

**AN INVESTIGATION INTO CITIZENS' TRUST IN SERVICE DELIVERY IN
MAKHADO MUNICIPALITY, LIMPOPO PROVINCE, SOUTH AFRICA.**

By

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MINI-DISSERTATION

Submitted in partial fulfilment of the requirements for the degree of

MASTER OF PUBLIC ADMINISTRATION AND MANAGEMENT

in the

FACULTY OF MANAGEMENT AND LAW

(Turfloop Graduate School of Leadership)

at the

UNIVERSITY OF LIMPOPO

SUPERVISOR: DR F GANDA

2018

DEDICATIONS

The study is firstly, dedicated to my heavenly Father who gave me strength, wisdom and knowledge to undertake and complete this work. Secondly, I dedicate this dissertation to my two precious children *Mukonazwothe* and *Rolivhuwa Nefale*, for their understanding, love and support throughout my studies.

DECLARATION

I declare that AN INVESTIGATION INTO CITIZENS' TRUST IN SERVICE DELIVERY IN *MAKHADO* MUNICIPALITY, *LIMPOPO*, SOUTH AFRICA is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references and that this work has not been submitted before for any other degree at any other institution.

Nefale M.D (Ms)

Date

ACKNOWLEDGEMENTS

I want to thank the following persons for their respective contributions to this dissertation:

My Mother, Rose *Hlangani*, for teaching me that education is the key to success.

My siblings, Nelly, Oriel, Joyce, Peggy and Glendar, for believing in me.

My husband, *Nefale Musiiwa*, for his unconditional love and support.

A special thank you to my supervisor, Dr *Ganda*, for his guidance, support and encouragement.

To the respondents, for taking time off from their busy schedules to participate in the study.

The *Makhado* Local Municipality for giving me permission to conduct the study.

ABSTRACT

The purpose of the study was to investigate citizens' level of trust in service delivery in *Makhado* Municipality by assessing the relationship between the performance of local government and the level of trust of citizens in the Municipality. In addition, the study sought to establish whether citizens' involvement in decision-making in local government has an effect on their level of trust; and to establish the approaches which are important to improve citizens' trust in local government. Data was collected through a questionnaire which was administered to 100 residents of *Makhado* Municipality. The findings of the study revealed that the citizens of *Makhado* Municipality do not trust in the service delivery in the Municipality. Residents are dissatisfied with most of the services they are receiving from the Municipality. It was determined that water shortage is the biggest problem in the Municipality, and residents spend days without water which poses serious risks to their health. Housing provision is another area that residents are displeased with. There is no transparency in the allocation of RDP houses, nepotism and corruption are rife and the quality of these houses is also poor. The area of roads and storm water supply is also of concern. Roads and streets in the municipality are in a bad state with potholes everywhere. Some roads and streets that were tarred have been turned into gravel roads, gravel roads in villages are also in a bad state of disrepair because they are not consistently maintained. The findings further revealed that service delivery challenges in the Municipality are caused by a lack of consultation and leadership, as well as corruption and if these three factors are addressed, service delivery will improve and trust would be fostered amongst citizens. This study recommends that the Municipality should develop its own anti-corruption strategies; invest in research and form partnerships with tertiary institutions; improve public participation and consultation; and collaborate with other government departments. Unfortunately, the research findings cannot be generalised to other municipalities since they differ in terms of categories and responsibilities. Nonetheless, some ideologies of the recommendations can be applied to other municipalities.

KEY WORDS

Service delivery, trust, government, citizens, councillors, municipality, consultation, basic services, poor performance, corruption, integrated development plan and Acts.

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LIST OF ACRONYMS

ANC	African National Congress
ACPD	African Christian Democratic Party
ASGISA	Accelerated Shared Growth Initiative of South Africa
COGTA	Cooperative Governance and Traditional Affairs
DA	Democratic Alliance
EFF	Economic Freedom Fighters
GEAR	Growth, Employment and Redistribution
IDP	Integrated Development Plan
LGNF	Local Government Negotiation Forum
NDP	National Development Plan
NGP	New Growth Path
NGOs	Non-Governmental Organisations
NSDP	National Spatial Development Perspective
PAC	Pan Africanist Congress
RDP	Reconstruction and Development Policy
SALGA	South African Local Government Association
SANCO	South African National Civic Organisation

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

The government exists to provide services to its citizenry. The Republic of South Africa consists of three spheres of government namely national, provincial and local government. Chapter 7 of the Constitution divides the local sphere of government into three categories, namely Metropolitan (Category A), District (Category C) and Local municipalities (Category B). Metropolitan municipalities are located in large, densely populated areas, with strong, complex and diverse economies, and have exclusive municipal executive and legislative authority in their respective areas. Conversely, district municipalities are predominantly located in much poorer, sparsely populated rural areas. The district municipalities are tasked with the responsibility of coordinating with other spheres of government and with planning and resource allocation across their constituent local municipalities. Local municipalities (Category B) share municipal executive and legislative authority in their areas with the Category C municipality within whose area it falls. *Makhado Municipality* falls under Vhembe District Municipality and is a Category B municipality. Local government is the sphere of government that is closest to the people.

Being the government closest to the people, it is to be expected that a core function of municipalities is the rendering of a variety of basic but essential services to the community within its jurisdiction. The provision of services by municipalities is a constitutional obligation. Part B of Schedule 5 of the Constitution, concerning functions falling concurrently within the national and provincial competence constituent units, identifies the following services that fall within the ambit of local government and its municipalities, namely water; electricity; town and city planning; road and storm water drainage; waste management; emergency services for example firefighting; licenses; fresh produce markets; parks and recreation; security; libraries; and economic planning (Koma 2010:113). Since the inception of

government, several legislations have been put in place to ensure that service delivery is enhanced in the local sphere.

Some of the legislation that has been introduced includes the *White Paper on Local Government, 1998* ; *Municipal System Act, 2000 (Act 32 of 2000)*, *Municipal Structures Act, 1998 (Act 117 of 1998)*, and *Municipal Finance Management Act, 2003 (Act 56 of 2003)*. These legislations were welcomed and supported by citizens. This is proven by the fact that since the African National Congress (ANC) led government came into power in 1994, they have never lost an election. They have won five elections in succession with majority rule. The ANC Government has been in power for over 23 years, this clearly indicates that the majority of South Africans somehow believe in the government. In 2004 South Africa witnessed the first service delivery protest and since then a number of service delivery protests have been reported. The ANC led government has also been characterised by corruption and other maladministration but this has not stopped the citizens from supporting the government (Enca 2016).

With all frameworks and policies in place, service delivery is still a challenge in South African municipalities, with the majority of citizens without basic services such as water, roads, and housing, especially in rural communities. Municipalities, particularly in rural areas, are underdeveloped and without the satisfactory capacity to render quality services to the citizens. Huge service delivery backlogs, poor communication and accountability relationships with communities, corruption and fraud, poor financial management such as negative audit opinions, and intra- and inter-political party issues, are some of the challenges that confront municipalities (Department of Cooperative Governance and Traditional Affairs 2009:4). Due to these massive challenges, service delivery moves at a very slow pace that frustrates the service users who then resort to violent service delivery protests in order to express their frustrations and make their voices heard.

Makhado Municipality is not excluded from the list of municipalities in South Africa that experience service delivery challenges. The municipality currently faces various developmental challenges that need to be addressed through service delivery. These challenges range from the provision of basic services such as water, roads

and electricity, to the issues of poverty and unemployment (*Makhado Local Municipality 2012:62*). When municipalities fail to deliver on their obligations, the community suffers. The same community is expected to trust, cooperate and work together with government and support all activities of the municipality. This study seeks to investigate whether South Africans have trust in Local government by assessing citizens' perceptions of service delivery in the *Makhado Municipality*.

1.2 PROBLEM STATEMENT

During the apartheid regime black South Africans lived in abject poverty. Communities, especially in rural areas, were underdeveloped with very limited resources. Before coming into power the ANC made promises to end the sorrows of apartheid. South Africans had hoped that by voting the ANC into power their challenges would be addressed (*Twala 2012:203*). After winning the elections in 1994 the ANC led government crafted legislation, such as the Constitution and the Reconstruction and Development Policy (RDP) that was to be used to guide the transformation. These developments brought hope and created high expectations from South Africans that their challenges would be addressed.

Over two decades after the end of apartheid in South Africa, more than fifty per cent of communities still do not receive acceptable delivery of public services, especially in rural areas. A number of government-funded projects have been established, aimed at improving public service delivery in all spheres of government. Despite the numerous efforts, service delivery in South Africa remains challenging, especially in the local government sphere (*Hanyane & Naidoo 2015*).

Makhado Municipality also faces service delivery challenges. Most rural communities in the municipality do not have access to water at household level. The water backlog is estimated at approximately 38 204 households receiving water below RDP level (*Makhado Local Municipality 2012:14*). In 2012 AfriForum approached the court to force the Municipality to adhere to their constitutional responsibilities regarding water supply to the community (*De Waal 2012:1*). In 2015 the residents of Watervaal Township in *Makhado Municipality* protested against poor service delivery.

There is a huge service infrastructure backlog in the municipality. About 34 693 households are without electricity. The roads in *Makhado* Municipality are in a bad condition and require upgrading. About 16 807 people stay in houses that are below the required RDP standard and the current housing locations are insufficient to meet the set targets. There are no formal sport and recreation facilities in the rural areas (*Makhado* Local Municipality 2012:27)

Municipalities have been created to provide basic services such as, inter alia, clean water, sanitation, housing, roads, safety and electricity provision. If municipalities are unable to provide and meet these basic community needs, trust in municipalities by residents diminishes, giving rise to community unrest and conflict.

1.3 MOTIVATION/ RATIONALE FOR THE STUDY

Local government is the sphere of government that is closest to the people and is supposed to deliver many basic services. Citizens define government according to the services they receive from the municipalities. *The Constitution of the Republic of South Africa, 1996* mandates the local government to be responsive to the needs of the local community (South Africa 1996:74). This study is important to undertake because it will inform the local government of how citizens perceive the institution and its services. This will help enhance service delivery because the municipality will be able to identify the weaknesses of their policies and close the identified gaps and strengthen their best practices. Enhanced service delivery will help improve government's image which will in turn encourage good working relations and cooperation between government and communities. It will further assist the municipality to focus on issues that are of importance to the residents and to effectively and efficiently utilise government resources. It will also serve as an effective tool for local government and policy makers when developing and amending policies since the findings of the research will familiarise them with what the community rates as important in developing their residential areas.

1.4 SIGNIFICANCE OF THE STUDY

Since 2005 South African Government has witnessed several service delivery protests, some of which were recorded in *Makhado* Municipality. Some of these protests turned violent resulting in the loss of property and innocent lives. These service delivery protests were mainly caused by communities dissatisfied with government services and the manner in which they were rendered. Some were caused by unfulfilled promises made by politicians during election campaigns while others were allegedly caused by a lack of proper public consultation, engagement and participation.

If this research is not conducted, service delivery protests are likely to increase in the country and in the municipality. The research results will be made available to the Municipality, government departments and other stakeholders working closely with the Municipality in order for them to identify and address the gaps or policy areas affecting service delivery. It will also be made available to citizens for them to note key issues that can be raised in relevant forums.

1.5 AIM OF THE STUDY

This study aims to investigate whether South Africans have trust in Local government by assessing citizens' perception of service delivery in the *Makhado* Municipality

1.6 OBJECTIVES

The objectives of this study are:

- To investigate the relationship between the performance of local government and the level of trust of citizens in the *Makhado* Municipality;
- To establish whether citizens' involvement in decision-making in local government has an effect on their level of trust in the *Makhado* Municipality; and
- To establish what approaches are important to improve citizens' trust in local government.

1.7 RESEARCH QUESTIONS

Given the research objectives mentioned above, the research questions of this research are:

- How does the performance of Local government affect the level of trust of citizens in the *Makhado* Municipality?
- Do citizens' involvements in decision-making in local government influence their level of trust in the *Makhado* Municipality?
- What approaches are important to improve citizens' trust in local government?

Hypotheses 1

Null hypothesis ($H_0: \beta_0=0$): If citizens are satisfied with services provided by their local government, they will have more trust in local government than those who are less satisfied.

Alternative hypothesis ($H_1: \beta_0 \neq 0$): If citizens are dissatisfied with services provided by their local government, they will have less trust in local government than those who are more satisfied.

Hypothesis 2

Null hypothesis ($H_0: \beta_0=0$): Those who participate in the decision-making process of local government show more trust than those who do not participate.

Alternative hypothesis ($H_1: \beta_0 \neq 0$): Those who do not participate in the decision-making process of local government show less trust than those who do participate.

1.8 DEFINITION OF CONCEPTS

Trust: Trust is understood to be originating from the German word *Trost*, meaning comfort and implies instinctive, unquestioning belief in and reliance upon something. Trust can be, and often is, instinctive, un-strategised and freely given (Herbert 2006:7).

Effective Service Delivery is defined as the provision of public services in a manner that meets public expectation. Services relate to the provision of tangible goods and intangible services themselves (Venter, Van der Walt, Phutiagale, Khalo, Van Niekerk, & Nealar 2007:148).

Local government: That level of government which is commonly defined as a decentralized, representative institution with general and specific powers devolved to it by a higher tier of government (central or provincial) within a geographically defined area. Local government is the sphere of government that interacts most closely with citizens through service delivery and that can respond most speedily and effectively to local problems (Bayat, Ismail, & Meyer 1997:19).

Developmental Local Government: The *White Paper on Local Government, 1998* defines developmental local government as a government committed to working with the citizens and groups within the community to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives (South Africa 1998a).

Integrated Development Plan (IDP): The *Municipal System Act, 2000* (Act 32 of 2000), defines an Integrated Development Plan (IDP) as a plan which has to be adopted by each municipality council within a prescribed period after the start of its election term (South Africa 2000a:36). The IDP adopts a single, inclusive and strategic plan for the development of the municipality. *Makhado* Local Municipality (2012:1), defines an IDP as a process through which a municipality prepares a strategic development plan which extends over a five-year period. It is regarded as a principal strategic planning instrument that guides and informs planning, budgeting, management and decision making processes in the municipality.

1.9 OUTLINE OF THE DISSERTATION

This dissertation is presented in five chapters.

Chapter One: Introduction

This chapter covers the introduction, problem statement, motivation/ rationale and the significance of the study. It looks at the aim of the study, the objectives, research questions/ hypotheses, and the definitions of concepts.

Chapter Two: Literature review

The chapter examines the theoretical and conceptual foundation of service delivery and public trust. It explains the definition of service delivery, the legal mandate, the historical and political perspective, and the overview of service delivery. It further examines the theoretical perspective of trust with a special focus on the definition, and importance of public trust. It again scrutinises whether public trust is increasing or decreasing and concludes by focusing on strategies that can be adopted to nurture public trust.

Chapter Three: Research methodology

This chapter explains the research design, method of data collection, population and the sampling method adopted for the study.

Chapter Four: Research finding, data analysis and interpretation

This chapter presents the findings of the research, analyses and interprets the data.

Chapter Five: Summary, recommendations and conclusion

The chapter gives the summary of the main findings, overall conclusions of the study and recommendations and suggestions for further research.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter explains the theoretical and conceptual foundation of service delivery and trust. It is divided into two main parts. The first part deals with service delivery and the second part with the theories of public trust. The first section commences with the definition of service delivery, and proceeds with the legislative, historical and political perspectives of service delivery. It ends with an overview of public service delivery in the local government. The second section looks at the theoretical perspective of public trust, focusing on the definition and the importance of public trust. It further looks at whether trust is increasing or declining in South Africa, and concludes by focusing on strategies that can be employed to nurture public trust.

2.2 THE CONCEPT OF SERVICE DELIVERY IN SOUTH AFRICA

Service delivery is defined as the provision of public activities, benefits or satisfaction. Service relates to the provision of tangible goods and to intangible services themselves (Venter et al 2007:147). Local government is the sphere of government closest to the people and is tasked with the development and provision of municipal goods, benefits, activities and satisfactions that are deemed public, to enhance the quality of life in local jurisdictions. Providing sustainable and effective municipal services is the main reason for the existence of local government (South Africa 2017).

The *Municipal System Act, 2000 (Act 32 of 2000)*, requires municipalities to give priority to the basic needs of the local community, promote its development, and ensure that all residents have access to at least the minimum level of basic services (South Africa 2000a:20). According to Tsatsire, Taylor and Raga (2010:278) basic services refers to a service that is necessary to ensure an acceptable and reasonable quality of life, and, if not provided, would endanger public health or safety or the environment. Basic services include water, sanitation, and refuse removal. These services can be provided by the municipality itself or through other alternative service delivery methods in terms of the Local Government The *Municipal System Act, 2000 (Act 32 of 2000)*. Local Government is also expected to render limited free

basic services. For example, basic water at 6000 litres (6ki) per household per month and basic electricity at 50 kilowatt hours per household per month to communities who cannot afford to pay for municipal services (Tsatsire, *et al.* 2010:273).

The process of delivering a service by an institution involves interaction between the institution and individuals working in the institution, and the people seeking the service. Interaction needs a congenial environment which involves smooth dealing skills, honesty and a helping attitude on the part of the staff working in the institution. This leads people to trust in the individual in particular and in the institution in general (Bhakta, 2010:1). Trust links ordinary citizens to the institutions that are intended to represent them. Bak and Askvik (2005:1) in Bhakta (2010:19) opines that trust relationships in and with public institutions is crucial for social and economic growth. People's trust in an institution is an intangible element. It carries an abstract idea which is largely determined by people's desire and expectation, perception, need and so forth, in relation to a service provider either located in government (at central or local level) or in the non-government sector. Trust in an institution is built primarily through the quality of the service it delivers to the citizens along with other factors. Institutions use human as well as non-human resources to produce an output which ends with its delivery to the people.

The context and essence of service delivery in South Africa can be viewed from many perspectives including a legislative, historical, and political perspective. As all legislatures derive its existence from the Constitution of the country, it is vital that the constitutional mandate of service delivery in South Africa be discussed.

2.3 THE CONSTITUTIONAL AND LEGISLATIVE MANDATE OF SERVICE DELIVERY

In order to have a broader view of service delivery in South Africa it is vital to examine the legislative frameworks governing it. The following legislative mandates of service delivery are discussed below: *The Constitution of the Republic of South Africa, 1996*; *the White Paper on Local Government, 1998*; *the Municipal System Act, 2000*(Act 32 of 2000): *the Municipal Structures Act, 1998* (Act 117 of 1998), *the*

Municipal Finance Management Act, 2003 (Act 56 of 2003); and the White Paper on Transforming Public Service, 1998.

2.3.1 The Constitution of the Republic of South Africa, 1996.

In 1994, South Africa became a democratic state, following the general elections that took place on 27 April 1994. The elections heralded the end of the apartheid era, in which the approach to development was that of 'apartness', and 'segregation', as opposed to integrated development. These elections also paved the way for the establishment of local authorities based on democratic principles that allow residents to participate in planning and decision-making regarding matters affecting their general welfare (Shaidi 2013:51).

In order to govern the new democratic state a new constitution was instituted known as the *Constitution of the Republic of South Africa, 1996*. In terms of Section 1 of the Constitution:

- a. The Republic of South Africa is one, sovereign state founded on the following values:
 - i. Human dignity, the achievement of equality and the advancement of human rights and freedoms;
 - ii. Non-racialism and non-sexism;
 - iii. Supremacy of the Constitution and the rule of law; and
 - iv. Universal adult suffrage, a national common voter's roll, regular elections and multi-party system of democratic government, to ensure accountability, responsiveness and openness.

