive team, consisting of associates and community leaders representing their communities. A public leader, together with associates and community leaders, communicates

feedback and allows community members to raise their views freely to create a revolving access process for future networking.

Figure 2: Leadership performance strategy
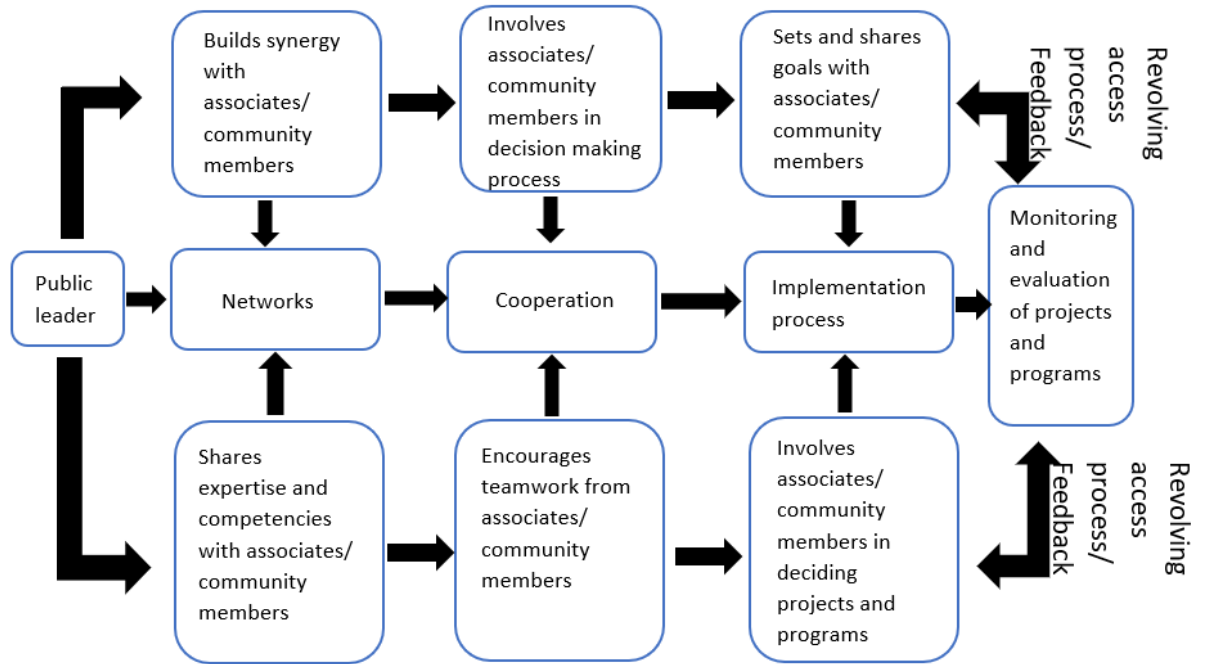
Source: Own, 2021

7.4 STRATEGIC RECOMMENDATIONS

The evaluation of the nature and role of leadership in service delivery confirmed the existence of weaknesses on the part of public leaders, both councillors and bureaucrats, and that they failed to take full advantage of potential available when dealing with problems in the municipality. The following recommendations are made to address these shortcomings and challenges.

First, it is recommended that public leaders at CoJ should focus strongly on the eradication of corruption. To remove corruption requires the leadership to be accountable and transparent by means of respecting the rule of law so that the facilitation and promotion of effective and quality delivery of services can take place. The leadership should deal decisively with corruption as it was found that it occurred in all the administration levels of the municipality. It is noted that corruption undermines efforts to radically bring about social and economic transformation thereby making the eradication of poverty, unemployment and inequality difficult. Public leaders are further cautioned that corruption stood out as the most important contributor in the failure to deliver quality and effective services to residents. It is also proposed that public leaders should stop wastage of public resources in the municipality as this contributed to the ineffective and inefficient delivery of services.

It is further recommended that elected leaders should avoid political discord in the council and prioritise solving problems which the residents are experiencing in the municipality. Public leaders should reinforce the legislative and regulatory imperatives to compel the functionaries to respect and apply the rule of law when evaluating and managing the processes of procurement to reduce corruption.

Second, public leaders should guide and direct resources where they are most needed to improve the livelihoods of the local people. There is a call that ward leaders should cease to conduct themselves like autocrats; instead they should listen and consult the local people regarding the projects and programmes to accelerate development of communities. It is proposed that ward leaders should work towards uniting all the local people in the communities they represent in the council regardless of their political affiliation to promote and facilitate local democracy.

Third, it is recommended that public leaders in the municipality should utilise full capacity of their natural quality role of leadership to accelerate and facilitate effective and quality service delivery because councillors and bureaucrats alike did not implement most of their leadership roles. Public leaders should be in the frontline to serve as examples to the employees and harness full capacity of the entire workforce to establish teams, networks and collaboration across hierarchical rigidity to encourage creativity of subordinates and community members who are, in fact, key roleplayers in the facilitation and promotion of quality and effective delivery of services in all the regions of the municipality. Public leaders should encourage innovation among the employees so that they create new ways of solving problems and doing things differently in the municipality. It is also suggested that the entire workforce at the municipality should be motivated by public leaders in the form of building synergies to break the gridlock of impersonal and mechanical human interaction which may exist between the workforce of the municipality and local people.

Fourth, it is proposed that public leaders should facilitate and promote delivery of services that are effective and of high quality to all the residents regardless of whether they live in a less resourced or better resourced area. For the municipality to dissuade the residents from using public violent protests as leverage to get services that would normally take some time to be provided, public leaders should communicate successes and failures of

projects and programmes and resolve community problems speedily, fulfill promises made during election campaigns, improve visibility and avoid reneging on their leadership responsibilities. Public meetings should not be used by ward leaders to politicise or depoliticise the residents; instead, public meetings should be used for planning and to address problems communities are experiencing in the constituencies where ward leaders are deployed.

Fifth, it is suggested that there should be a systematic and continuous interaction between municipal public leaders and residents as it is seen as the basis for good leadership which can promote the facilitation and promotion of the delivery of quality and effective services. It is proposed that public leaders should enhance and consolidate the social contract they have with communities, not only bound by the rules and power structure, but also through loosely constructed networks and confederations held together by agreement. It is further recommended that public leaders deployed to strategic leadership positions should have the necessary skills to understand the complex bureaucratic local government machinery. It is suggested that, in order to reduce high levels of nepotism, bribery and corruption, the municipality should appoint qualifying and skilled individuals who must be vetted before signing employment contracts. It is further recommended that public leaders should exercise their political will and commitment to enhance good governance and public accountability so that they are able to provide full disclosure of facts and information to the residents as to how and why decisions are made.

Sixth, it is recommended that public leaders should modify the competencies of the employees of the municipality through initiating the development and management of the institutional capacity to reinvigorate their efficiency and effectiveness in the facilitation and promotion of delivery of services. Although legislatively water and electricity are considered basic services and municipalities are thus responsible for providing these

services, it is also proposed that residents in all the regions of the municipality should be allowed to purchase electricity and water directly from Eskom and Rand Water to make the cost more affordable and to reduce illegal connections. However, it is noted that if this happens, it will shift the responsibility of service provision to these entities. It is suggested that the leadership in the municipality should have a proper plan to manage and maintain existing infrastructure to avoid collapse of the system. It is further recommended that elected leaders should not interfere in the work of functionaries, particularly the supply chain management and processes of acquisition of goods and services. A fair process of awarding low-cost houses should entail the evaluation of the individual's work status, income, original place of domicile, age, family members and other relevant historical information to establish the authenticity of the allocation.