In terms of Section 3(1)-(3) of the *Constitution of the Republic of South Africa, 1996*:

- f. There is a common South African citizenship;
- g. All citizens are:
 - i. Equally entitled to the rights, privileges and benefits of citizenship; and
 - ii. Equally subject to the duties and responsibilities of citizenship
- h. National legislation must provide for the acquisition, loss and restoration of citizenship.

Chapter two of the *Constitution of the Republic of South Africa, 1996* clearly indicates the rights that South Africans have and some of these rights include:

- (a) Everyone has a right to life
- (b) Everyone has the right to freedom of expression which include freedom to receive or impart information or ideas
- (c) Everyone has the right, peacefully and unarmed, to assemble, to demonstrate, to picket and to present petition
- (d) Everyone has the right to have access to adequate housing
- (e) Everyone has the right to access to sufficient food and water and;
- (f) Everyone has the right to access to any information held by the state

Section 15 (i) of the *Constitution of the Republic of South Africa, 1996* states that the local sphere of government must be established for the whole of the territory of the Republic. Currently South Africa has a total number of 284 municipalities of which *Makhado* is one. The Constitution also positions local government as an independent sphere of government, interrelated with and interdependent on the national and provincial governments.

Section 152 of the *Constitution of the Republic of South Africa, 1996* indicates the following as the objectives of the local government:

- To provide democratic and accountable government for local communities;
- To ensure the provision of services to communities in a sustainable manner;
- To promote social and economic development;
- To promote a safe and healthy environment; and
- To encourage the involvement of communities and community organisations in the matters of local government.

Section 195(i) specifies how the Public Office should be governed. It clearly states that public administration must be governed by the democratic values and principles enshrined in the Constitution which include the following:

- a. A high standard of professional ethics must be promoted;
- b. Efficient, economic and effective use of resources must be promoted;
- c. Public administration must be development-oriented;

- d. Services must be provided impartially, fairly, equitable and without bias;
- e. People 's needs must be responded to, and the public must be encouraged to participate in policy making;
- f. Public administration must be accountable;
- g. Transparency must be fostered by providing timely, accessible and accurate information; and
- h. Good human resource management and career-development practices, to maximise human potential, must be cultivated.

The Constitution serves as the supreme law of the country and any other legislation, policies or conducts that are not consistent with it become null and void. It is noticeable from the Constitution that the state should prioritise the needs of all South African citizens. Chapter two of the Constitution makes it clear that access to basic services such as water, sanitation, and electricity is a human right and it is the responsibility of the state to deliver these services. It further indicates that state resources should be used in an effective, efficient and economical manner. In order to improve and promote the quality of lives of all South Africans, the local government is expected to play a developmental role. A number of pieces of legislations were introduced in order to assist the local sphere to be developmentally orientated. Amongst these legislations is the *White Paper on Local Government, 1998* which is discussed below.

2.3.2 *White Paper on Local Government, 1998*

The *White Paper on Local Government, 1998* requires municipalities to be developmentally oriented. It defines developmental local government as local government committed to working with citizens and groups within communities to find sustainable ways to meet their social, economic and material needs and improve the quality of their lives. It further states that developmental local government must play a central role in representing our communities, protecting our human rights and meeting our basic needs. It must focus its efforts and resources on improving the quality of lives of our communities, especially those members and groups within communities that are most often marginalised or excluded such as women, disabled people and very poor people.

Koma (2012:109) further defines developmental local government as one that puts economic development as the top priority and is able to design effective instruments to promote such an objective. The instruments identified include, inter alia, forging new formal institutions; the weaving of formal and informal networks of collaboration between citizen and officials; and the utilisation of new opportunities for trade and profitable production. Developmental local government is not constrained by ideology, but rather able to switch gears effortlessly from market to government-directed growth, or vice versa depending on the contingent circumstances. Often it combines both market and state direction in a synergistic manner when the opportunity arises.

Van der Waldt (2015:25) states that the purpose of developmental local governance is to solve common national development problems, to create new development opportunities and to achieve common national development goals. This should be done through local stakeholder involvement and community participation that fosters the principles of local democracy. Developmental local governance is about creating a better future for communities through the promotion of local socioeconomic development programmes and projects. It also requires strong and capable institutions, systems, strategies, policies, processes and procedures to promote grassroots development (Van der Walt 2015:26).

The *White Paper on Local Government*, 1998 stipulates the following as the characteristics of developmental local government:

- Maximising social development and economic growth
- Integrating and coordinating
- Democratising development, empowering and redistribution.
- Leading and learning

Developmental local government needs to comply with various requirements and the Department of Cooperative Governance and Traditional Affairs has identified various issues to be addressed to establish an ideal developmental municipality. These issues include the constitutional responsibility of the local government to provide for

the basic needs of the local people, with sustainable service delivery, and the promotion of social and economic development, and a clear responsibility outlined for all officials regarding capacity and financial resources to carry out all functions (South Africa 2009:13).

Developmental local government, in terms of the *White Paper on Local Government, 1998* needs to provide the basic infrastructural services to local communities, create integrated and sustainable living areas, ensure local economic development and facilitate community empowerment and development.

Meyer (2014) states that the government's role in development is to remove barriers for development and show strong leadership and coordination with effective service delivery. Government also needs to step in if market forces fail, for example through skills training and land development. For government to be successful in development, it needs to have capacity and skills. The improvement of capacity for local government is one of the goals of the National Development Plan (NDP). Increased capacity and skills leads to increased service delivery. Political stability and commitment are just as important as economic and social stability.

Citizens and communities are concerned about the areas where they live; they are concerned about access to services and economic opportunities, mobility, safety, absence of pollution and congestion, proximity to social and recreational facilities and so on. Local government can impact on all these facets of people's lives. The key outcomes which developmental local government seeks to achieve are as follows;

- Provision of household infrastructure and services
- Creation of liveable, integrated cities, towns and rural areas
- Local economic development
- Community empowerment and redistribution

2.3.3 *Municipal System Act, 2000(Act 32 of 2000).*

The *Municipal Systems Act, 2000 (Act 32 of 2000)* provides the core principles, mechanisms and processes that are required to enable municipalities to move progressively towards the social and economic upliftment of local communities and ensure universal access to vital services that are affordable for all.

In terms of Section 23 of the *Municipal System Act, 2000 (Act 32 of 2000)*, a municipality must undertake developmentally-oriented planning so as to ensure that it:

- a) Strives to achieve the objectives of local government set out in Section 152 of the *Constitution of the Republic of South Africa, 1996*;
- b) Gives effect to its developmental duties, as required by Section 153 of the *Constitution of Republic of South Africa, 1996*; and
- c) Together with other organs of state, contributes to the progressive realisation of the fundamental rights contained in Sections 24, 25, 26, 27 and 29 of the *Constitution of the Republic of South Africa, 1996*.

For municipalities to deliver according to their mandates, the *Municipal System Act, 2000 (Act 32 of 2000)* requires them to establish and adopt an Integrated Development Plan (IDP). The IDP is a service delivery strategy which must reflect:

- The municipal council's vision for long-term development of the municipality with special emphasis on its critical development and transformation needs; and
- The council's development strategies and objectives which must be aligned with national or provincial sectorial plans and planning requirements binding the municipality in terms of legislation (South Africa 2000a:38).

When drafting the IDP, section 29(a) and (b) of the *Municipal System Act, 2000 (Act 32 of 2000)* stipulates that:

- i. The local community should be consulted on its development needs and priorities;
- ii. The local community should participate in the drafting of the Integrated Development Plan; and

iii. Organs of state, including traditional authorities and other role-players, are to be identified and consulted in the drafting of the Integrated Development Plan.

It is clear from the above that matters of public consultation and community participation in the decision-making process of local government are evidently provided for in the *Municipal System Act, 2000* (Act 32 of 2000).

2.3.4 *Municipal Structures Act, 1998 (Act 117 of 1998).*

The objective of the *Municipal Structures Act, 1998* (Act 117 of 1998) is to provide for the establishment of municipalities in accordance with the requirements relating to categories and types of municipalities; 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 municipalities; 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.

Section 8-10 of the *Municipal Structures Act, 1998* (Act 117 of 1998) provides for the establishment of three categories of municipalities in South Africa namely: Category A, Category B and Category C. Category A municipalities are metropolitans, Category B are local municipalities and Category C are district municipalities. *Makhado* Municipality is a Category B municipality

Section 18(1) of the *Municipal Structures Act, 1998* (Act 117 of 1998) indicates that each municipality must have a municipal council. Section 19 of the act states that the municipal council must strive within its capacity to achieve the objectives set out in section 152 of the Constitution and must also annually review:

- a. The needs of the community;
- b. Its priorities to meet those needs;
- c. Its processes for involving the community;
- d. Its organisational and delivery mechanisms for meeting the needs of the community; and
- e. Its overall performance in achieving the objectives.

It further says that a municipal council must develop mechanisms to consult the community and community organisations in performing its functions and exercising its powers.

Section 72 of the *Municipal Structures Act, 1998* (Act 117 of 1998) requires local municipalities establish ward committees. The powers and functions of ward committees are stipulated in section 74. A ward committee

- a. may make recommendations on any matter affecting its ward-
 - i. to the ward councillor; or
 - ii. through the ward councillor, local council, the executive committee, the executive mayor, and
- b. has such duties and powers as the local council may delegate to it in terms of section 32.

Section 84(i) of the *Municipal Structures Act, 1998* (Act 117 of 1998) stipulates the powers and functions of the local municipality. According to *Makhado Local Municipality* (2012:18), the powers and functions of the Municipality are listed below as follows:

- a. Integrated development planning for the whole municipal area
- b. Bulk electricity supply
- c. Waste Management
- d. Municipal roads and storm water
- e. Parks and recreation
- f. Establishment, conduct and control of cemeteries
- g. The receipt, allocation and distribution of grants provided to the municipality
- h. The imposition and collection of taxes, levies and duties as relating to the aforementioned functions
- i. Water services provider as per the Service Level Agreement signed between the Municipality and the Vhembe District Municipality

From the information provided above it is clear that the act Act is concerned about effective and efficient service delivery as it requires municipal councils to work closely with the community through ward committees to ensure that citizens' needs are met.

2.3.5 *Municipal Finance Management Act, 2003 (Act 56 of 2003).*

The *Municipal Finance Management Act, 2003 (Act 56 of 2003)* was promulgated with the objective to secure the sound and sustainable management of the financial affairs of municipalities and other institutions in the local sphere of government; and to establish treasury norms and standards for the local sphere of government. In terms of Section 23 of the *Municipal Finance Management Act, 2003 (Act 56 of 2003)*, when the annual budget of a municipality has been tabled, the municipal council must consider any views of:

- a. The local community; and
- b. The National Treasury, the relevant Provincial Treasury, and any provincial or national organs of state or municipalities that made submissions on the budget.

Once again, the importance of the views of the community in the financial and non-financial affairs of their local government is highlighted.

From the information provided in the *Municipal Finance Management Act, 2003 (Act 56 of 2003)*, it is clear that the act does not expect the municipality to work in silos but to involve everybody who is affected by the financial decisions taken by the municipality.

2.3.6 *White Paper on Transforming Public Service, 1998.*

The *White Paper on Transforming Public Service, 1998* stresses that the needs of the people should be put first. Improving service delivery also calls for a shift away from inward-looking, bureaucratic systems, processes and attitudes, and a search for new ways of working which put the needs of the public first, is better, faster and more responsive to the citizens' needs. It also means a complete change in the way the services are delivered.

The public service is currently perceived as being characterised by, for example, inequitable distribution of public service, especially in rural areas; lack of access to services; lack of transparency, openness and consultation on the required service standards; lack of accurate and simple information on services and standards which they are rendered; lack of responsiveness and insensitivity towards citizens' complaints; and discourteous staff. The *White Paper on Transforming Service Delivery, 1998* sets out the "Eight *Bath Pele*" principles which should be

implemented by all spheres of government. These principles are: consultation of service users, setting service standards, increasing access, ensuring courtesy, providing information, openness and transparency, providing redress and ensuring value for money. Batho Pele has served as a rallying cry for service delivery improvement since the policy's promulgation, but implementation has sometimes fallen short.

2.4 HISTORICAL PERSPECTIVE OF SERVICE DELIVERY IN SOUTH AFRICA

In order to understand the current state of service delivery in South Africa, it is essential to examine its origin. Below is the history of service delivery in South African local government.

2.4.1 Dutch East Indian Company (1652-1795)

Service delivery in local government is recorded to have started in 1652 when Jan Van Riebeeck arrived in South Africa with hundreds of Europeans and settled at the Cape of Good Hope. After their arrival the Dutch East India Company was established. The main aim of the company was to produce fresh produce and provide hospitalisation for sick traders moving from Western Europe to the East, and vice versa, as well as to make a profit for the company. The evolution of South African government is threefold, from commercial public administration (1665-1795), to pure local administration (1795-1999), and market-local public administration (2000 to date) (Binza, 2005:71).

During the Dutch East India Company era (1665-1799), perennial problems of local governance and service delivery existed and were aggravated by an increase in population. The authorities took a decision to levy taxes to improve and sustain service delivery. Other municipalities were then established to resolve the population growth challenges. The municipalities provided employment to local inhabitants and further created conducive conditions for private investors to improve the local economy so as to further employ local inhabitants. Municipalities of the time were governed by *Heemraden* – a council system used to solve farming disputes and *Landros* – a magisterial system used to manage local affairs (Binza, 2005:71).

2.4.2 First British occupation of the Cape (1795-1803)

The British landed in the Cape in 1795. The South African public service then changed from being commercial to public. The position of municipalities was consolidated and strengthened as they had to participate in the formulation and implementation of fiscal and monetary policies which aimed to improve the balance of payments, reduce the inflation rate, reduce the unemployment rate, and improve economic growth. The introduction of customs duties (tax on imports and exports used as an additional source of revenue for local services provided) marked the commitment of the then local authorities to realise the objectives of fiscal policy. However, local government structures and systems of governance were also introduced, namely the weak mayoral system, various committee systems, the career system, and the Westminster system in the local authorities. The 'burgher senate' system was developed to manage and administer municipal affairs (Morkel 2009).

2.4.3 Development during the Batavian government in the Cape (1803–1806)

The Batavian system of government was introduced on 1 March 1803. It prohibited public participation in the process of governance and administration. The Batavian system kept municipal administration detached from party politics, and introduced public responsibility and public efficiency in the management of municipal affairs. The Batavian government defined the functions of public servants so as to effectively meet the needs of the local inhabitants. The 'ward' system (i.e. the division of magisterial districts into manageable areas), which is used by modern democratic municipalities, was introduced during this era (The Batavian Republic 1803-1806 2011).

The *White Paper on Local Government*, 1998 states that the ward system ensures that elected local representatives are close to the communities they represent. It is aimed at ensuring that municipalities are more responsive to the needs of local inhabitants and that communities participate in the affairs of local government.

2.4.4 Second British occupation of the Cape (1806-1910)

The second British occupation of the Cape serves as a point of departure in explaining the constitutional and administrative developments of the public service in the Cape, which are of value in examining the foundations of the contemporary local sphere of government. The constitutional developments included the introduction of the *trias politica*s or the doctrine of separation of powers as Montesquieu expounds. This means that: (1) the legislative body is responsible to make laws, (2) the executive body is responsible to implement laws or policies, and (3) the judicial body to adjudicate when subjects trespass or act in conflict with the laws. The British introduced an English system of government. The *Municipal Corporations Act, 1806* (Act 18 of 1806) was promulgated, and has since been repealed. Emanating from the Act was the introduction of the concepts of a mayor, councillors, the Town Clerk (now called the Municipal Manager), council committees and wards (Binza 2005:73).

The administrative developments involved the formation of departments, and infrastructures were developed to accelerate service delivery and used for economic purposes. The South African public service during the British period (1806-1910) “went through various stages, ended with full representation as well as adequate and suitable legislative institutions. The public service started with minimal infrastructure and ended up with a fully developed departmental infrastructure in 1910” (Binza, 2005:73). The towns or cities that were established during this period were: Port Elizabeth in 1820, Durban in 1828, Bloemfontein in 1846, Pietermaritzburg in 1839, Pretoria in 1855, and Johannesburg in 1886 (Binza, 2005:73).

2.4.5 The Union of South Africa (1910-1961)

South Africa became a Union state in 1910 as provided for in the *The South African Act, 1909*(Act 41 of 1909), (Tsatsire, Raga, Tylor, & Nealer 2009:30). *The South African Act, 1909*(Act 41 of 1909) introduced the Westminster system of government and because it represented the aspiration of the whites only it led to the formulation of the African National Congress (ANC) in 1912. It was in terms of the Cape Municipal Ordinance No 9 of 1836, that provision was made for the existence of local authorities in the four provinces demarcated by the then apartheid government, namely: the Cape in 1836, Natal in 1847, Transvaal in 1853, and the Orange Free State in 1856. Furthermore, the *South African Act, 1909*(Act 41 of 1909) section 85

'made provincial councils responsible for municipal and other local authorities, and Section 93 provided that all powers, authority and functions lawfully exercised at the commencement of the Act shall be and remain in force until varied or withdrawn by Parliament or the provincial councils having powers in that behalf'(Tsatsire et al 2009:31). The Act further gave voting powers to the whites only; non-whites were legally not allowed to participate in the decision-making process at any government level. Advisory committees for black townships were established under the auspices of white municipalities and remained effective until 1971. Unrest became inevitable (Tsatsire et al 2009:31).

Types of local authorities which existed during the Union of South Africa

South Africa was endowed with heterogeneous municipalities that varied according to size, area of jurisdiction, powers, functions, and sources of revenue; and they were characterised by a lack of uniformity as well as mismanagement of financial resources. The magnitude of local governments formed after the inception of the Union in 1910 is examined below.

- Rural local authorities

Rural local authorities in South Africa were established by the Cape Parliament in 1855 and later managed and administered by the *Cape Divisional Council Ordinance Act, 1952 (Act 15 of 1952)*. In terms of this Ordinance they levied taxes on fixed properties and were dependent upon the Central and the Cape Provincial levels of government for funding. Rural local authorities were found in both jurisdictions of the Union and of the Homelands, the so-called Bantustans (Tsatsire et al 2009:31).

- Peri-urban local authorities

Peri-urban local authorities were categorically classified into rural and urban areas and varied in size. Some peri-urban local authorities were 'independent' in terms of legislation and financial resources, while others were 'dependent' either on the regional services councils or their respective provincial councils. Municipal services such as water, sanitation, storm water drainage, electricity and abattoirs, as well as street construction, were provided on behalf of the 'dependent' peri-urban local authorities (Klug 2010:43). In addition, the provincial councils carried out the process

of taxation on local dwellers. For example, black and coloured municipal bodies were under the auspices of white municipalities and regional services councils. The task of service provision by the provincial councils might have ceased once the 'dependent' authorities reached a suitable level of development which was envisaged by provincial councils or an urban local authority (Klug 2010:43).

- Urban local authorities

Urban local authorities in South Africa were established in terms of provincial legislation, that is, the *Local Government Ordinance Act*, 1945(Act 17 of 1945). These local authorities varied according to the size of their population, physical area covered, range of functions performed, powers and authority given, as well as the size of their bureaucracies. Due to 'push' factors in the rural areas and the 'pull' factors in the urban areas, black people engaged themselves in the process of urbanisation (i.e. the movement of people from rural areas to urban areas), and this led to the government of the time formulating laws which prevented blacks and whites from living together. As a result, they could not benefit equally in socioeconomic services delivered to them in the same area.