These strategies to solve the problems of supply chain management services, rearrangement of water, property rates and electricity pricing model as well as awarding of low-cost houses to the poor require political determination, compassion and understanding of the leadership in the municipality. To shift the way in which things are usually done also requires the cooperative governance to work in a collaborative manner to ensure that all things are considered, starting from reviewing the scope of grants allocated to each sphere of government. Local government, it is argued, being at the forefront of delivery of services to the residents, should qualify for increased grant allocation with both the national and provincial governments playing oversight roles to confirm whether the budget in the municipalities cascades down to the communities and local government. It is further recognised that at the national sphere, policies that are important in running the country are already passed and in place, and largely its budget is spent on salaries of civil servants, cabinet ministers and deputy ministers. The provincial sphere, whilst its work is noticeable is somewhat removed from local implementation. Whereas local government is seen as a genuine driver for local democracy and mass participation in decision-

making as well as providing water, electricity and housing on a large scale, the role of the provincial government is rarely known. This is not to suggest that the current political scenario should change, but if it does change, it is not known to what extent and it is difficult to predict. Depending on the effectiveness of a historical or political period, what is certain is that no historical and political period remains unchanged. It is not yet known whether the current political and historical period has already begun to formulate new institutional and political realities.

Seventh, it is recommended that the leadership in the municipality should play a leading role in designing short-term and long-term training courses to train JMPD officers so that they can fully understand its place and role. It is suggested that, although JMPD is seen to be well placed and playing its role, its powers should be extended in line with the constitution. It is suggested that the leadership should decisively deal with corruption within the ranks of JMPD to reduce the high rate of crime, and that JMPD officers should form partnerships with residents to fight crime. JMPD officers are fully equipped and resourced to deal with crime; what is lacking is commitment and corruption in their ranks. Corrupt JMPD officers should be dismissed based on due process.

7.5 FINAL CONCLUSION

In conclusion, it is widely postulated that the study of the analysis of the nature and role of leadership in service delivery at local government institutions is not an easy one. Evaluating and assessing the concept of leadership within local government is the same as engaging in state politics. This study therefore provided a comprehensive context for the historical and political period covering precolonial, colonial and postcolonial African scenarios to broaden the scope within which leadership perspective resides and can be practised. This empirical study is not an attempt to usurp the freedom of understanding and interpretation of facts as articulated here but

is rather an endeavour to create a platform for truth-seeking about the leadership phenomenon. If, after reading this thesis, other researchers will feel inspired to embark on further research relating to leadership, this study shall have achieved its overarching objective.

Leadership is a complex concept that has been researched extensively around the world, but which has proven to be elusive and continues to be studied. Whether the study of leadership within local government politics will continue to reverberate cannot be predicted. What is clear, though, is that leadership problems in the municipalities persist and concerted efforts are needed in order to make local government in South Africa worthy of its existence as a centre for the promotion and facilitation of political, social and economic development, local democracy, mass participation as well as effective and quality service delivery. For municipalities in South Africa to change course for the better, they require skilled and innovative leadership. Like uncultivated fields, municipalities need resourceful and creative leadership that can transform them into refined spaces ready to be ploughed and planted with skilful employees.

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ANNEXURES

ANNEXURE 1: LETTER REQUESTING PERMISSION TO CONDUCT STUDY AT THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY

148 3rd Avenue
Kensington 2094
Johannesburg

18 April 2018

The   Municipal
Manager
P.O. Box 1049
JOHANNESBURG
2000

Dear Dr Ndivhoniswani, Lukhwareni

RE: REQUEST FOR PERMISSION TO CONDUCT ACADEMIC RESEARCH AT JOHANNESBURG CITY METROPOLITAN MUNICIPALITY

My name is Madidimalo Richard Moila, a student of a Doctoral degree at the University of South Africa in the Department of Public Administration and Management with a student number: **31614086**. I am currently authorised by the University to conduct an academic research to complete my doctoral degree (PhD). My topic of research is: **An analysis of the nature and role of leadership in service delivery at the city of Johannesburg.**

I request to be granted permission to conduct a research at Johannesburg City Metropolitan Municipality. This will involve having face-to-face interviews with political and administrative leadership (management) of the municipality, members of other political parties represented in the municipal council, trade union leaders and community members. With regard the political management of the municipality, I request to have interviews with the Mayor, The Speaker of the Council, MMC for Housing, MMC for Environment and Infrastructure Services, MMC for Public Safety, MMC for Transport and MMC for Corporate and Shared Services. On the administrative management, apart from wishing to interview the Municipal

Manager, I request to have also interviews with the Executive Directors and Directors of the Environment, Infrastructure and Services, Housing, Transport, Group Governance as well as Corporate and Shared Services. Concerning the interviews with the community members, I wish to have interviews with ordinary residents and community leaders residing in different urban and semi-urban regions (wards) of the municipality. As representatives of the workers and important stakeholders of the municipality, a request to interview various trade union leaders is hereby also made.