After the establishment of the Union of South Africa in 1910, several laws were promulgated which restricted the right of freedom of movement of the black people (Africans, Coloureds, and Indians). Examples of such laws include, *Black Labour Regulation Act*, 1911(Act 15 of 1911); *the Native (urban area) Consolidation Act*, 1945 (Act 25 of 1945); *The Native Land Act*, 1913(Act 27 of 1913); *The Group Areas Act*, 1996(Act 36 of 1966); and *The Rural Coloured Areas Act*, 1963 (Act 24 of 1963).

- Black local authorities

The black local authorities existed after the inception of the Union of South Africa in 1910 and prevailed in all four provinces constituting the Union. Although the local authorities were established at different times, they had similar goals of maintaining and strengthening the policy of segregation (Klug 2010:45). Black local authorities were characterised by poor standards of management and administration of service delivery caused by a shortage of skills in all areas of management, insufficient

financial resources, duplication and overlapping of activities, infrastructural backlogs, mismanagement of funds and corruption. This resulted in poor services being provided to black people which in turn resulted in the non-payment of services. Non-payment of services was not only used to show the anger of blacks against poor services, but also against the apartheid government. That made the fourth period of unrest in 1984 inevitable (Klug 2010:45).

2.4.6 South African Local Authorities under the Republic of South Africa (1961-1994 pre-election period)

South Africa became a Republic on 31 May 1961. Its foundations were laid in terms of the *Constitution of the Republic of South Africa, 1961*, which has since been repealed. With respect to the local authorities of the four provinces, the act provided that all by-laws would be subject to the approval of the administrator of the respective province before being enforced. Acts of parliament and provincial ordinances would control and specify the sources of revenue of local authorities. Section 84 of the *Constitution of Republic of South Africa, 1961* maintained that South African municipalities 'be made the responsibility of the provincial councils'(Binza 2005:80).

The inception of the Republic of South Africa did not bring any democratic changes that enhanced the welfare of each and every citizen of the country, but the *Constitution of the Republic of South Africa, 1961*, now repealed, further perpetuated separate areas for blacks and whites in the four provinces and thus maintained the provisions of the *South Africa Act, 1090(Act 41 of 1909)* (Governance and administration 2014). However, the municipalities were obliged to implement the apartheid policy. The grand apartheid policy implemented by the National Party from 1948 to 1994 was segregation. The policies of separate development led to eight million blacks losing their South African citizenship. In addition, the black local authorities were regarded as extensions of apartheid and the corollaries of the homeland system. South African municipalities during this period were characterised by, inter alia, their own management structures for black inhabitants, exclusion of black inhabitants from the municipal tax base, intentionally ignoring needs of rural people, political controversy, administrative constraints and financial backlogs (Binza 2005:80) .

Instead of harmony, protests against the distorted system of local government increased. Political organisations like the ANC, Pan Africanists Congress (PAC) and other anti-apartheid organisations protested against the non-democratic municipalities. Their argument was that they were undemocratic and illegitimate due to the following reasons: they were established to siphon off funds from the black areas to the white areas; they were pseudo-authorities ready to implement apartheid policies so as to inhibit blacks from participating in democratic governance, and decisions were imposed in a top-down fashion (Klug 2010:47).

Koma (2010:117) says that the intensity of the political reformation process took its toll when the black majority stated vehemently to the then authorities that they were not demanding imposed solutions, 'but rather the right to participate in the formulation of solutions'. The *White Paper on Local Government*, 1998, shows that slogans such as 'one city, one tax base' were used as a form of resistance to apartheid local government. The argument of black people that they were disadvantaged and discriminated against was inspired by the resolution of the 1969 ANC strategy and tactic *Mogorogoro* document which asserted that 'in our country - more than in any other part of the oppressed world - it is inconceivable for liberation to have meaning without a return of the wealth of the land to the people as a whole. It is therefore a fundamental feature of our strategy that victory must embrace more than formal political democracy. To allow the existing economic forces to retain their interest intact are to feed the root of racial supremacy and does not represent even the shadow of liberation' (Binza 2005:82). The drive towards national emancipation is therefore crucially bound up with economic emancipation. People are [have been] deprived of their due in the country's wealth, and poverty has been their life experience. The correction of these centuries-old economic injustices lies at the very core of our national aspirations. In the light of the above, change became inevitable so that the then State President, Mr FW De Klerk, announced on 2 February 1990 the unbanning of political parties and the release of political leaders. In addition, there were shifts in negotiations aimed at bringing about democracy.

2.4.7 Moving towards democratic local government

Democracy in South Africa was not achieved overnight. The country had to undergo several phases before it could finally attain it. This was due to the fact that several apartheid laws had to be repealed and new laws that fostered democracy had to be crafted. Below are the phases that the South African Government went through until democracy was finally realised.

The pre-interim phase (1993-1995)

In 1993 the country's fourth Constitution was propagated, that is the *Interim Constitution of the Republic of South Africa, 1993*. The preamble of this act concurred on the need to create a new South Africa where people would be treated equally and services rendered effectively, efficiently and equitably. There is a need to create a new order in which all South Africans will be entitled to a common South African citizenship in a sovereign and democratic constitutional state in which there is equality between men and women and people of all races so that citizens are able to enjoy and exercise their fundamental rights and freedoms. Loyalty to the Constitution was key to establishing stability and peace in the country (Madumo 2015:155).

In addition, measures to ensure peace and stability in the country were adopted. Negotiations to facilitate local government transformation and restructuring, which were between the statutory and non-statutory bodies, were undertaken. The statutory and non-statutory bodies enjoyed a fifty-fifty representation in the negotiation forum. The statutory bodies comprised of persons from the disestablished apartheid municipalities and other organisations such as ratepayers' associations. The non-statutory bodies consisted of organisations that had 'vested interests in the political restructuring and transformation of local government such as the ANC, PAC and South African National Civic Organisation (SANCO)' (Madumo 2015:156).

The negotiations led to the establishment of the Local Government Negotiation Forum (LGNF). The LGNF was considered as the first step towards the democratisation of local government (Klug 2010:71). This period marks the movement towards the new dispensation called the pre-interim phase of local government transformation. The LGNF aimed to achieve:

- an undivided South Africa and one citizenship;
- a democratic system of government;
- power-sharing for all communities;
- freedom as a cornerstone for democracy;
- the elimination of discrimination;
- the development of a new democratic constitution;
- no racial domination; equality before the law;
- the protection of the minority groups;
- freedom of religion; and
- a sound economy (Binza 2005:49).

The results of the negotiations contributed to the promulgation of the *Local Government Transition Act, 1993* (Act 209 of 1993), which was signed in Kempton Park on 20 January 1994, in line with the provisions of the *Interim Constitution of the Republic of South Africa, 1993*. The *Local Government Transition Act, 1993* (Act 209 of 1993) mapped a road for successful local government pre-interim transition. The Provincial Administrators were appointed in terms of the provisions of this act and granted powers to effectively manage and control the transition process from the pre-interim to the interim phase. In addition, provincial demarcation boards were established to demarcate non-racial boundaries of the first democratic municipalities established after the first local government elections in 1995. The pre-interim phase began with the assent of the *Local Government Transition Act, 1993* (Act 209 of 1993) and ended when the first democratic local government elections were held on 5 November 1995 in seven of the provinces, in May 1996 in KwaZulu-Natal and in June 1996 in the Western Cape.

The interim phase: the new democratic local government (1995-2000)

When the democratic government took power in 1994, it established local government interim systems and processes to meet the socioeconomic needs of the people and to make the environment suitable for reconstruction and development.

The municipalities created during this phase were confronted with numerous complex problems. Many of these problems are related to overcoming the legacy of

the past. Most municipalities have, to a greater or lesser extent experienced a range of problems associated with their administrative staff. Many municipalities reported skills shortages as some of the more skilled and experienced municipal managers have left council employment. The amalgamation of former white municipalities with their surrounding black townships brought with it the challenge of creating a unified administration. The unification of administrative structures has frequently led to the over-staffing of municipalities, placing a severe burden on the finances of the council. The other challenges that faced municipalities included inadequate training of municipal staff, lack of disciplinary measures, and lack of a performance management system as well as financial crises as a result of non-payment of services (Madumo 2015:160).

In order to address the challenges that confronted municipalities and to ensure that development is fast-tracked, several pieces of legislation were crafted. According to Madumo (2015:161) not only did legislation play an important role towards in ensuring effective municipalities, but the developmental policies that the government advocated also made a meaningful contribution. Legislation includes: *The Development Facilitation Act, 1995(Act 6 of, 1995)*, the *Municipal System Act, 2000(Act 32 of 2000)*, the *Municipal Structures Act, 1998 (Act 117 of 1998)*, the *National Environmental Act, 1998 (Act 107 of 1998)* and the *Municipal Finance Management Act, 2003 (Act 56 of 2003)*, The *Traditional Leadership and Governance Framework Amendment Act, 2000 (Act 41 2000)* and the Intergovernmental Relations Framework Act No 13 of 2005. Developmental policies include the National Spatial Development Perspective (NSDP), the Reconstruction and Development Programme (RDP) of 1994, the Growth, Employment and Redistribution (GEAR) strategy of 1996, the *White Paper on Local Government, 1998*, the Integrated Sustainable Rural Development Strategy (ISRDS) of 2000, the Accelerated Shared Growth Initiative of South Africa (AsgiSA) of 2005, the New Growth Path (NGP) of 2010 and the National Planning Commission: Vision 2030. *The Constitution of the Republic of South Africa, 1996*, serves as a mechanism that is utilised to transform the South African society. Firstly it states in its founding provisions that ‘the Constitution is the supreme law of the country’ (Madumo 2015:161).

The democratic and developmental municipalities (2000 to date)

In the year 2000, local government was established as a third and independent sphere of government with the right to govern, on its own initiative, the local government affairs of its community, with a strong emphasis on cooperative governance. The framework which indicated that municipalities must structure and manage their administration as well as their budgeting and planning processes to give priority to the basic needs of the community and to promote the social and economic development of the community on a decentralised model, was introduced. This included ensuring that all South Africans have access to housing, health care, education, food, water and security. Several pieces of legislation were also announced during this period (Local Government 2014)

The *Municipal System Act, 2000* (Act 32 of 2000) was introduced in 2000, the *Municipal Finance Management Act, 2003* (Act 56 of 2003) was introduced in 2003 and the *Municipal Property Rates Act* in 2004. The *Municipal Fiscal Powers and Functions Act* was Introduced later in 2007. Through the *Municipal System Act, 2000* (Act 32 of 2000), the government introduced a concept of shared governance to strengthen democracy and combat exclusion in the affairs of government through partnership with the society and the private sector. Privatisation and contracting out or outsourcings were introduced as a means to an end to minimise the role played by the government in resolving sustainable development. The *Municipal System Act, 2000* (Act 32 of 2000), provides that individual or public entities or agencies should carry out the contracted out functions or services of local government. This act further provides for services to be provided through public-public partnerships, and public-private partnerships (Madumo 2015:165).

Local government moved away from management by command to management by contract. A contract-based management was introduced and it began immediately after the second local government election held in 2000. Contract based management requires management of local government to be in office for a period of five years. Their longevity in office is determined by their performance. Managers are obliged to sign a performance contract as provided for in the performance management systems.

The Independent Municipal Demarcation Board was established in terms of the *Municipal Demarcation Act, 1998* (Act 27 of 1998). The board was tasked with the responsibility of demarcating all municipal and ward boundaries. Municipalities were then categorized into three categories namely Category A Metropolitan, Category B Local municipality and Category C District municipality. Municipalities were also reduced from 834 to 284 in order to reduce institutional backlogs (Local Government 2014).

2.5 POLITICS AND ENVIRONMENT SURROUNDING THE PROVISION OF PUBLIC GOODS AND SERVICES IN SOUTH AFRICA

The rendering of public goods and services in South Africa, as in all developing countries, takes place in a political environment that is rapidly changing. Politics plays a significant role in deciding who gets what services, when, where, and how. Municipalities are constituted by councillors from various political organisations who must work together in harmony in order to deliver quality services to citizens. Political interference in the functioning of municipalities has been identified as one of the challenges confronting municipalities in South Africa (Department of Cooperative Governance and Traditional Affairs 2009:10).

2.6 OVERVIEW OF PUBLIC SERVICE DELIVERY AT THE LOCAL GOVERNMENT SPHERE

Twenty years into democracy South Africans are still faced with service delivery challenges. The Public Service Accountability Monitor of the United Nations (2010) in Hanyane and Naidoo (2015) indicated that a major obstacle to poor service delivery in South Africa especially at local government is poor governance practices which include rampant corruption, and poor performance by leadership and government officials in their management of public resources. A lack of political will to act against underperforming officials is another critical factor resulting in poor service delivery. The poor management of public resources such as human resources and finances translates directly into poor public service delivery, and thus undermines efforts to improve and promote public service delivery. The absence of good governance principles and practices, especially at the local sphere of the government in South Africa, namely, accessibility of public service has led to frustration among local

communities manifesting in violent service delivery protests, which have swept through South Africa since 1994 (Hanyane & Naidoo 2015).

The Department of Cooperative Governance and Traditional Affairs (2009:4) recognised a number of explanations for concern in municipalities over poor public service delivery, including poor governance practices and a lack of the adoption of good governance principles. These include, poor ability of councillors to deal with the demands of local government, inadequate accountability measures and support systems and resources for local democracy, poor compliance with regulatory and legislative frameworks, tension between political and administrative interfaces, lack of clear distinction between the legislative and executive, and insufficient separation of power between municipal councils and political parties. Nepotism, patronage and corruption have led to a lack of citizen confidence and trust in local government, as the municipal accountability system is seen as ineffective and inaccessible to citizens.

Makhado Municipality is facing various developmental challenges that need to be addressed through service delivery. These challenges range from the provision of basic services such as water, roads and electricity, to the issues of poverty and unemployment (*Makhado* Local Municipality 2012:62). Whilst confronted with poor service delivery, citizens are still expected and required by law to participate in local government affairs.

2.7 THEORETICAL PERSPECTIVE OF PUBLIC TRUST

This section examines the definition of public trust and the importance of public trust in government. It further elucidates whether trust is increasing or decreasing globally and also in South Africa. It concludes by scrutinising the strategies that can be employed to nurture public trust.

2.7.1 Definition of public trust

According to Erickson's Stage Theory in Crain (1992:250), trust develops in childhood while children interact with their caregivers. When children require something they turn to their caregivers for assistance. When they sense that their caregivers or parents are consistent and dependable, they develop a sense of

basic trust in the caregiver. The alternative is a sense of mistrust, the feeling that the parent is unpredictable and unreliable and may not be there when needed.

Erickson's Stage Theory in Crain (1992:250) further states that children also learn to trust and to consider themselves trustworthy when they are able to do things on their own without depending on their caregivers. Such as, sucking without biting, and to hold without hurting. Erickson's Stage Theory in Crain (1992:250) continues to state that when babies have developed a sense of trust in their caregivers, they show it in their behaviour. The first sign of trust in the mother comes when the baby is willing to let her out of sight without undue anxiety or rage. If parents are dependable, babies can learn to tolerate their absence. If caregivers are undependable, babies cannot afford to let them go and panic when they begin to do so. Trust is therefore a basic faith in one's providers. It is a sense that others are reliable and predictable.

Bouckaer, Van de Walle, Maddens and Kampen (2002:299) state that the concept of trust is intimately linked to risk and expectations: trust is used as a substitute for risk, but also creates a risk for the trustee. As Baier states 'Trust involves the belief that others will, so far as they can, look after our interests, that they will not advantage or harm us. Therefore, trust involves personal vulnerability caused by uncertainty about the future behaviour of others. We cannot be sure, but we believe that they will be benign, or at least not malign and act accordingly in a way which may possibly put us at risk' (Baier 1986 in Bouckaer et al 2002:299). This definition implies that trust is used where there is no certainty.

Trust is further defined by Gamson (1968) in Bouckaer et al (2002:230) as the probability that the political system or some part of it will produce preferred outcomes even if left untended.

Peri (2007:3) states that trust is a complex interpersonal and organisational construct. It occurs when parties holding certain favourable perceptions of each other allow this relationship to reach the expected outcomes. A trusting person, group or institution will be 'freed from worry and the need to monitor the other party's behaviour, partially or entirely' (Peri 2007:3). In that sense trust is an efficient means for lowering transaction costs in any social, economic and political relationship.

Trust has two variants i.e. political and social trust. Political trust happens when citizens appraise the government and its institutions, policy making in general and or the individual political leaders as promise-keeping, efficient, fair and honest. Political trust in other words is the judgement of the citizenry that the system and the political incumbents are responsible, and will do what is right even in the absence of constant scrutiny.

Political trust is categorised into two i.e. the organisational political trust and individual political trust (Peri 2007:5). With organisational political trust citizens become trustful or distrustful of government either because they are satisfied or dissatisfied with policy alternatives. The citizens evaluate the performance of the political institution and the regime

Individual political trust happens when trust is directed towards individual political leaders. It involves a person-orientated perspective whereby citizens become trustful or distrustful of government because of their approval or disapproval of certain political leaders. Both organisational and individual political trust depends on credible policy making.

Peri (2007:5) states that political trust is closely linked to social trust. Social trust refers to citizens' confidence in each other as members of a social community. Civil engagement in a community and the interpersonal trust among members contributes to the rising of overall social trust in a given society. When community members interact with each other in societal association it not only promotes good relations but it also permits them to extend positive feelings derived out of this civic experience to strangers in the society and in government. It is a well-known fact that citizens who are not involved in civic activities tend to view the government and its institutions in more negative terms.

2.7.2 The importance of public trust in government

Hetherington (2004) in Peri (2007:5) argues that trust in government by itself has now become an important and independent predictor of support for government policies, and more important than partisanship or ideology alone.

Trust is critical to democracy. It links ordinary citizens to the institutions that are intended to represent them, thereby enhancing both the legitimacy and the effectiveness of democratic government (Mishler & Rose 2016:31). Bouckert and Van de Willies (2003:299) state that a lack of trust deprives government of a number of possible action paths. A lack of trust can only mean that something is wrong with government. A minimum of trust in the procedures that the government utilises remains necessary.

Distrust in government is likely to increase transaction costs in society, since there will be more occasions in which trustworthiness has to be checked and controlled. Furthermore because of the decrease in legitimacy, political elites' manoeuvring space becomes smaller, making innovation more difficult. Due to a decrease in legitimacy, government might also find it difficult to make people obey the law and pay taxes. A decrease in the willingness to pay taxes may be due to a general distrust in government, but can also be due to the observation that government agencies waste money by not being effective (Bouckert & Van de Willies 2003:299).

A negative government image is believed to have an impact on the recruitment capabilities of government and consequently on the quality of public employees. Low levels of trust also contribute to the demotion of civil servants and a loss of pride, which in turn leads to a decrease in service quality.

2.7.3 Is trust increasing or decreasing in South Africa?

Trust levels in all government institutions are reported to be declining worldwide. Findings indicate that trust in all institutions worldwide is tapering off. Business scandals, government lack of transparency and media scandals are believed to have led to declining levels of trust (Government Communication and Information System Chief Directorate, Policy and Research 2014). The findings of the Afroboremeter Survey by Chingwete (2016) also confirm that indeed trust levels have dropped in

South Africa. The findings show that citizens' trust in the president has declined almost half since 2011, from 62 to 34 per cent, trust in members of parliament (MPs), provincial premiers, local government councils, the ruling party and opposition parties has also declined dramatically, making political leaders the least trusted public officials in the country.

The Edelman Trust Barometer Global Report (2017) reveals that trust is in crisis around the world. The general population's trust in all four key institutions i.e. business, government, NGOs and media has declined broadly. In the same survey South African citizens also indicated that they distrust their government.