The face to-face interview should take about 30 minutes to complete. I wish to assure every participant that the interview is completely confidential. Moreover, the outcome of the study will not harm any institution, person (participant), or the society; instead it may help the Johannesburg municipality and other organisations to find solutions to the challenges facing the leadership and residents of the municipality and South African society as a whole. The responses to the questions are purely for academic and/or research purposes and will not be linked to the participants' names at all. For more information on the objectives of the study, I have attached them on page three of this letter.

Your consideration of this request is highly appreciated.

Yours faithfully

Madidimalo
Richard Moila
082 540 5784
(012) 429 6736

ANNEXURE 2: STRUCTURED INTERVIEW SCHEDULE

GENERAL INFORMATION

1. You have been invited to participate in this study because of your extensive experience about the topic under study.

2. You are kindly requested to answer the questions as honestly and completely as possible.

3. The interview will last for a maximum of 30-45 minutes to complete.

4. Interview Schedule comprises of Section A and Section B. Section A consists of the demographic information of the participants, whereas Section B contains open-ended questions.

5. Participation is anonymous: You are not requested to disclose your identity. Your privacy will be respected.

6. No one will be able to connect you to the answers you give.

7. The information collected from you will be treated with strict confidentiality and used for research purposes only.

8. You have the right to withdraw your participation at any time. Hence, your participation is regarded as voluntarily.

9. You will not receive any payment or reward, financial or otherwise, and the study will not incur undue costs to you.

10. The survey data will be stored in a locked cupboard and the data stored in a computer will be protected by the use of a password. The survey data will be destroyed when it is no longer of functional value (after five years).

11. A copy of the dissertation will be available in the library at the Muckleneuk Ridge Campus of the University of South Africa (Unisa), Pretoria.

These questions are supposed to be answered by all categories of participants, namely, elected leaders, bureaucratic leaders, municipal trade union leaders, community leaders and residents sampled for a structured face-to-face interview.

SECTION A: DEMOGRAPHIC INFORMATION OF PARTICIPANTS

Please answer the following questions briefly

A1. What is your age in years? How old are you?

A2. What is your gender?

A3. What is your ethnicity?

A4. What is your highest grade passed?

A5. What is your highest qualification obtained?

A6. Do you consider your residential area as urban or semi-urban or informal settlement?

A7. What is your specialty, are you trained, experienced, other and specify?

A8. How many years did you work for city of Johannesburg?

A9. How many years did you live at the city of Johannesburg?

SECTION B: RESEARCH QUESTIONS AND QUESTIONS

RESEARCH QUESTION 1: What is the nature and quality role of leadership in service delivery at the city of Johannesburg metropolitan municipality?

B1. What role do you think leaders play?

B2. Do you think the City of Johannesburg's quality of service delivery is excellent, good, fair or poor?

B3. Why do you think people protest?

B4. What do you think are the reasons for poor service delivery?

B5. Do you think there is a relationship between skills and poor service delivery?

B6. How often does the City of Johannesburg's leadership meet with the residents?

RESEARCH QUESTION 2: What impact do qualities of good governance and good leadership have on the improvement of service delivery?

B7. What does good governance mean to you?

B8. What in your view is a good ward leader (councillor)?

B9. What do you think are important qualities of a good ward leader?

B10. Do you think ward councillors live up to the ideas of good governance?

B11. Do you think ward councillors conform to qualities of good governance?

B12. Do you think there is a relationship between leadership and education?

B13. Do you think education should play a role for anyone to become a ward councillor?

RESEARCH QUESTION 3: What is the applicable institutional capacity and human resources that the leadership uses to improve service delivery?

B14. Do you think the City of Johannesburg's public leaders and employees are adequately and professionally skilled to do the job?

B15. Do you think the City of Johannesburg's employees are adequately motivated to do their job?

B16. Do you think public leaders and employees put the needs of the people first in terms of service delivery?

B17. Do you think the employees have in-house experience to manage infrastructure projects?