The Edelman Trust Barometer Global Report (2013) indicates that lack of trust is driven by perception regarding poor performance and unethical behaviour. An IPSOS (2012) in Government Communication and Information System Chief Directorate, Policy and Research (2014) indicated that 27 per cent of respondents distrust government because they are of the opinion that it is corrupt, nepotism is prevalent and it lacks transparency at local and national government level. In addition 21 per cent of respondents mentioned officials not fulfilling their promises as the reason for their lack of trust. Other reasons mentioned include unemployment and lack of skills (14 per cent), issues regarding the quality of housing (14 per cent) and issues regarding water supply (9 per cent). These findings indicate that if people feel that government is not delivering on its policies it may have a negative impact on their level of trust in government to act in their best interests.

2.7.4 What can be done to nurture public trust?

Since trust in all institutions including government has declined, efforts to improve it becomes imperative for the benefit of the country and its citizens. Areas to look into when nurturing public trust include fighting corruption, transparency and engagement (Government Communication and Information System Chief Directorate, Policy and Research 2014).

Fighting corruption

Peri (2007:11) states that corruption arises as one of the most important political factors contributing to the decline in levels of trust in government, as a result it is

crucial for any government that wants to reinforce trust to work towards eradicating corruption. Habtemichael (2009:40) advised that before designing any anti-corruption strategy, it is vital for one to first assess the level, forms and causes of corruption in the country as a whole and for specific government institutions. Habtemichael (2009:96) speaks of four types of anti-corruption strategies that can be employed namely: International (New World Bank and IMF policies, OECD efforts to criminalise transactional bribery and Transparency International's Intervention); National (Capacity building; Anti-corruption agencies; Auditor-General and Parliamentary oversight); Local (minimising small-scale corruption; structural reform such as decentralisation and deregulation; new administrative procedures; complaints and redress; community oversight; media) and Populist (purges; public humiliations and executions; quasi-official tribunals; moral rearmament campaigns). These strategies are said to be practiced by many countries and agencies.

Habtemichael (2009:97) states that any country which intends to deal with corruption has to establish and consolidate institutions that enhance their integrity systems. These institutions are, the establishment and the strengthening of an independent commission against corruption; Office of the Auditor- General; Office of the Ombudsperson and the Office of the accountant general; a transparent public procurement body; the independence of an electoral management board; strong legislative mechanisms for accountability (such as public accounts committee); and the independence and accountability of the judicial system to function properly and hold the country accountable to the laws and it must be able to enforce laws impartially. Skenjana, Ngamlana, Mabhula, Mgwedi, Kememia and Corplan (2010:40) identified the following as the key elements of an effective anti-corruption strategy:

- Access to information and transparency: Greater access for citizens and news media to government information including budgets, detailed information on government revenue, disclosures of top public officials and politicians of all financial interests and transparency of political party finances. Research on the cause, nature and extent of corruption and regular anti-corruption conferences that bring together all sectors and stakeholders should be conducted.

- **Oversight and watchdog mechanisms:** A national anti-corruption hotline, the verification of qualifications of all potential incumbents in the public service, opposition parties and civil society acting as watchdogs over government activities, parliamentary oversight, the creation of a national non-statutory independent body to advise and coordinate the implementation of anti-corruption policies.
- **Criminal Justice Response:** Legal protection for whistle-blowers, tougher legislation enabling more prosecutions and harsher sentences for corruption, more resources to investigate and prosecute corruption cases, the creation of special anti-corruption courts, a single dedicated agency to fight corruption, fighting organised crime and prosecution of high-profile individuals.
- **Moral and ethical values:** Codes of conduct to promote professional ethics in government, increased commitment by political leaders to fight corruption and fraud, more emphasis on moral values in schools and religious communities, as well as a greater emphasis on promoting moral values in everyday life.
- **Public service reforms:** The barring of corrupt officials from holding public office, increased salaries and bonuses for government employees, greater internal financial controls, internal audits on government spending as well as the blacklisting of businesses proved to be involved in corruption (Skenjana et al 2010:40).

Citizen Engagement

Establishing trust requires an open society where citizens are able to debate and question government policies and can have a sense of making a difference in the decision-making process. It is also widely felt that the decisions in South Africa do not respond adequately to the needs and values of the communities, especially the poor and the disadvantaged sectors of the community (IDASA 2010). This is so because citizens are not engaged in issues that concern them. The Edelman Trust barometer Global Report (2013) indicates that citizens who are not involved in civic activities tend to view government and its institutions in a more negative light as they

tend to isolate themselves and view the world from a narrow perspective. Citizens' participation in government then becomes imperative.

Transparency

Cultivating a culture of transparency, accountability and honesty is important to eliminate negative, incorrect and misleading information that often negatively affects public perception. In working toward this goal, government has to be abreast of the information needs of the public and timeously provide information to correct any misconceptions or problematic media reporting on government delivery (The Edelman Trust barometer Global Report 2013).

It is advisable that planning, including budget and IDPs to sufficiently address the needs of the community (IDASA 2010).

2.8 SUMMARY

The main reason for the existence of government is to deliver services to its citizens. In order to have a broad understanding of service delivery in South Africa, a theoretical framework of the history, the legislations governing service delivery and the political perspective of service delivery were reviewed. The literature revealed that two decades after democracy, the majority of South Africans are still without basic services. The challenge is viewed to have originated from the apartheid era where black South Africans were living in underdeveloped communities without basic services such as water, electricity, and health services. During the apartheid regime blacks were not allowed to stay in cities and towns as they were solely reserved for the white community. Blacks who were in the majority, lived in homelands which were under-resourced and poor. Those who worked in cities and towns serving white people were not allowed to own property but had to lease from the government. The government was dominated by white people and basic services were enjoyed by whites in developed cities and towns while blacks stayed in underdeveloped homelands.

When the democratic government took over in 1994, the focus was on dealing with the injustices of the past. Apartheid laws were abolished and new democratic legislations were crafted. Legislation that was approved included the *Constitution of*

the Republic of South Africa, 1996, the White Paper on Local Government, 1998, the White Paper on Transforming Public Service, 1998 (known as "Batho Pele"), the Municipal Finance Management Act, 2003 (Act 56 of 2003) and the Municipal Structures Act, 1998 (Act 117 of 1998). The Constitution is the supreme law of the country and stipulates that all South Africans have the right to basic services. The Local Government Act requires municipalities to play a developmental role and work with local communities to ensure that their basic needs are met. The Municipal Structures Act, 1998 (Act 117 of 1998) outlines how the municipalities should be organised and managed, the Municipal Finance Management Act, 2003 (Act 56 of 2003) focuses on the management of municipal finances and the Batho Pele stipulates that citizens should be prioritised in service delivery.

After the government took over in 1994, most municipalities were confronted with the challenge of a lack of skills as the majority of white skilled and experienced employees left the institution. Since government in South Africa is governed by political parties with their own policies, the ANC then deployed its members to municipalities. Most of the people deployed were without experience and skills to run municipalities. Due to a lack of leadership, service delivery was slow. Corruption, nepotism, and abuse of power became rife. Poor performance, unethical behaviour by municipal officials and lack of accountability in local government led citizens to lose trust in the institution. Citizens resorted to violent service delivery protests in order to get the attention of local government and to make their voices heard.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

The previous chapter presented the theoretical framework of service delivery and trust. The objective of this chapter is to present the research design which was applied in this study. It also describes the area where the study was conducted, the population as well as the sampling method utilised. It further clarifies the methods employed to collect data and how the data was analysed.

3.2 RESEARCH DESIGN

Research design is a plan or blueprint of how the researcher intends conducting the research. Research design focuses on the end product, formulates a research problem as a point of departure, and focuses on the logic of the research (Welman, Kruger & Mitchell 2005:6). In this study the descriptive research design was used to describe citizens' trust in service delivery in local government.

3.3 RESEARCH METHODOLOGY

Research methodology is the means for the collection of data needed for a study (Maphazi 2012:160). Some of the frequently used research methods include quantitative or qualitative methods. When the two methods are combined, they form a mixed approach. Below follows the explanation of the methods applied in this study.

3.4 RESEARCH METHODS

There are three major approaches in conducting scientific research i.e. the qualitative approach, quantitative approach and mixed approach. Using both qualitative and quantitative elements in research is known as mixed method research. The use of multiple methods enables the researcher to increase the reliability and validity of the findings. The weaknesses of one method are balanced by the strength of other methods incorporated in the study. This study applied a combined method i.e. the combination of both qualitative and quantitative methods.

Qualitative research

A qualitative approach is used to establish the socially constructed nature of reality, to stress the relationship between the researcher and the object of the study. Qualitative research is based on flexibility and explorative methods because it enables the researcher to change the data progressively so that a deeper understanding of what is being investigated can be achieved. Qualitative research deals with subjective data that is produced by the minds of the respondents or interviewees i.e. human beings, and is presented in language instead of numbers. The researcher tries to understand the significance which respondents attach to environment (Welman *et al.*2005:8). A qualitative method was utilised in this research because it was the most appropriate method to describe citizens' trust in local government. Open-ended questions were employed to get detailed information from the residents of *Makhado* Municipality.

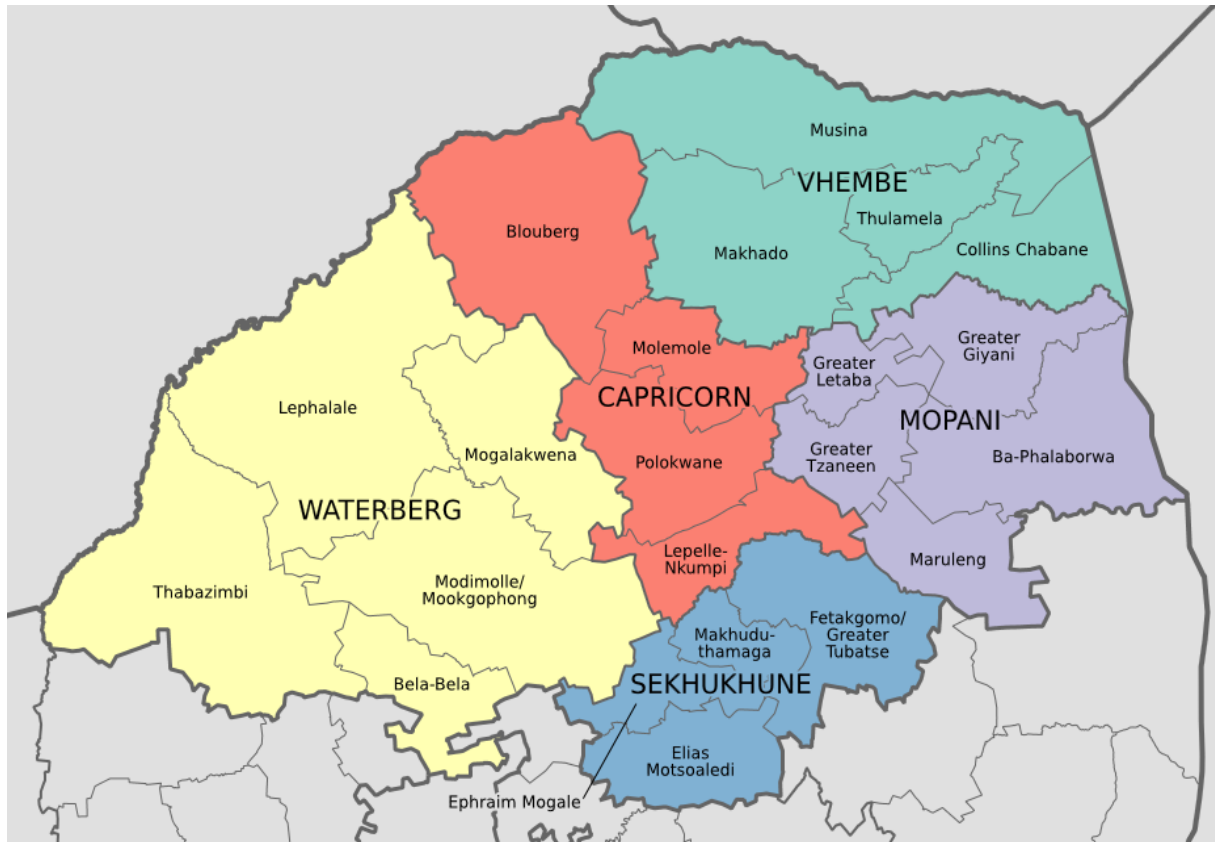
Quantitative research

Quantitative research is perceived to be objective in nature and involves examining, concentrating on and measuring the phenomena being studied. It involves the collection and analysis of numerical data and the application of statistical tests and is more focused and aims to test assumptions, whilst qualitative research is more exploratory in nature. Quantitative research concerns aspects that can be counted. One of its most common disciplines is the use of statistics to process and explain data and to summarize the findings. In general, quantitative research is concerned with systematic measurement, statistical analysis and methods of experimentation (Tonono 2008:40).

A quantitative method was utilised in this research because it was also regarded as an appropriate method to describe citizens' trust in local government. Closed-ended questions were employed to get information from the residents of *Makhado* Municipality. The Likert scale was applied to measure the citizens' perceptions of the performance of local government, their level of involvement in decision-making and the approaches to improve citizens' trust in local government. The chi-square test was also used to test the hypotheses indicated in section 1.7 of this study.

3.5 STUDY AREA

Figure 3.1: Map of the municipalities in *Limpopo* province of South Africa



Source: Map data AfriGis (Pty) Ltd 2018.

This study was conducted in *Makhado* Local Municipality and the map above shows where the municipality is situated in the *Limpopo* province. The municipality is located in the *Vhembe* District Municipality of *Limpopo* Province. The municipality is constituted of four rural towns which are *Makhado* (Louis Trichardt), *Vleifontein*, *Dzanani* and *Watervaal*. Louis Trichardt serves as the main administrative town of the municipality. The municipality has 279 villages which are categorised into 38 wards.

3.6 POPULATION

According to Welman *et al.* (2005:52), the population consists of individuals, groups, organisations, human products and events, or conditions to which they are exposed. In this study, the population were the residents of *Makhado* Municipality. The municipality has a total population of 495 261. The study targeted wards 7, 8, 9 and 30 with a total population of 68 785 (*Makhado* Municipality 2012: 153).

3.7 SAMPLE, SAMPLING METHODS AND SAMPLE SIZE

A sample is defined as a subset of the whole population which is actually investigated by a researcher and whose characteristics will be generalised to the entire population (De Vos 2002:199). The sample for this study was selected from wards 7, 8, 9, and 30. Wards 7 and 8 are urban-towns and wards 9 and 30 are rural-villages. They have been specifically selected because they represent residents residing in both villages and towns in the municipality. This choice ensured that all residents of Makhado Municipality were represented in the study.

Probability sampling methods were utilised to select the sample. A probability sample is one in which each person (or other sampling unit) in the population has the same known probability of being selected. In probability sampling the odds of selecting a particular individual are known and can be calculated. In this study simple random sampling was performed. This is a sampling procedure which provides an equal opportunity of selecting each element in a population (De Vos 2002:205). A number of 25 respondents per ward were selected and the total sample size was 100. Respondents were given questionnaires to complete.

3.8 DATA COLLECTION

Data collection is the process of gathering and measuring information on variables of interest, in an established systematic fashion that enables one to answer questions on stated questionnaires to collect data. This study utilised self-administered questionnaires to collect data. A questionnaire is defined as a set of questions on a form which is completed by respondents in respect of a research project (De Vos 2002:166). The logic behind using questionnaires is that it is a very effective instrument that facilitates collecting data from large, diverse and widely scattered groups of people. Self-administered questionnaires have the following advantages: there is no inter-interviewer variation; they can be anonymous; and they are generally less costly but time-consuming (Joubert & Ehrlich 1997:108).

The questionnaire utilised in the study consisted of both open-ended and closed-ended questions. Open ended questions allow respondents to include more information, including feelings, attitudes and understanding of the subjects. Closed-ended questions were in the form of a Likert scale and respondents were requested

to choose the answer that best represented them. The researcher delivered the questionnaires to and collected them from respondents to improve the completion rate (Babbie & Mouton 2001:258).

3.9 DATA ANALYSIS

De Vos (2005:223) states that data analysis entails that the analyst breaks data down into constituent parts to obtain answers to the research questions and to test the research hypothesis. Analysis means the categorisation, ordering, manipulating and summarising of data to obtain answers to the research questions. The purpose of analysis is to reduce data to an intelligible and interpretable form so that the relations of research problems can be studied tested and conclusions can be drawn.

This study utilised the Statistical Package for Social Sciences (SPSS) to analyse the data. The SPSS software package is a codebook for organising data and its template supplies a preliminary visual picture of the researcher's overall investigation and the process followed in analysing data. SPSS is software which is good for importing data collected by the questionnaire technique. When using the SPSS, a data file is created and imported into selected software for analysing. SPSS develops frequencies, means, modes and medians for all the relevant variables on the questionnaire (Fox & Bayat 2007:105). The study also used the Likert scale to measure trust. Cross tabulation was utilised to present the results of the respondents. The data was also presented in percentage. The Chi-square was utilised to test the relationships between the level of trust of *Makhado* municipality residents and the performance of *Makhado* Municipality. With data gathered through qualitative techniques, the researcher transcribed the recorded data and coded it so that central themes were extracted.

3.10 RESEARCH VALIDITY AND RELIABILITY OF THE STUDY

Bhattacharjee (2012:56) defines reliability as the degree to which the measure of a construct is consistent or dependable. Reliability is matter of whether a particular technique, applied repeatedly to the same object, yields the same result each time (Babbie 2014: 152). Bhattacharjee (2012:56) also states that reliability in a study can be increased by asking relevant questions that respondents are familiar with or issues that they care about and avoiding ambiguous items. It can also be increased

by simplifying the wording in the indicators so that they are not misinterpreted by some respondents. Questionnaires are also said to be a good tool to increase reliability because they are less dependent on the researcher hence subjectivity is minimised.

In this study a self-administered questionnaire was utilised to minimise subjectivity. Questions were in a Lickert Scale format, simple and easy to understand. The questions were about the services provided by the municipality and these are services that respondents utilised on a daily basis such as water and electricity etc. so they were familiar with them.

Validity refers to the extent to which an empirical measure adequately reflects the real meaning of the concept under consideration. Validity means that we are actually measuring what we say we are measuring (Babbie 2014:155).Wagner, Kawulich, and Garner (2012:81) recognise different types of validity, one of which is content validity. Content validity is assessed by comparing the content of the items in the measurement tool with relevant content domain for the construct one is measuring. Content validity can be assessed by employing experts in the field to examine the measure. In this study the measurement tool was assessed by Turfloop Research Ethical Committee.

3.11 ETHICAL CONSIDERATIONS

In this study the following ethical considerations were taken into account:

Ethical clearance

Since the study involved human beings, the researcher obtained an ethical clearance certificate from the University of *Limpopo's* Research Ethics Committee to conduct the study.

Informed consent and voluntary participation

Informed consent implies that subjects are made adequately aware of the type of information the researcher wants from them, why the information is being sought, what purpose it will be put to, how they are expected to participate in the study, and how it will directly or indirectly affect them. It is important that the consent should

also be voluntary and without pressure of any kind (Kumar 2014:285). In this study the purpose of the research was explained to the respondents. They were also requested to sign a consent form. The form pointed out the aims of the study, the objectives and the fact that participation in the research was voluntary and that respondents can withdraw from the research at any time when they are no longer interested.