B18. Do you think the public leaders and employees have adequate plan to maintain the existing infrastructure?

B19. Do you think the employees have experience to handle tender documents?

B20. Do you think there is fairness when awarding RDP houses to the poor?

B21. Do you think the price of water and electricity is affordable for everyone?

RESEARCH QUESTION 4: How does the enforcement of legislative and regulatory imperatives assist leadership to improve delivery of services?

B22. What do you think is the place and role of Johannesburg metropolitan police department (JMPD)?

B23. Do you think members of JMPD are doing adequately well?

B24. What is in your view the level of crime in the Johannesburg metropolitan city municipality?

B25. Do you think members of JMPD are adequately resourced?

B26. Do you think members of JMPD need training?

RESEARCH QUESTION 5: What are the problems that impede the leadership's performance at the City of Johannesburg metropolitan municipality and how they can be resolved?

B27. Do you think corruption exists in the City of Johannesburg?

B28. Do you think the City of Johannesburg's leaders are corrupt?

B29. Do you think failure in service delivery reflects the shortage of public resources?

B30. Do you think corruption is responsible for poor service delivery?

B31. Do you think there are other constraints that lead to poor service delivery?

B32. Do you know anything that demotivates the workers?

The end of the interview

ANNEXURE 3: ETHICS CERTIFICATE

UNISA | university of south africa

DEPARTMENT: PUBLIC ADMINISTRATION AND MANAGEMENT
RESEARCH ETHICS REVIEW COMMITTEE

Date: 18 June 2018

Ref #: PAM/2018/014 (Moila)
Name of applicant: Mr MR Moila
Student#: 31614086

Dear Mr Moila

Decision: Ethics Clearance Approval 18 June 2018 to 17 June 2021

Name: Mr MR Moila, student#: 31614086, moilarichard@gmail.com, tel: 012 429-6736

[Supervisor: Prof RH Nengwekhulu, tel: 012 429-3746, Nengwrh@unisa.ac.za]

Research project 'An analysis of the nature and role of leadership in service delivery at the City of Johannesburg' **Qualification:** PhD (Public Administration)

Thank you for the application for **research ethics clearance** by the Department: Public Administration and Management: Research Ethics Review Committee, for the above mentioned research. Ethics approval is granted for the period **18 June 2018 to 17 June 2021**. If necessary to complete the research, you may apply for an **extension** of the period.

The decision will be tabled at the next College RERC meeting for notification/ratification.

For full approval: The application was **expedited and reviewed** in compliance with the *Unisa Policy on Research Ethics* and the *Standard Operating Procedure on Research Ethics Risk Assessment* by the RERC on 14 June 2018.

The proposed research may now commence with the proviso that:

1) The researcher will ensure that the research project adheres to the values and principles expressed in the Unisa Policy on Research Ethics.

University of South Africa
Preller Street, Muckleneuk Ridge, City of Tshwane
PO Box 392 UNISA 0003 South Africa
Telephone +27 12 429 3111 Facsimile +27 12 429 4150
www.unisa.ac.za

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 this Ethics Review Committee.

3) The researcher will conduct the study according to the methods and procedures set out in the approved application.

4) Any changes that can affect the study-related risks for the research participants, particularly in terms of assurances made with regards to the protection of participants' privacy and the confidentiality of the data, should be reported to the Committee in writing, accompanied by a progress report.

5) 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, among others, the **Protection of Personal Information Act** 4/2013; **Children's Act** 38/2005 and **National Health Act** 61/2003.

6) Only de-identified research data may be used for secondary research purposes in future on condition that the research objectives are similar to those of the original research. Secondary use of identifiable human research data requires additional ethics clearance.

7) Field work activities **may not** continue after the expiry date given. Submission of a completed research ethics progress report will constitute an application for renewal of Ethics Research Committee approval.