Privacy, Confidentiality and no harm

Van Zyl (2014:87) states that maintenance of privacy speaks of several concerns, but most directly to anonymity. Being anonymous within a research context means that there is no way that anyone other than the principal investigator can match the results of the experiment with the participants associated with these results. In this study the researcher maintained privacy by ensuring that the information provided by respondents was kept anonymous. The respondents were not asked to reveal their identity on the questionnaire. Confidentiality means keeping respondents' information private, not sharing it with other people. Sharing information about a respondent with others for purposes other than research is unethical (Kumar 2014:286). Van Zyl (2014:88) notes that confidentiality is maintained when anything that is learned about participants is held in the strictest of confidence. This means that information is disguised when necessary but, more importantly, all the data is kept in a controlled situation. In this study the information obtained from the respondents was stored in a safe place and was not shared with anyone. Kumar (2014:268) states that harm includes not only hazardous medical experiments but also any social research that might involve such things as discomfort, anxiety, harassment, invasion of privacy, or demeaning or dehumanising procedures. When designing the questionnaire for the study, care was exercised to avoid derogatory words and explicit language. The cultural beliefs of the residents of *Makhado* Municipality were also considered in the crafting of the questions.

3.12 SUMMARY

The chapter presented the research design and the methods which were applied in this study. It also described the area where the study was conducted, the population as well as the sampling method utilised. It further explained the methods employed to collect data and how the data was analysed. The concepts of validity and reliability were also clarified. The ethical issues that were adhered to were also highlighted.

CHAPTER FOUR

RESULTS, ANALYSIS AND DISCUSSION

4.1 INTRODUCTION

The previous chapter communicated the way in which the research was undertaken. Themes that were discussed include the research methods, study area, population, sampling, data collection, data analysis, ethics, validity and reliability. The purpose of this chapter is to present and analyse the findings of the study. The study was based on investigating citizens' trust in service delivery in *Makhado* Municipality by assessing the relationship between the performance of local government and the level of trust of citizens in the Municipality; to establish whether citizens' involvement in decision-making in local government has an effect on their level of trust; and to establish the approaches which are important to improve citizens' trust in local government. Data received from the respondents through the questionnaire was analysed and interpreted. The questionnaire was divided into three sections namely the biographical data of respondents, structured questions and open-ended questions. The results are illustrated using tables, charts and graphs.

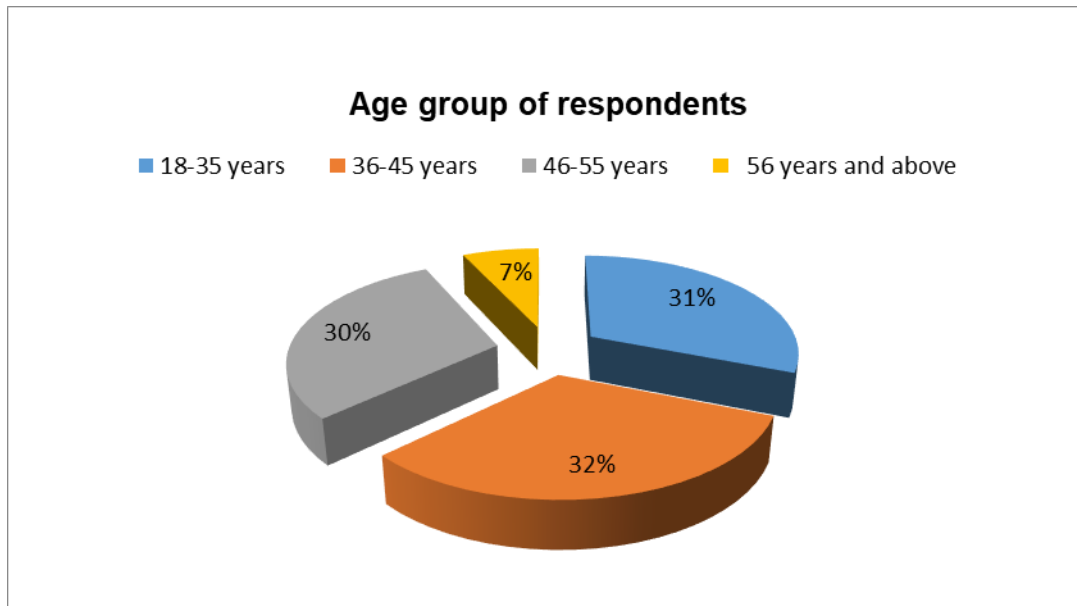
4.2 BIOGRAPHICAL DATA

Biographical data is essential in research because it helps one to understand the respondents who participated in a study. In this study the following demographical characteristics were considered: age of respondents, mother tongue, gender, level of education, employment status, period of stay in the municipality, ward and political party association.

4.2.1 Age group analysis

The age of the respondents allows one to know whether the respondents are old or young. Age is also important because it indicates the level of maturity of individuals which impacts on the responses provided. This study considered four categories of age groups which are: 18-35 years; 36-45 years; 46-55 years; 56 years and above. Figure 4.2.1 elucidates the statistical analysis of the age groups involved in this study.

Figure 4.1: Age group of respondents



The above figure indicates that 31% of respondents are between the ages of 18-35 years; 32% are between the ages of 36-45 years; 30% are between the ages of 46-55 years; and 7% are 56 years and above. Children age 0-18 years were excluded from the study as they are considered to be minors.

4.2.2 Mother tongue analysis

The mother tongue was considered essential in this research because it assists in terms of knowing the languages that are spoken in the Municipality. Language is also linked to cultural beliefs and values which are essential in understanding the concepts of trust and service delivery.

Figure 4.2 Mother tongue of respondents

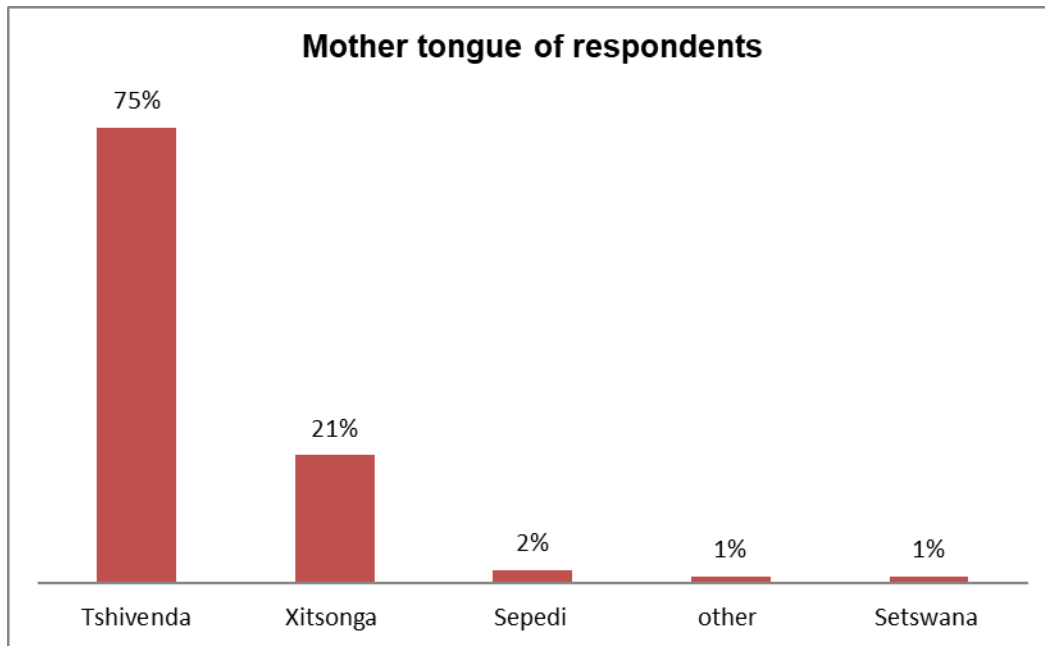


Figure 4.2 above shows that the Tshivenda speaking population constituted 75% of respondents, followed by the Xitsonga speaking population of 21% and the Sepedi speaking population of 2%. Other languages and Setswana constituted 1% each.

4.2.3 Gender analysis

The gender category consisted of two genders namely male and female.

Table 4.1: Gender analysis

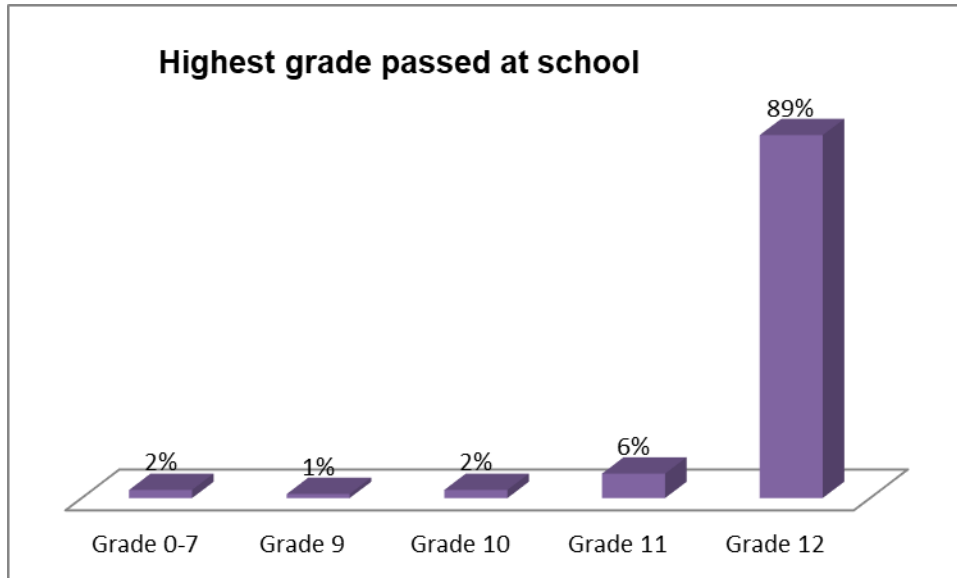
GENDER	PERCENTAGE
Male	37%
Female	63 %.

The table above shows that male participants constituted 37% while female participants constituted 63%. The female participants dominated the study, this shows that there are more females in the Municipality than males. The *Makhado* IDP (2016:4) confirms the above by stating that females in the Municipality are at 54.25% while males constitute only 45.75% of the population.

4.2.4 Highest grade passed at school

This category focused on the highest grade that respondents passed at school, starting from grade one to grade 12.

Figure 4.3: Highest grade passed at school

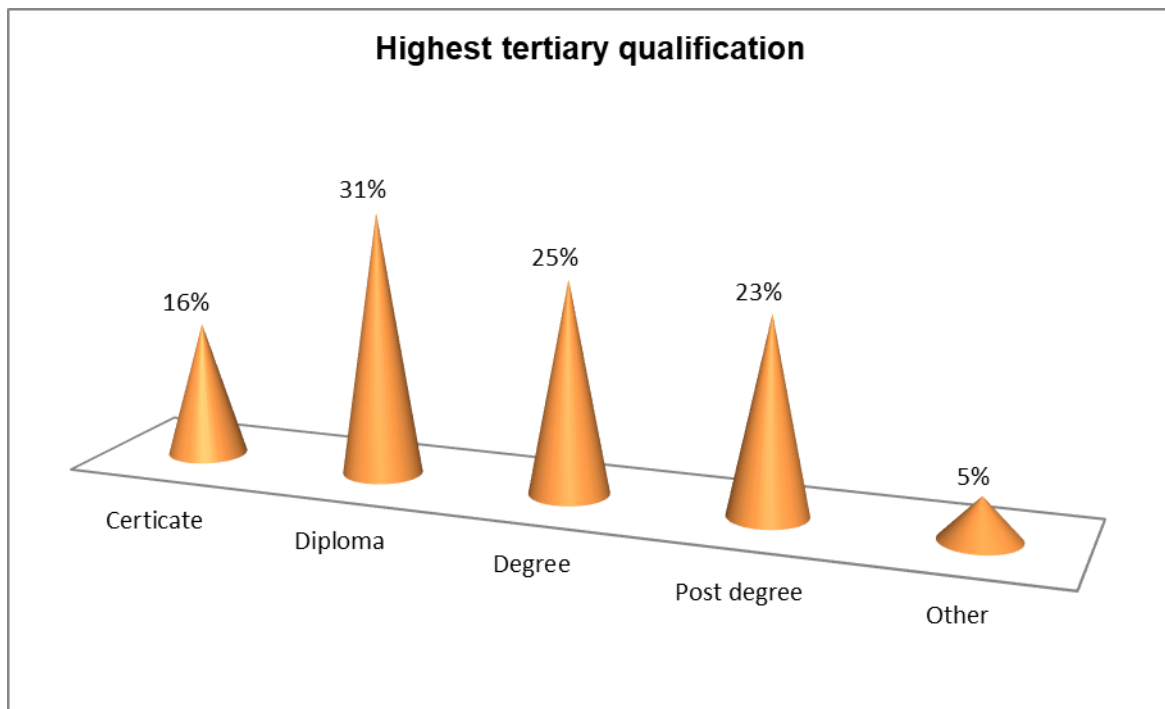


The figure above indicates that respondents who ended their schooling between Grades 0-7 constituted 2%; Grade 9 constituted 1%; Grade 10 constituted 2%; Grade 11 constituted 6% and Grade 12 constituted 89%. This means that the majority of the respondents were able to understand the survey as the questionnaire was written in English and most of the respondents speak Venda.

4.2.5 Highest tertiary qualifications

This category focused on the tertiary qualifications that respondents had acquired.

Figure 4.4: Highest tertiary qualification

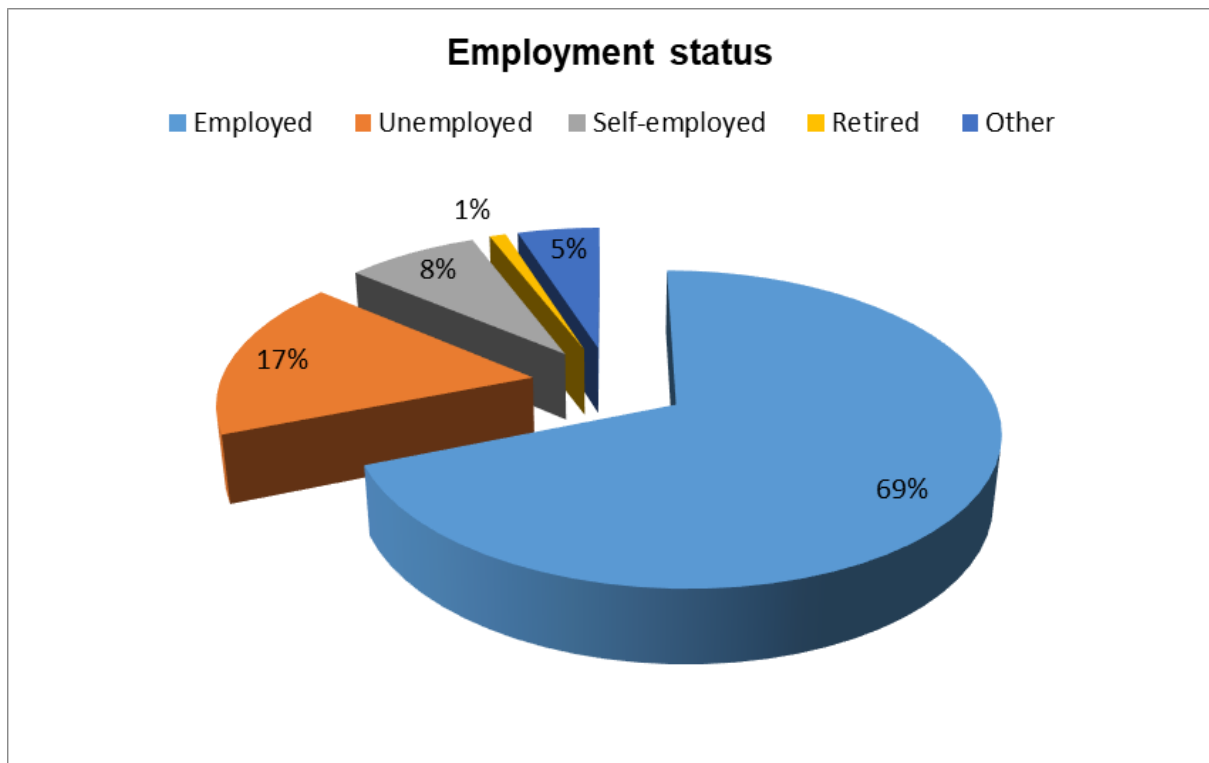


The figure above shows that participants who have certificates constituted 16%, Diplomas 31%, Degrees 25%, Post degrees 23% and other 5%. This means that the participants had the ability to understand and contribute meaningfully to the survey, given their level of education.

4.2.6 Employment status of respondents

The figure below illustrates the employment status of the research participants.

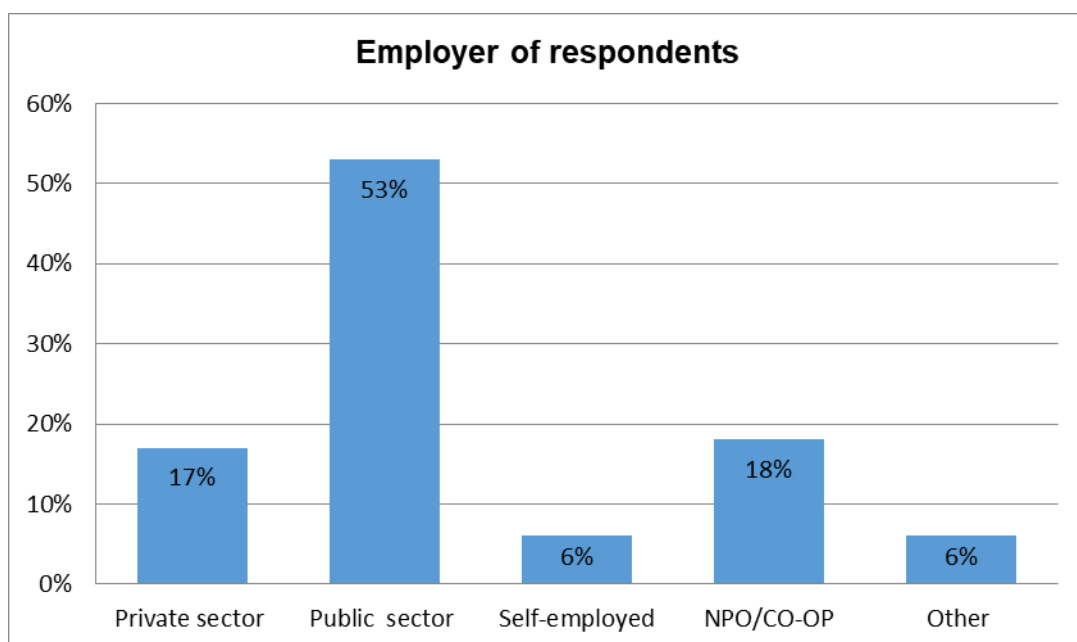
Figure 4.5: Employment status of respondents



The figure above shows that the majority of respondents (69 %) are employed, 17% are unemployed, 8% are self-employed, 1% have retired from employment and 5% are doing other things.

4.2.7 Employer of respondents

Figure 4.6: Employer of respondents



The figure above points out that 17% of the respondents work for the private sector, 53% are employed by government, 6% are self-employed, 18% are employed by non-governmental organisations/ cooperatives and 6% are employed somewhere else. The majority of the respondents are public servants responsible for carrying out the mandates of government. Local government employees were excluded from the study to avoid bias.

4.2.8 Period as a resident of *Makhado* Municipality

This category looks at the number of years that respondents have been staying in the Municipality. This section is important since it assists in determining the experience that respondents have of services provided by the Municipality. The longer the respondents have stayed in the Municipality, the greater their experience.

Table 4.2.: Period as a resident of *Makhado* Municipality

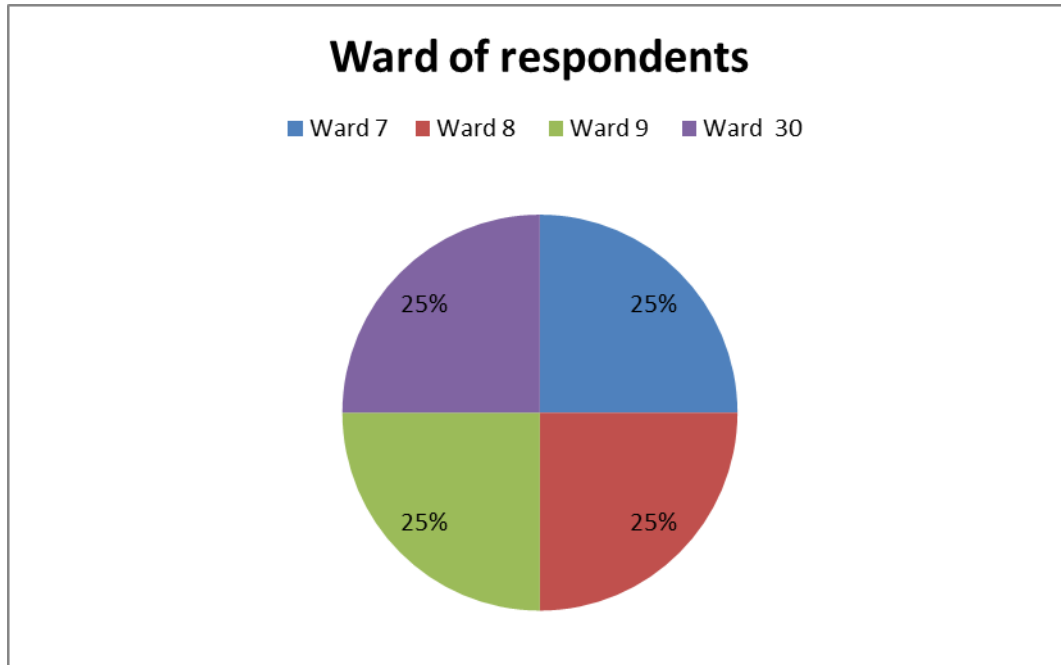
PERIOD AS A RESIDENT OF <i>MAKHADO</i> MUNICIPALITY	PERCENTAGE
Less than 1 year	3%
01-05 years	10%
06-10 years	15%
11-15 years	22%
16-20 years	16%
+21 years	34%

The table above establishes that the majority of respondents (34%) have lived in the *Makhado* Municipality for more than 20 years. This means that they have been using the services provided by the Municipality for a very long time, they know and understand those services very well. Only three 3% have lived in the Municipality for less than a year, meaning that they have less information about the services. 10% of the respondents have been in the Municipality for 06-10 years; 15 % have been staying in the Municipality for 11-15 years; 22% have been residents for 16-20.

4.2.9 Ward of respondents

The figure below shows the wards where respondents reside within the municipality.

Figure 4.7: Wards of respondents

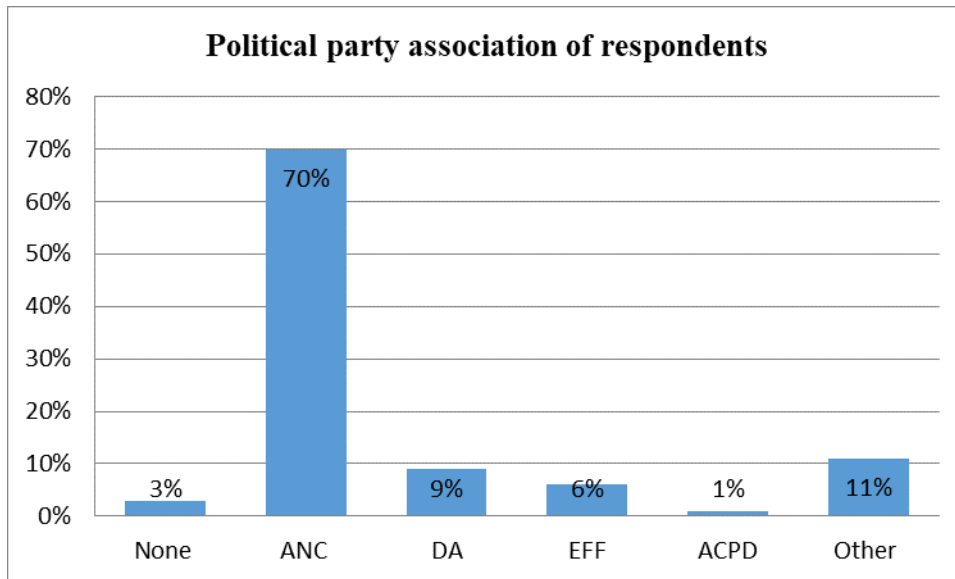


As indicated in the above figure, the respondents reside in ward 7, 8, 9, and 30. Each ward constitutes 25% of respondents.

4.2.10 Political party affiliation of respondents

The purpose of this category is to establish whether respondents are members of the ruling party governing the Municipality or belong to other political association. The below figure clearly depicts the political party association of respondents.

Figure 4.8: Political party association



The graph above indicates that 70% of the respondents are members of the African National Congress which is governing the *Makhado* Municipality. DA members constitute 9%, followed by EFF at 6%, ACPD at 1% and other political parties at 11%.

Questionnaire questions

In order to enhance the reliability of questions through removing repetitive and/or similar questions, the paper implemented the Cronbach's alpha tests. Cronbach's alpha tests are conducted to investigate if multiple-question Likert scale surveys are reliable and/or demonstrate internal consistency. The findings of this study are as follows:

Reliability Testing

Cronbach' s Alpha	Inter-item correlation	No. of items
0.744	0.177	13

The internal consistency was measured by Cronbach's alpha. The Cronbach's alpha of 0.744 for the study is more than acceptable. Therefore, internal consistency is acceptable.

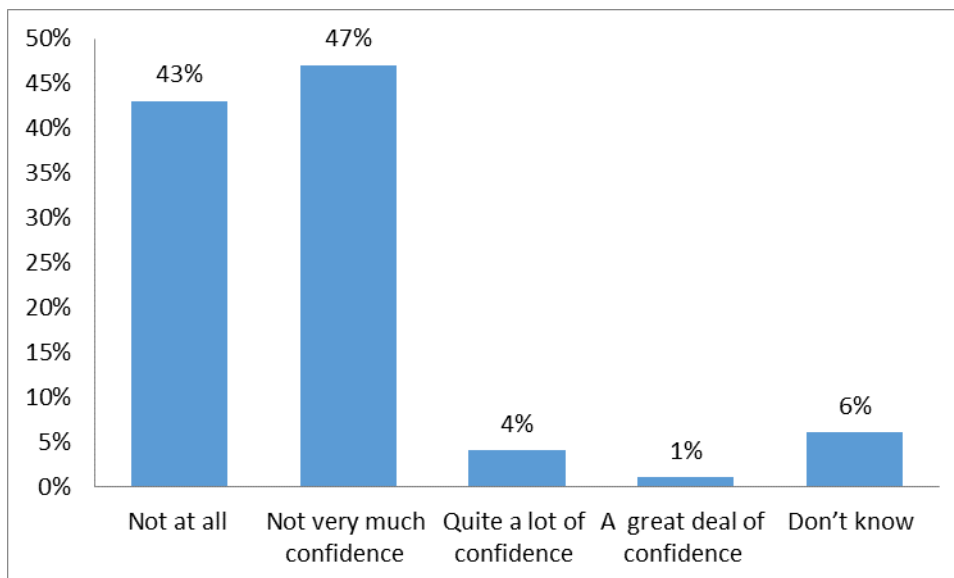
4.3 RESPONSES FROM RESEARCH PARTICIPANTS TO STRUCTURED QUESTIONS

(a) Do you have confidence in the decisions that are made by the Municipality to address service delivery problems?

Research participants were asked to indicate the confidence they have in the decisions that are taken by the municipality to address service delivery problems, by circling the appropriate number in the Likert Scale as follows:

1. Not at all
2. Not very much confidence
3. Quite a lot of confidence
4. A great deal of confidence
5. Don't know

Figure 4.9: Confidence of respondents in decisions made by the municipality



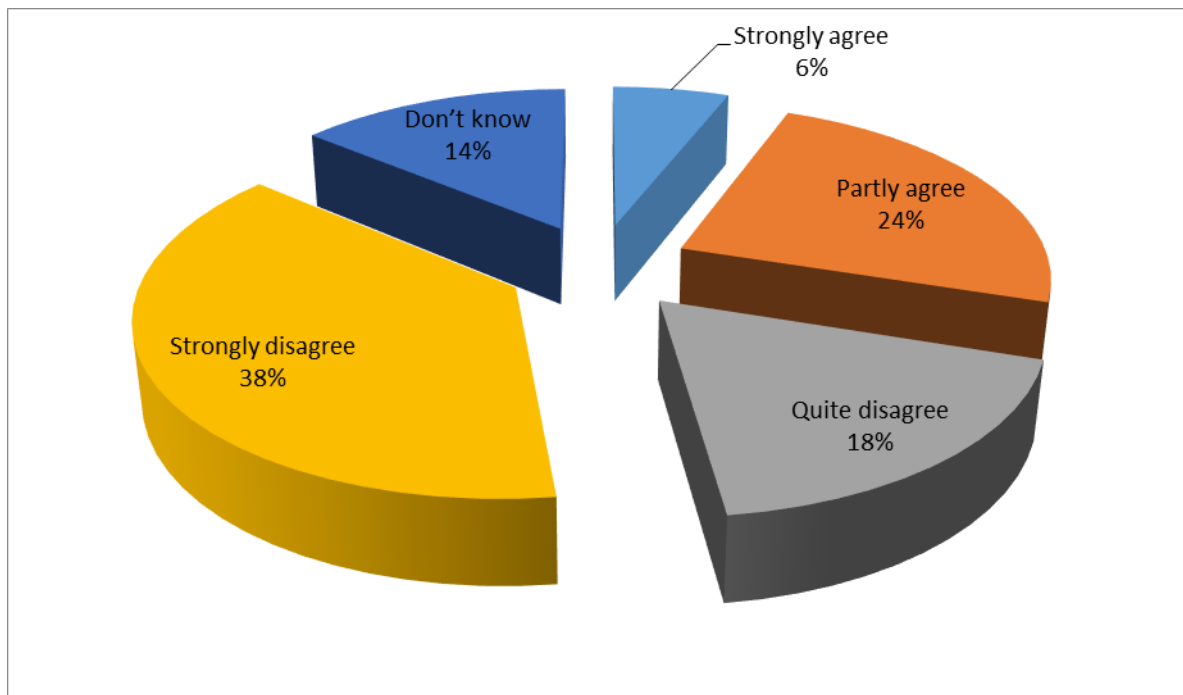
The figure above shows that 43% of respondents do not have confidence in the decisions that are made by the Municipality to address service delivery challenges. 47% stated that they have confidence but with some doubts. Only 4% of respondents showed to have quite a lot of confidence. 1% has a great deal of confidence while 6% indicated that they don't know whether they trust the Municipality or not.

(b) Municipal workers are skilled enough to produce good results in their work.

Respondents were asked to indicate whether municipal workers have the necessary skills to perform their work, by circling the appropriate number in the Likert Scale as follows:

1. Strongly agree
2. Partly agree
3. Quite disagree
4. Strongly disagree
5. Don't know

Figure 4.10: Respondents' views on the skills of municipal workers

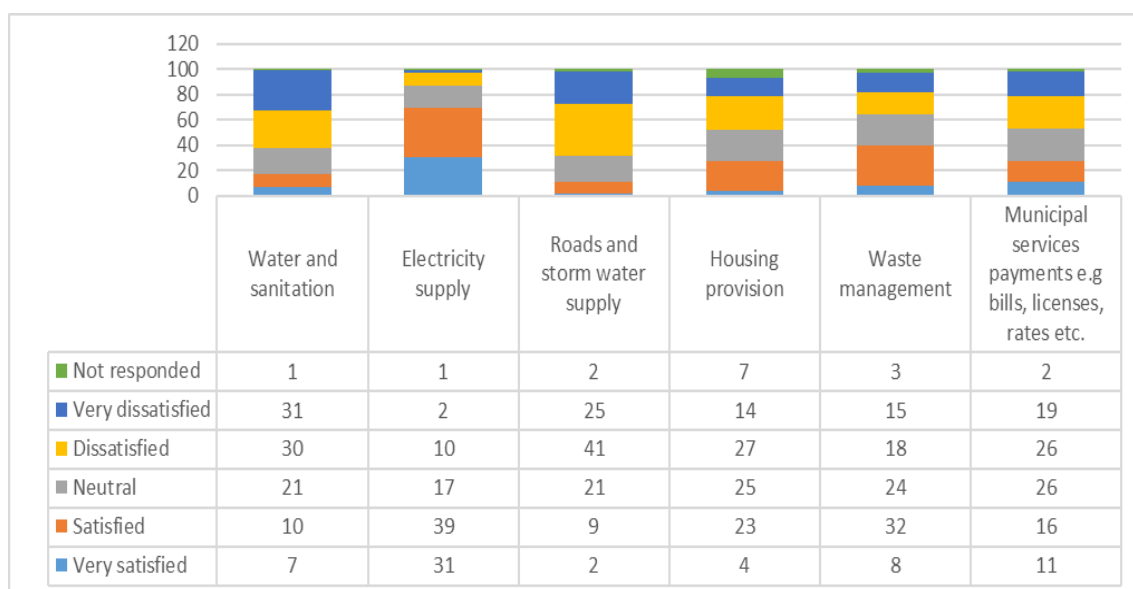


The figure above shows that 38% of respondents strongly disagreed that municipal workers have the right skills to perform their work adequately and 18% quite disagreed. The percentage of those who strongly disagree and those who quite disagree added together give a sum of 46%, this means that 46% of respondents believed that municipal workers do not have the right skills to perform their work. 30% of the respondents indicated that they agreed with the statement. 14% of respondents indicated that they do not know whether municipal workers have the right skills to perform their jobs.

(c) How satisfied are you with the following services rendered by your municipality?

Table 4.3: Respondents satisfaction with service delivery (N=100)

	Very satisfied	Satisfied	Neutral	Dissatisfied	Very dissatisfied	Not responded	Total
Water and sanitation	7	10	21	30	31	1	100
Electricity supply	31	39	17	10	2	1	100
Roads and storm water supply	2	9	21	41	25	2	100
Housing provision	4	23	25	27	14	7	100
Waste management	8	32	24	18	15	3	100
Municipal services payments e.g. bills, licenses, rates etc.	11	16	26	26	19	2	100



The above table indicates that the majority of respondents (31%) are very dissatisfied with the way in which the Municipality provides water and sanitation services. Water shortage is a serious challenge in the Municipality. Days go by without water and citizens have to beg or purchase from those with boreholes, hence

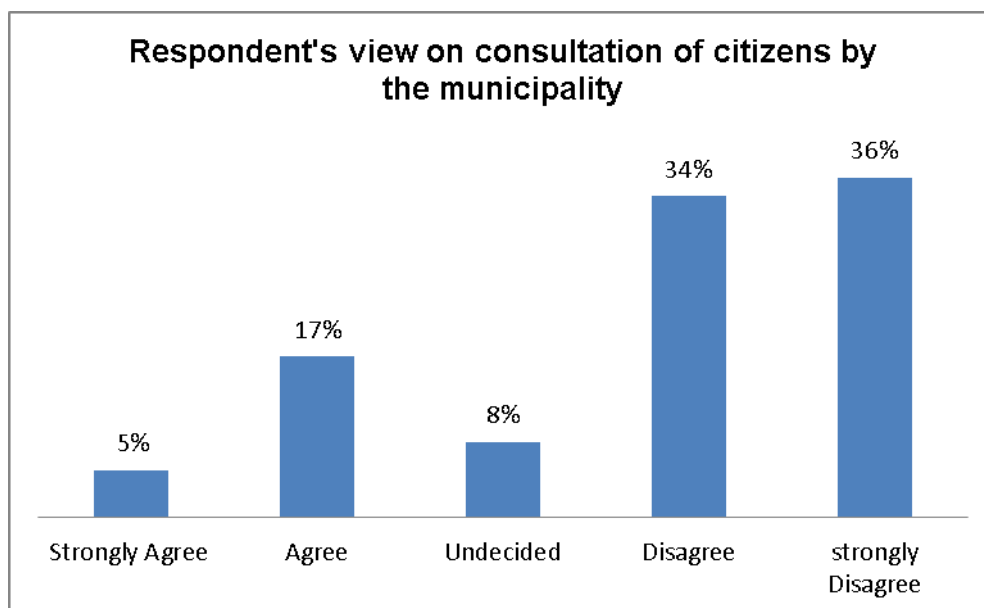
they are very dissatisfied. 41% of the respondents are also very dissatisfied with the roads and storm water supply. This may be due to the fact that there are potholes in almost all streets and roads in the Municipality and some streets that were tarred have turned into gravel roads. Some gravel roads in the villages are also in a bad state. Dissatisfaction is seen in the area of housing provision with 27% of respondents reported to be unhappy with such services. Participants indicated they are satisfied (39%) with the electricity supply and waste management services (32%).

Research participants were asked to indicate to what extent they agreed with the following statements, by circling the appropriate number in the Likert Scale as follows:

- 1. = Strongly Agree (SA)
- 2. = Agree (A)
- 3. = Undecided (U)
- 4. = Disagree (D)
- 5. = Strongly Disagree (SD)

(d) Your municipal council consults enough with citizens when making decisions

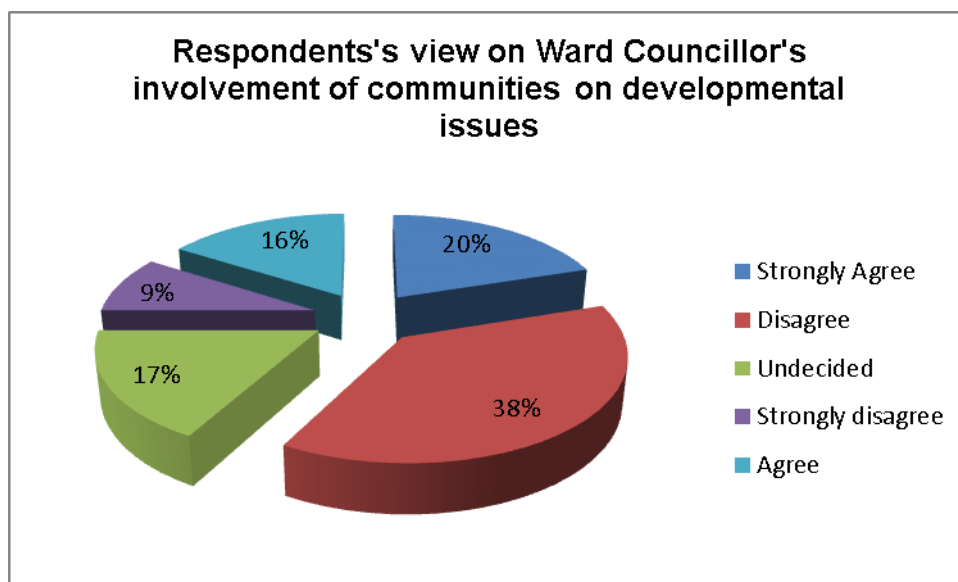
Figure 4.11: Respondent's view on consultation of citizens by the municipality



The results above show that 36% of participants strongly disagree and 34% disagree with the statement above. The percentage of those who disagreed and strongly disagreed combined is 70%. This means that the majority of the respondents disagreed with the statement that the Municipality consults enough with citizens when making decisions. 17% of respondents agreed that there is consultation between the municipal council and citizens. Only 5% strongly agreed that there is indeed consultation, while 8% are not sure.