Kind regards

Ms C Alers
Chairperson:
Research Ethics Review Committee
alersc@unisa.ac.za

Prof MT Mogale
Executive Dean: CEMS

ANNEXURE 4: PERMISSION TO CONDUCT THE RESEARCH

City of Johannesburg
Department of Corporate & Shared Services
Office of the Group Head: Group Human Capital Management

6th Floor, B Block	PO Box 1049	Tel: +27(0) 11 407 6926
Metropolitan Centre	Johannesburg	Fax +27(0) 11 339 1875
158 Civic Boulevard	South Africa	
Braamfontein	2000	www.joburg.org.za

Memorandum

TO : Madidimalo Richard Moila
University of South Africa
PHD in Public Administration and Management

FROM : Enoch Mafuyeka
Deputy Director: Employee Relations and Development

DATE : 15 May 2018

SUBJECT : **RESPONSE ON THE REQUEST TO CONDUCT A RESEARCH ON TOPIC "AN ANALYSIS OF THE NATURE AND ROLE OF LEADERSHIP IN SERVICE DELIVERY AT CITY OF JOHANNEBURG MUNICIPALITY"**

The above matter refers to the letter received on the 14 May 2018 in which a request was made to conduct a research in the City of Johannesburg.
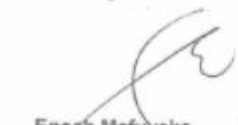
The City of Johannesburg hereby grants permission to conduct the above-mentioned study, on the provision that proof of granting ethical clearance be provided prior to commencement of the study.

Please note that on completion of the study, a copy of the research report should be submitted to the City of Johannesburg in honour of your commitment.

The City of Johannesburg wishes you the best during the period of research.

Please do not hesitate to contact us if we can be of further assistance.

Kind Regards

Enoch Mafuyeka
Deputy Director: Employee Relations and Development
Tel: (011) 407-7250
Email: Enochm@joburg.org.za

15/05/2018

Page 1 of 1

ANNEXURE 5: CONFIRMATION LETTER OF EDITING

Laureen Bertin & Associates
Documentation, Governance and Organisational Support
P O Box 87470 Houghton 2041
Johannesburg, South Africa
Telephone 011-495 9252 / 082 685 4043
laureen@lbassociates.co.za/laureenbertin@absamail.co.za

02 April 2021

TO WHOM IT MAY CONCERN

This serves to confirm that the PhD Research Report for Mr Madidimalo Richard Moila entitled

AN ANALYSIS OF THE NATURE AND ROLE OF LEADERSHIP IN SERVICE DELIVERY AT THE CITY OF JOHANNESBURG METROPOLITAN MUNICIPALITY

was edited by myself in accordance with recognised academic principles.

Please feel free to contact the writer if further information is required.

Yours faithfully

LAUREEN BERTIN

ANNEXURE 6: NUMBER OF PARTICIPANTS ACCORDING TO STRATA

Participants	Date	Age	Gender	Race	Highest Grade passed	Highest Qualification obtained	Residential area	Specialty: Experienced/ Trained	Years worked/ lived at COJ	
Elected leaders										
Elected leader 1	04/08/18	55	Female	Black	9	None	Informal area	Experienced	07 years	
Elected leader 2	22/08/18	35	Male	Black	11	None	Informal area	Both	15 years	
Elected leader 3	15/09/18	45	Male	Black	12	Diploma	Semi-urban	Both	07 years	
Elected leader 4	23/09/18	50	Female	Black	12	Certificate	Informal area	Trained	07 years	
Elected leader 5	10/10/18	60	Female	White	12	Various Diplomas	Urban	Trained	02 & half years	
Elected leader 6	04/11/18	53	Female	Black	11	None	Informal area	Both	07 years	
Elected leader 7	17/11/18	46	Male	Black	10	None	Informal area	Trained	03 years	
Elected leader 8	03/12/18	58	Male	White	12	Diploma	Urban	Both	07 years	
Elected leader 9	09/12/18	51	Male	Indian	12	Various Diplomas	Urban	Both	05 years	