(e) Ward councillors in *Makhado* Municipality are doing a good job in involving the communities regarding development issues around them

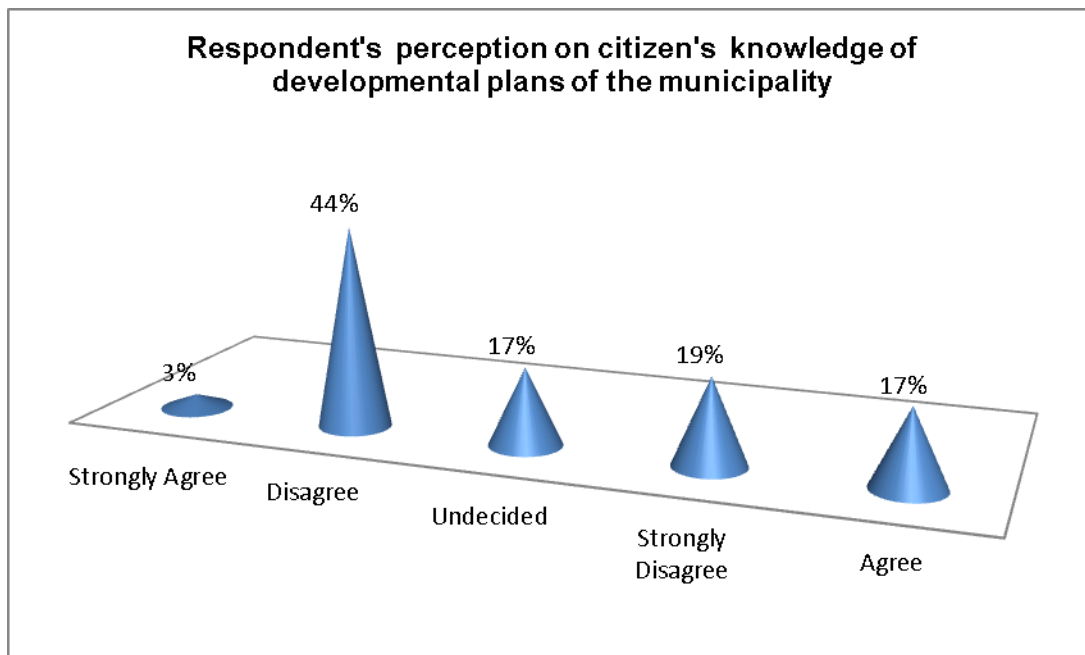
Figure 4.12: Respondent’s view on Ward Councillor’s involvement of communities in developmental issues



The majority of the respondents (38%) indicated that they disagree with the statement that Ward Councillors are involving communities in developmental issues, followed by 20% of respondents who strongly disagreed. 17% of respondents were undecided, meaning that there were not sure whether there was involvement or not. Only 9% of respondents strongly agreed that Ward Councillors are working together with communities and 16% also agreed with the statement.

(g) Communities in *Makhado* Municipality are well informed about developmental plans of the municipality

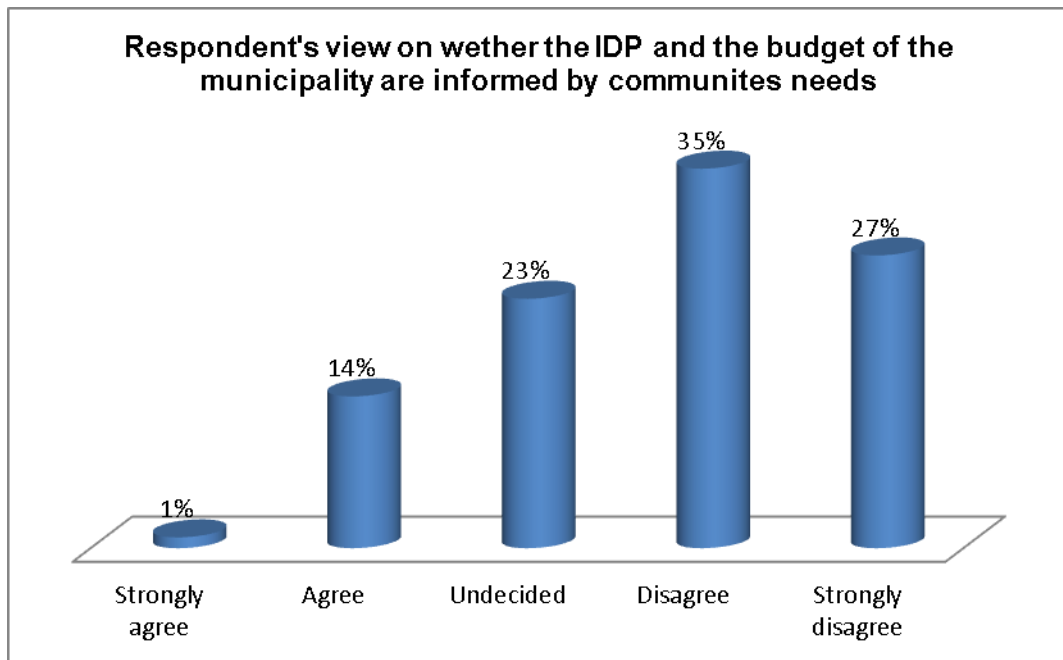
Figure 4.13: Respondent's perception on citizen's knowledge of developmental plans of the municipality



The result above shows that the percentage of participants who disagreed and those who strongly disagreed combined is 63%. From this result we can deduce that the majority of the respondents (63 %) disagree that the communities in *Makhado* Municipality are well informed about the developmental plans of the municipality. 17% of the respondents were unsure of the statement. Only 3% of the participants strongly agreed that communities are informed about the plans of the Municipality and 17% also agreed with the statement.

(h) The Integrated Development Plan (IDP) and the budget of the Municipality are informed by the needs of the community

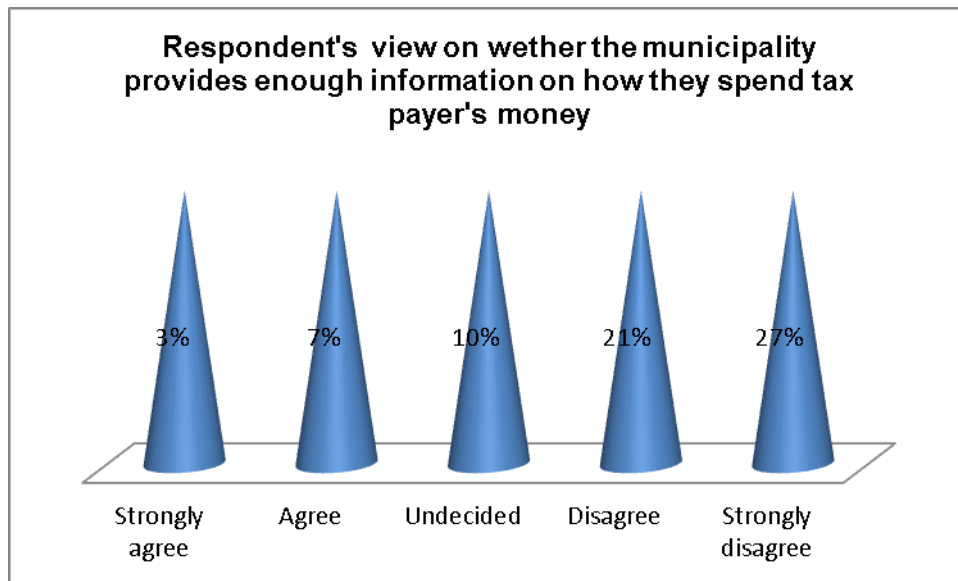
Figure 4.14: Respondent's view on whether the IDP and the budget of the municipality are informed by community needs



The figure above shows that 35% of respondents disagree while 27% strongly disagree with the statement that the Integrated Development Plan and the budget of the Municipality are informed by the needs of the community. 23% of participants indicated to be unsure. Only 1% of the respondents indicated that they strongly agree with the statement and 14% agreed that both the IDP and the budget are informed by the needs of the community.

- (i) Your municipality provides enough information about how it spends your taxes.

Figure 4.15 Respondents view on whether the municipality provides enough information on how they spend tax payer's money



The results above shows that 3% of the respondents strongly agreed and 7% agreed with the statement that the municipality provides them with information on how their taxes are spent. 10% of the respondents were undecided. 27% indicated that they strongly disagreed and 21% disagreed that they are informed about how the finances of the Municipality are utilised.

4.4 RESPONSES FROM RESEARCH PARTICIPANTS TO OPEN-ENDED QUESTIONS

1. In your opinion, what are the roots causes of poor service delivery in *Makhado* Municipality?

The respondents identified the following as the root causes of poor service delivery.

- **Corruption**

Habtemichael (2009:42) defines corruption as the misuse of public power, office or authority for private benefit through bribery, extortion, influence peddling, nepotism, fraud, speed money or embezzlement. Respondents indicated that in *Makhado* Municipality corruption is rife during the awarding of tenders. Tenders are given to the relatives of municipal workers and proper supply chain processes are not followed. One needs to pay a bribe to get a tender. Tender process also compromises service delivery as cheap materials are used by service providers in

order for them to make more profit. During the recruitment process, proper procedures are not followed, one needs to be related to municipal employees or pay a bribe in order to be employed by the Municipality.

- **Lack of consultation**

Respondents indicated that there is no consultation between Ward Councillors and communities. Ward Councillors make decisions in silos and they do not know the needs of the communities. The Edelman Trust barometer Global Report (2013) indicates that citizens who are not involved in civic activities tend to view government and its institutions in a more negative light as they tend to isolate themselves and view the world from a narrow perspective

There are also poor working relations between Headmen and Ward Councillors which results in the poor coordination of services. Grievances are not attended to, and if they are they take a long time to be resolved. Some respondents felt that the Ward Councillors are incompetent due to a lack of education and as a result they do not represent them well enough during council meetings where decisions are taken.

The above is supported by the following quotations:

“The Ward Councillor is the problem, she does not report our challenges to the Municipality and does not consult us”.

“The Municipality only consults with us during elections, make empty promises and vanish until the next elections.

- **Lack of leadership**

The respondents reported that the municipality is led by people who are not qualified to hold the positions they are occupying. Cadre deployment, nepotism and corruption are reported to be the cause of the problem. Employees at the Municipality are hired based on political affiliation rather than qualifications hence the Municipality is full of people without skills from top to bottom. The services that these unskilled workers render are also not supervised. Service providers are also not monitored hence cheap service. Again due to a lack of skills from management level, there is poor

financial planning and the misuse of resources. Resources are not channelled to address service delivery problems but are used for personal gain.

The above argument is backed by the following quotations from respondents:

“Nepotism, people are concern more about their salaries than rendering services, this is because they get jobs easily”

“I think there is corruption going on”

“They do not plan, the work they do cannot satisfy even a small child”.

2. What can be done to improve service delivery in the municipality?

The respondents cited the following as solutions to improving service delivery in the Municipality:

▪ **Regular consultation with citizens**

Ward Councillors should consult more with communities, at least once in a month. They should conduct needs assessments in communities and provide them with updates about developmental issues in their areas. The *White Paper on Transforming Public Service, 1998* stresses that the needs of the people should be put first. Communities should be informed before service delivery decisions are made. Service delivery decisions should address the needs of the communities as per a need analysis and important things should be prioritised. The *Constitution of the Republic of South Africa, 1996* mandates the local government to be responsive to the needs of the local community (South Africa 1996:74). The Municipality should also avoid generalisation when making service delivery decisions as communities have different problems and priorities. Involvement of communities in decision-making should also be encouraged by the Municipality.

A good working relationship should also be fostered between headmen and councillors as this will help improve service delivery. Some respondents also felt that since their councillor does not consult them, she should be removed and a competed councillor be elected.

▪ **Combat corruption**

Measures must be put in place in the Municipality to combat corruption. Habtemichael (2009:40) advised that before designing any anti-corruption strategy, it is vital for one to first assess the level, forms and causes of corruption to the country as a whole and for specific government institution. Respondents indicated that the tender system is the major cause of corruption and the government should do away with it. Government departments should be allowed to render services, for example Public Works to build bridges and construct tar roads. The tender system also compromises service delivery since cheap materials are used.

The budget of the Municipality should be reviewed every year and financial audits be conducted on a regular basis to avoid the mismanagement of funds. The Municipality should also be transparent on how they use tax payers' money, engage the citizens during the budget process and also provide correct information. The Edelman Trust barometer Global Report (2013) states that cultivating a culture of transparency, accountability and honesty is important to eliminate negative, incorrect and misleading information that often negatively affects public perception.

▪ **Employment of qualified and experienced people**

The municipality should do away with cadre employment and employ more people who are qualified, have experience and who are willing to serve the community. Municipal workers should also be provided with training to improve their working skills, especially the leadership.

3. Are there any other comments you wish to make

Comments were made as follows:

- The state of *Makhado* Town is deteriorating, there are potholes in almost every street, the living conditions are bad and the town is no longer attractive. The Municipality should also focus on revitalising the town in order to attract investment since it is the only town in the Municipality that generates more revenue for the Municipality.
- Tribalism should be avoided when providing services

- RDP houses are of a poor quality and nepotism should be avoided during the allocation of houses

OBJECTIVES OF THE STUDY

Table 4.4: Performance of local government

	Frequency	Percent
Satisfactory	46	46
Not sure	15	15
Not satisfactory	39	39
Total	100	100

The table above shows that 46% of respondents are satisfied with the performance of local government, 15% are not sure of what to say while 39% indicated that they are not satisfied

Table 4.5: Citizen's involvement in decision-making in *Makhado* Local Municipality

	Frequency	Percent
Adequate Involvement	36	36
Not sure	5	5
Inadequate Involvement	59	59
Total	100	100

The table above revealed that 36% of respondents believe that there is adequate involvement of residents in decision-making in the municipality, 5% of respondents were not sure of what is happening and 59% of respondents indicated that there is inadequate involvement.

Table 4.6: Level of trust of citizens in *Makhado* Local Municipality

	Frequency	Percent
Not at all	48	48
No confidence	47	47
Have confidence	5	5
Total	100	100

The table above indicates that 48% of respondents do not trust the Municipality, 47% do not have confidence in the services provided by the Municipality and only 5% of respondents believe in the Municipality.

STATISTICAL TESTS USING CHI-SQUARE

This study also used Chi-square to test citizens' trust in service delivery in *Makhado* Municipality. The results of the tests have been presented below:

Hypothesis 1:

Null Hypothesis: There is no significant difference between performance of local government and the level of trust of citizens in *Makhado* Municipality.

Alternative Hypothesis: There is a significant difference between performance of local government and the level of trust of citizens in *Makhado* Municipality.

Table 4.7: Hypothesis 1 Contingency Table

		Level of trust of citizens in <i>Makhado</i> Local Municipality			Total
		Not at all	No confidence	Have Confidence	
Performance of local government	Satisfactory	16	25	5	46
	Not sure	8	7	0	15
	Not satisfactory	24	15	0	39
Total		48	47	5	100

Table 4.8: Chi-Square tests results of hypothesis 1

	Value	df	Asymptotic Significance (2-sided)
Pearson Chi-Square	10.256 ^a	4	.036
Likelihood Ratio	12.219	4	.016
Linear-by-Linear Association	8.701	1	.003
N of Valid Cases	100		

Using the Chi-Squared test, $P=0.036$ less than the required value of 0.05, this implies that the null hypothesis is rejected. We can conclude that there is a significant difference between the performance of local government and the level of trust of citizens in *Makhado* Municipality.

Hypothesis 2:

Null Hypothesis: There is no significant difference between citizens' involvement in decision-making in *Makhado* Local Municipality and the level of trust of citizens in *Makhado* Municipality.

Alternative Hypothesis: There is a significant difference between citizens' involvement in decision-making in *Makhado* Local Municipality and the level of trust of citizens in *Makhado* Municipality.

Table 4.9: Hypothesis 2 Contingency Table

Level of trust of citizens in <i>Makhado</i> Local Municipality					
Citizens' involvement in decision-making in <i>Makhado</i> Local Municipality		Not at all	No confidence	Have confidence	Total
	Adequate Involvement	15	19	2	36
	Not sure	4	1	0	5
	Inadequate Involvement	29	27	3	59
	Total	48	47	5	100

Table 4.10: Chi-Square Test results of hypothesis 2

	Value	Df	Asymptotic Significance (2-sided)
Pearson Chi-Square	2.707 ^a	4	.608
Likelihood Ratio	2.996	4	.558
Linear-by-Linear Association	.309	1	.578
N of Valid Cases	100		

Using the Chi-Squared test, $P=0.608$ is greater than the required value of 0.05, this implies that the null hypothesis is not rejected. We can conclude that there is no significant difference between citizens' involvement in decision-making in *Makhado* Local Municipality and the level of trust of citizens in *Makhado* Municipality.

4.7 OVERALL DISCUSSION

In summary, the findings of the study showed that the citizens of *Makhado* Municipality do not have trust in the service delivery of the Municipality. Peri (2007:5) states that citizens become trustful or distrustful of government either because they are satisfied or dissatisfied with policy alternatives. The Edelman Trust barometer Global Report (2013) indicates that lack of trust is driven by perception regarding poor performance and unethical behaviour. The residents of *Makhado* Municipality indicated that they are dissatisfied with the services they are receiving from the Municipality. Water supply was indicated to be the major problem in the Municipality. Days go by without water, citizens have to buy or request water from those who have drilled their own boreholes. When it does come back the water is very dirty and unusable. Water shortage poses a serious health risk to the lives of citizens as they rely on it for their ablution facilities.

Respondents also showed dissatisfaction in the area of housing provision. They indicated that there is no transparency in the allocation of RDP houses, nepotism and corruption are rife and the houses are of a poor quality. Again the area of roads and storm water supply were indicated to be a problem. Roads and streets in the Municipality are in a bad state with potholes everywhere. Some roads and streets that were tarred have turned into gravel roads, gravel roads in villages are also in a bad state since they are not maintained.

The findings of the research further show that there is no consultation between citizens and the Municipality. The Ward Councillors do not involve the community in issues that concern them. Decisions are taken on their behalf. Councillors do not cooperate well with headmen which delays progress in the villages. Ward committees are invisible. Developmental plans are not communicated, citizens are not involved in needs assessments and their needs are not prioritised. There is no transparency on how the municipal budget is utilised. Citizens allege that the bulk of the budget is utilised to pay municipal workers especially those who are in leadership. The Edelman Trust barometer Global Report (2013) indicates that citizen who are not involved in civic activities tend to view government and its institutions in a more negative light as they tend to isolate themselves and view the world from a narrow perspective. Citizens' participation in government then becomes imperative.

Cultivating a culture of transparency, accountability and honesty is important to eliminate negative, incorrect and misleading information that often negatively affects public perception.

The problem of poor service delivery in the Municipality is articulated to be caused by the following factors:

- **Lack of leadership**

The municipality is headed by officials without skills. This is because they are employed based on political affiliation and not on qualifications. There is poor planning and abuse of resources. No supervision of junior staff and no monitoring and evaluation on the work provided by service providers is done which results in poor service delivery.

- **Corruption**

Corruption is reported to be rife during the recruitment process, awarding of tenders, allocation of RDP houses and testing of driver's licenses. Peri (2007:11) states that corruption arises as one of the most important political factors contributing to the decline of levels of trust in government, as a result it is crucial for any government that wants to reinforce trust to work towards eradicating it.

- **Lack of consultation**

Consultation is key in improving service delivery in local government. IDASA (2010) states that establishing trust requires an open society where citizens are able to debate and question government policies and can have a sense of making a difference in the decision-making process.

The report showed that if the Municipality can fight corruption, hire skilled employees and consult regularly with service users, service delivery will definitely improve.

The findings listed above support and prove the hypotheses mentioned in section 1.7 of Chapter One which state that:

(1) If citizens are dissatisfied with services provided by their local government, they will have less trust in local government than those who are more satisfied.

(2) Those who do not participate in the decision-making process of local government show less trust than those who participate.

CHAPTER FIVE

SUMMARY, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

Chapter four presented and analysed the findings of the study .This chapter seeks to present a summary of the findings, followed by the recommendations of the study, conclusion and the limitations of the study.

5.2 SUMMARY OF FINDINGS

The aim of this study was to investigate whether South Africans have trust in local government by assessing citizens' perception of service delivery in *Makhado* Municipality. The study had three objectives which were analysed as follows:

Objective 1: To find out the relationship between the performance of local government and the level of trust of citizens.

The residents of *Makhado* Municipality are dissatisfied with most of the services that the Municipality provides to them. Water shortage was reported to be the major challenge in the Municipality whereby residents spend days without receiving any. Sometimes no explanation is given as to why there is no water available. The housing provision was also indicated to be problematic. There is no transparency in the allocation of RDP houses. Nepotism, corruption and bribery are rife when such houses are allocated. The RDP houses are also of poor quality because of the cheap materials that are utilised by service providers. The roads and storm water supply is another area that residents are concerned about. Roads and streets in town are in a bad state with potholes everywhere. Some of the streets in town that were tarred have turned to gravel. Gravel streets in villages are also in a bad state since they are not maintained. Residents are again concerned about water and electricity bills which they believe are inaccurate. They think municipal workers manufacture figures while sitting in their offices without going out to check the meter boxes. Nonetheless respondents are satisfied with the electricity supply and waste management services.

Poor service delivery in the Municipality is linked to a lack of leadership caused by cadre employment. Since municipal workers, mostly at management level are employed based on political party affiliation and not on qualifications, the services they provide are substandard and unsatisfactory. There is no supervision of junior employees. Service providers are also not monitored. Lack of leadership has also led to the misuse of resources, abuse of power, corruption during the recruitment process and awarding of tenders. The Edelman Trust barometer Global Report (2013) indicates that lack of trust is driven by perception regarding poor performance and unethical behaviour. Poor performances, unethical conduct by municipal officials, and maladministration of municipal resources have led residents to be distrustful of their municipality.

Objective 2: To establish whether citizens' involvement in decision-making in local government has an effect on their level of trust in *Makhado* Municipality.

The research findings show that there is no consultation between the Municipality and the residents. The mayor only consults with residents during elections, and makes empty service delivery promises in order to get votes. Ward Councillors do not involve citizens in the needs assessment of the community. Developmental plans of the municipality are not communicated to the residents. The IDP and the budget of the Municipality are not informed by the needs of the community. Residents are spectators in their own communities while decisions are made on their behalf. Since Ward Councillors do not consult residents, they are not familiar with their needs and do not prioritise them in decision-making. In some villages the Ward Councillors do not cooperate with headmen which compromise service delivery. Ward committees are also invisible and ineffective. IDASA (2010) states that establishing trust requires an open society where citizens are able to debate and question government policies and can have a sense of making a difference in the decision-making process.

Objective 3: To establish the approaches which are important to improve citizens' trust in local government.

Corruption, lack of leadership and lack of consultation should be seriously dealt with if trust is to be improved in local government. Corruption arises as one of the most political factors contributing to the decline of trust in government. Local government should come up with ways and means to eradicate it. Special attention should be paid to tender processes, allocation of RDP houses, recruitment processes and testing of driver's licenses. Consultation is also key in improving service delivery and fostering trust. If the Municipality wants to achieve its goal of being developmental they should rethink consultation. Furthermore, hiring qualified and competent employees; and training existing employees is essential if trust is to be improved in the Municipality.

5.3 RECOMMENDATIONS OF THE STUDY

5.3.1 Investment in research and formation of partnership with tertiary institutions.

Receiving feedback from end users of services is critical if an organisation is serious about improving service delivery and fostering trust. Receiving feedback from customers can be best executed through research. It is recommended that the Municipality should establish its own research unit that will be responsible for conducting investigations aimed at improving service delivery. This unit can also assist in monitoring and evaluating the performance of the Municipality and also foster customer engagement through research. It is also recommended that the Municipality should establish a partnership with tertiary institutions such as University of Venda and University of Limpopo who can offer technical assistance in areas of research. The municipal research unit will help facilitate the partnership between the Municipality and the tertiary institutions.

5.3.2 Development of anti- corruption strategies

Corruption is a serious challenge compromising service delivery in *Makhado* Municipality hence developing anti-corruption strategies becomes crucial. For the Municipality to successfully combat corruption there should be political will. Political leaders should be committed to combating corruption by ensuring that legislation

aimed at fighting corruption is implemented. Since corruption is a reality in the Municipality, the institution should consider conducting research that will strictly focus on corruption in order to have a better understanding of it and to come up with strategies that will totally eradicate it. The Municipality should consider establishing its own anti-corruption hotline where incidences of corruption can be reported. The hotline number should be made accessible to everyone by displaying it on municipal cars, water and electricity statements, the municipal website, local newspapers and on other social media platforms. Thorough investigations on reported cases should be done and results should be publicised to communities through the local media.

Education is key in combating corruption. The mayor and her cabinet should take the lead in fighting corruption by organising campaigns and *Imbizo's* aimed at eradicating it. The Municipality should educate its employees about corruption and its consequences. It should also consider empowering residents on how to identify and report corruption.

5.3.3 Improve public participation and consultation

Research findings show that residents of *Makhado* Municipality are not consulted on issues that affect them. Citizen participation in local governance involves ordinary citizens assessing their own needs, and participating in local project planning and budget monitoring. Engaging citizens in local governance improves accountability and the ability of local authorities to solve problems, create more inclusive and cohesive communities and increase the number and quality of initiatives undertaken by communities. One way of promoting community participation is through the establishment of ward committees. Ward committees serve as a link between the Municipality and communities. They advise Ward Councillors on the needs and priorities of communities. Since ward committees have a crucial role to play in fostering community participation, it is vital that such structure is established and capacitated so that roles and responsibilities are executed effectively and efficiently. It is clear from the research findings that residents are not familiar with the role of ward committees, hence the lack of consultation is blamed solely on Ward Councillors.

5.3.4 Collaboration with other government departments

The Constitution of the Republic of South Africa, 1996 emphasises that the three spheres of government; that is the national, provincial and local government, should collaborate well with each other in order to improve service delivery. Since the Municipality has a challenge in the form of a lack of skills it is advisable that they request assistance from other government departments, for example the Department of Public Works has qualified and experienced engineers who can assist in planning and monitoring the services rendered by service providers more especially on roads construction. The Department of Water affairs can also provide expert advice on areas of water supply and sanitation and other departments can also play their role as well.

The Department of Cooperative Governance and Traditional Affairs as the department overseeing municipalities' should review their monitoring and evaluation strategies as municipalities continue to fail communities on their watch. Thorough investigation of poor performance by municipalities should be conducted, strategies to improve performance need to be developed and consequences for underachievement should be implemented.

5.4 FUTURE RESEARCH

The study revealed that corruption is a serious challenge contributing to poor service delivery and a low level of trust among residents in the Municipality. Future research needs to be undertaken to investigate corruption in the Municipality. The causes of service delivery challenges revealed by the study were from the point of view of service users which were residents of the Municipality. It is crucial that municipal workers and councillors be engaged on the issue for them to state their view point. This will assist the Municipality to have a broader view of the causes of service delivery problems in the Municipality and come up with interventions that will effectively address them.

5.5 CONCLUSION

The study was conducted to investigate citizens' trust in service delivery in *Makhado* Municipality. *Makhado* Local Municipality is located in the *Vhembe* District Municipality of *Limpopo* Province. The Municipality is constituted of four rural towns which are *Makhado* (Louis Trichardt), *Vleifontein*, *Dzanani* and *Watervaal*. It has more than 279 villages. Louis Trichardt serves as the main administrative town of the Municipality. The Municipality consists of 38 wards. A sample size of 100 respondents was drawn from ward 7, 8, 9, and 30. 25 respondents were drawn from each ward. A self-administered questionnaire consisting of both qualitative and quantitative questions was utilised to collect data from respondents. The study was conducted between February 2017 and April 2018.

The findings of the study showed that the citizens of *Makhado* Municipality do not have trust in the service delivery of the Municipality. The literature has proved that citizens become distrustful of government when they are dissatisfied with the services they receive. Again poor performance by government institutions and unethical behaviour by employees also contributes to a low level of trust by citizens. Furthermore lack of transparency and consultation by government also contributes to a low level of trust. The residents of *Makhado* Municipality are dissatisfied with most of the services they are receiving from the Municipality. Water shortage is the biggest problem in the Municipality. Residents spend days without water which poses serious risks to their health. Housing provision is another area that residents are displeased with. There is no transparency in the allocation of RDP houses, nepotism and corruption are rife and the quality of the houses is poor.

The area of roads and storm water supply is also problematic. Roads and streets in the Municipality are in a bad state with potholes everywhere. Some roads and streets that were tarred have turned into gravel roads, gravel roads in villages are also in a bad state because they are not maintained.

The research findings show that service delivery challenges in the Municipality are caused by a lack of consultation. There is no consultation between citizens and the Municipality. The Ward Councillors do not involve the community in the decision-making process. In some villages councillors do not cooperate well with headmen

which compromise service delivery. Ward committees are invisible. Developmental plans are not communicated, citizens are not involved in needs assessments and their needs are not prioritised. There is no transparency on how municipal budgets are utilised. Citizens allege that the bulk of the budget is utilised to pay municipal workers especially those who are in leadership.

Poor service delivery in the Municipality is also as a result of a lack of leadership. The Municipality is headed by officials without skills. Lack of skills is articulated to be caused by cadre employment where employees are hired based on political party association and not on experience and skills. As a result there is maladministration, poor performance and abuse of resources.

Corruption is another factor contributing significantly to poor service delivery in the Municipality. Corruption is common during the recruitment process, the awarding of tenders, allocation of RDP houses and testing of driver's licenses. The report further showed that if the Municipality can combat corruption, hire skilled and experienced employees, and consult regularly with service users, service delivery will definitely improve and citizens can regain their trust in the municipality.

5.6 LIMITATION OF THE STUDY

Chapter 7 of the *Constitution of the Republic of South Africa, 1996* divides municipalities into three categories, namely Metropolitan (Category A), District (Category C) and Local municipalities (Category B). These municipalities have different responsibilities depending on the category where they are classed. Due to the history of apartheid in South Africa, some municipalities are well resourced and developed while others are without resources and underdeveloped. Furthermore, these municipalities encounter different challenges when executing their responsibilities. Based on the above, generalisation of the research findings to all municipalities in South Africa becomes impossible. Nonetheless some ideologies of the recommendations can be applied to other municipalities.

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QUESTIONNAIRE

Good day. My name is Daphney Mashangu Nefale. I am doing a Master's Degree in Public Administration and Management with the University of Limpopo. I am conducting a research entitled **“AN INVESTIGATION INTO CITIZENS’ TRUST IN SERVICE DELIVERY IN MAKHADO MUNICIPALITY, LIMPOPO PROVINCE, SOUTH AFRICA.** I hereby request you to participate as the study's success relies on your valuable contribution. Your anonymity is guaranteed. Therefore your identity will not be known to anyone else.

SECTION A: BIOGRAPHICAL DATA

Please mark the applicable block with an “X”

A1-Age Group (in years)

18-35	36-45	46-55	+56
-------	-------	-------	-----

A2- Mother Tongue

Tshivenda	Xitsonga	Sepedi	Afrikaans
Other (specify)			

A3-Gender

Male	
Female	

A4-Highest grade passed at school

Grade 0-7	
Grade 8	
Grade 9	
Grade 10	
Grade 11	
Grade 12	

A5- Highest Tertiary Qualification

Certificate	
Diploma	
Degree	
Post Degree	
Other (specify)	

A6-Employment status

Employed	
Unemployed	
Self-employed	
Retired	
Other (specify)	

A7-Employer, if employed

Private sector	
Public sector	
Self-employed	
NPO/CO-OP	
Other (specify)	

A8- Period as a resident of *Makhado* Municipality

Less than 1 year	
01-05 years	
06-10 years	
11- 15 years	
16-20 years	
+ 21 years	

A9 – Ward where you reside

Ward 7	
Ward 8	
Ward 9	
Ward 30	

A 10- Political Party Association

ANC	
DA	
EFF	
UDM	
COPE	
OTHER (specify)	

SECTION B: STRUCTURED QUESTIONS

Do you have confidence in the decisions that are made by the municipality to address service delivery problems? Please circle the right answer.

1. Not at all
2. Not very much confidence
3. Quite a lot of confidence
4. A great deal of confidence
5. Don't know

Do you think the municipality workers are skilled enough to produce good results in their work? Please circle the right answer.

1. Strongly agree
2. Partly agree
3. Quite disagree
4. Strongly disagree
5. Don't know

How satisfied are you with the following services rendered by your municipality. Please circle the appropriate number.

1. = Very satisfied (VS)
2. = Satisfied (S)
3. = Neutral (N)
4. = Dissatisfied (D)
5. = Very dissatisfied (VD)

NO.		VS	S	N	D	VD
1.	Water and sanitation	1	2	3	4	5
2.	Electricity supply	1	2	3	4	5
3.	Roads and storm water supply	1	2	3	4	5
4.	Housing provision	1	2	3	4	5
5.	Waste management	1	2	3	4	5
6.	Municipal services payments e.g. bills , licenses, rates etc.	1	2	3	4	5

Please indicate to what extent you agree with the following statement by circling the appropriate number

1. = Strongly agree(SA)
2. = Agree (A)
3. = Undecided (U)
4. = Disagree (D)
5. = Strongly Disagree(SD)

NO		SA	A	U	D	SD
1.	Your municipal council consults enough with citizens when making decisions	1	2	3	4	5
2.	Ward councillors in <i>Makhado</i> Municipality are doing a good job in involving and informing communities regarding development issues around them.	1	2	3	4	5
3.	Communities in <i>Makhado</i> municipalities are well-informed about development plans of the municipality	1	2	3	4	5
4.	The Integrated development Plan (IDP) and the budget of the municipality are informed by the needs of the community	1	2	3	4	5
5.	Your municipality provides enough information about how it spends your tax	1	2	3	4	5

SECTION C: OPEN ENDED QUESTIONS

In your opinion, what are the root causes of service delivery problems in *Makhado* Municipality?

What can be done to improve service delivery in the municipality?

Are there any other comments you wish to make

Thank you very much for your time and participation.

CONSENT FORM FOR PARTICIPANTS

RESEARCH TOPIC: AN INVESTIGATION INTO CITIZENS' TRUST ON SERVICE DELIVERY IN MAKHADO MUNICIPALITY, LIMPOPO PROVINCE, SOUTH AFRICA.

- ❖ I am a student at University of *Limpopo* Turfloop Graduate School of Leadership doing master's degree in Public Administration.
- ❖ The aim of the study is to investigate whether South Africans have trust in Local Government by assessing citizens' perception on service delivery in *Makhado* Municipality.
- ❖ I would like to invite you to participate in the study and complete the questionnaire attached. The questionnaire asks for some information about yourself and your experiences with regard to services that you are receiving from *Makhado* Municipality.
- ❖ You do not have to answer any questions that make you uncomfortable and can also withdraw from the study at any time without any consequences.
- ❖ You should not feel compelled to participate and your decision to participate will, in no manner, affect your municipal citizenship.
- ❖ However, I would like to encourage you to consider participating as the study may help improve service delivery in the municipality. If you do agree to participate, please be as truthful as possible when answering the questions.

CONSENT

- ❖ I hereby give my consent to participate in this study.
- ❖ I understand I am taking part freely without being coerced into doing so.
- ❖ I am aware that my answers and opinions will remain confidential.
- ❖ I understand that I can withdraw from the study at any time without any consequences.
- ❖ By completing this questionnaire I confirm that I am willing to participate in this study.

.....

Date:

Signature of participant

**If there are any questions arising from your participation you may contact me:
Daphney Nefale, email: mdnefale@gmail.com or: 073 583 0124**



MAKHADO MUNICIPALITY

Vision : "A Dynamic Hub For Socio – Economic Development By 2025"
Mission : "To ensure effective utilization of economic resources to address socio-economic imperatives through mining, tourism and agriculture"

Ref : 5/3/1 & 5/4/2
Enq : NC Kharidzha
Date : 02 August 2017

Ms Nefale MD
P O Box 3673
MAKHADO
0920

Madam

PERSONNEL: PERMISSION: RESEARCH ON AN INVESTIGATION ABOUT CITIZENS TRUST ON SERVICE DELIVERY IN MAKAHDO MUNICIPALITY, LIMPOP PROVINCE.

I have great pleasure in informing you that your letter dated 25 August 2017 on the above matters is approved, subject to the Municipality's best practice and conventions for students that undertake research on Council's records viz.

1. Research activities will not disrupt the normal operation of the Municipality.
2. Prompt and timeous arrangements must be made with the Departmental Head concern when assistance is required.
3. Copy of the research findings / thesis must be submitted to the Municipality.
4. The Municipality has no power over research conducted with community members and this part will be performed with the community at their own free will.
5. Research will be for a period of six months which can be extended for a further period determined by the Municipal Manager.
6. Confidential records/ information must not be reflected in thesis documents.
7. The collection of data for research on an Investigation about Citizens Trust on Service Delivery in Makhado Municipality, Limpopo Province: will be conducted based on prior arrangements to be made before the meeting with the Office of the Municipal Manager.
8. The Municipality is indemnified against any claims for damages by the applicant which may result directly or indirectly from the research activity.
9. Research information may not be used for any form of publication media other than the applicant's studies except with permission of the Municipality.



University of Limpopo
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**TURFLOOP RESEARCH ETHICS
COMMITTEE CLEARANCE CERTIFICATE**

MEETING: 31 August 2017

PROJECT NUMBER: TREC/271/2017: PG

PROJECT:

Title: An investigation about citizens' trust on service delivery in Makhado Municipality, Limpopo Province

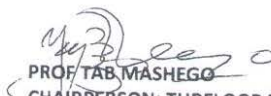
Researcher: MD Nefale

Supervisor: Dr F Ganda

Co-Supervisor: N/A

School: Turfloop Graduate School of Leadership

Degree: Masters in Public Administration


PROF. TAB MASHEGO
CHAIRPERSON: TURFLOOP RESEARCH ETHICS COMMITTEE

The Turfloop Research Ethics Committee (TREC) is registered with the National Health Research Ethics Council, Registration Number: REC-0310111-031

- Note:**
- i) Should any departure be contemplated from the research procedure as approved, the researcher(s) must re-submit the protocol to the committee.
 - ii) The budget for the research will be considered separately from the protocol.
PLEASE QUOTE THE PROTOCOL NUMBER IN ALL ENQUIRIES.

Finding solutions for Africa



Certification of Editing

30 March 2018

To Whom It May Concern

Re: Certification of Editing – Master's Mini-Dissertation

This letter serves to confirm that MASHANGU DAPHNEY NEFALE submitted a Master's Mini-Dissertation to myself for editing. The Mini-Dissertation is entitled, 'AN INVESTIGATION ABOUT CITIZENS' TRUST IN SERVICE DELIVERY IN MAKHADO MUNICIPALITY, LIMPOPO PROVINCE'.

;

The following aspects were edited:

- Spelling
- Grammar
- Consistency of layout
- Sentence structure
- Logical sequencing
- References

Should you have any further queries, please do not hesitate to contact me.

Kind regards,

Kim Smit (078 493 6554)