Bureaucratic leaders										
Bureaucratic leader 1	05/07/18	58	Female	White	12	Honours degree	Urban	Trained	10 years	
Bureaucratic leader 2	16/07/18	55	Male	Black	12	Gov Certificate	Urban	Trained	24 years	
Bureaucratic leader 3	07/08/18	51	Male	Black	12	Degree	Urban	Both	10 years	
Bureaucratic leader 4	21/08/18	45	Male	Black	12	Degree	Urban	Both	07 years	
Bureaucratic leader 5	08/09/18	35	Male	Black	12	Diploma	Urban	Both	10 years	
Bureaucratic leader 6	18/09/18	47	Male	Black	12	Post graduate degree	Urban	Both	07 years	
Bureaucratic leader 7	11/10/18	38	Male	Black	12	Post graduate diploma	Semi-urban	Trained	04 years	
Bureaucratic leader 8	16/10/18	44	Male	Black	12	Post graduate degree	Urban	Trained	10 years	
Bureaucratic leader 9	04/12/18	42	Male	Black	12	Diploma	Urban	Trained	07 years	
Bureaucratic leader 10	20/01/19	42	Male	Black	12	Honours degree	Urban	Trained	12 years	
Trade union leaders										
Trade union leader 1	06/09/18	43	Male	Black	12	Diploma	Semi-urban	Both	08 years	
Trade union leader 2	23/09/18	29	Male	Black	12	Certificate	Informal area	Experienced	12 years	

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Trade union leader 3	12/10/18	33	Female	Black	12	Certificate	Urban	Trained	08 years	
Trade union leader 4	21/10/18	37	Female	Coloured	12	None	Urban	Trained	10 years	
Trade union leader 5	25/11/18	40	Male	Black	12	None	Urban	Both	13 years	
Trade union leader 6	08/12/18	45	Male	Black	12	None	Urban	Trained	16 years	
Trade union leader 7	06/01/19	35	Male	Black	12	Certificate	Semi-urban	Trained	10 years	
Community leaders										
Community leader 1	28/07/18	37	Male	Black	12	Certificate	Informal area	Trained	16 years	
Community leader 2	15/08/18	44	Male	Black	12	BA degree	Informal area	Activist	28 years	
Community leader 3	19/08/18	39	Male	Black	12	Diploma	Informal area	Both	25 years	
Community leader 4	15/09/18	42	Female	Black	12	Degree	Urban	Activist	42 years	
Community leader 5	08/11/08	33	Male	Black	12	Nome	Informal area	Activist	15 years	
Community leader 6	08/11/18	37	Male	Black	12	Diploma	Informal area	Trained	06 years	
Community leader 7	10/11/18	41	Male	Black	12	Diploma	Informal area	Activist	25 years	
Residents										

Resident 1	30/06/18	43	Male	Black	12	Honours degree	urban	Educator	24 years	
Resident 2	07/07/18	44	Male	Black	12	Honours degree	urban	Teacher	15 years	
Resident 3	04/08/18	38	Male	Black	12	Certificate	Informal area	Trained	18 years	
Resident 4	18/08/18	52	Male	Black	12	Diploma	urban	Trained	52 years	
Resident 5	25/08/18	38	Female	Black	12	Certificate	Informal area	Both	11 years	
Resident 6	01/09/18	34	Female	Black	12	Certificate	Informal area	Both	14 years	
Resident 7	23/09/18	22	Female	Black	12	Teacher's degree	Informal area	Trained	22 years	
Resident 8	06/10/18	44	Male	Black	12	2 honours degree	Urban	Professional	30 years	
Resident 9	26/10/18	53	Female	Black	12	Diploma	Informal area	Both	20 years	
Resident 10	27/10/18	34	Female	Black	12	None	Informal area	None	15 years	
Resident 11	27/10/18	33	Female	Black	12	Certificate	Informal area	Trained	10 years	
Resident 12	27/10/18	44	Female	Black	12	Certificate	Informal area	Both	13 years	
Resident 13	09/11/18	52	Male	Black	12	Diploma	Urban	Trained	52 years	
Resident 14	13/11/18	32	Male	Black	12	Degree	Urban	Trained	05 years	
Resident 15	25/11/18	37	Female	Black	12	Studying for diploma	Informal	Both	05 years	

								area			
Resident 16	16/0119	55	Male	Black	12	Post graduate degree	Urban	Both	55 years	
Resident 17	23/01/19	46	Female	Black	12	Honours degree	Urban	Trained	22 years	
Resident 18	25/01/19	38	Female	Black	12	Degree	Urban	Trained	18 years	

Total number of participants: 51

Response rate of eighty-one percent (81%) was achieved.