



Governance and Service Delivery: Assessing the Impact of public management decentralization at eThekweni municipality: A study of Sizakala centres

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DECLARATION

This dissertation represents original work by the author and has not otherwise been submitted in any form to any tertiary institution. Where use has been made of the work of others it is duly acknowledged in the text.

The research of this dissertation was carried out in the School of Built Environment and Development Studies, University of KwaZulu-Natal, Howard College Campus, Durban, from February 2015 to December 2017, under the supervision of Dr Gerald Boyce and Professor T. Nzimakwe,

Signature

DEDICATION

To my mother Khululiwe Vilane, my father Musa Vilane, my two brothers Zakhele and Malusi, my half-sister Mpume, my nieces Sphehile and Bo and more especially my fiancée Thembelihle who has been with me throughout academic journey.

ABSTRACT:

Public administration scholars have for long proposed that most public services benefited largely from economies of scale and should be produced by one government serving a metropolitan area. This view was modified by the 1960s and early 1970s this as developments came about through diverse challenges brought about by complex political, social and economic policy problems, as many government employed Keynesian economic policies mostly leading to consequences of high level of government deficits causing economic crises for countries. The management of resources therefore in the public sector has culminated in the development of the new public management theories which at their core underpin the analyses of institutional arrangements with respect to public policy design and implementation..

With the study at hand primary aims are to analyse the impact of governance and service delivery decentralization through Sizakala centres. This is intended to be achieved by way of exploring the context and motivation for establishing Sizakala Centres as part of governance and service delivery processes of eThekweni Municipality, as well as exploring its impact from the user perception. With the Post democratic dispensation in South Africa, the government decided to adopt an institutional arrangement of governance that was simply designed to operate at the level of the people and effectively respond to their demands.. Such reforms brought about the need for a decentralized public service system in South Africa. Transitioning from a contextual history of extensive marginalization of some groups from public service benefits, or minimal access to these essential services for some groups with no efforts being made over time to improve the status of such groups. There was need for a complete shift in the system of government and need for new institutional arrangements, and since 1994, such institutional re-engineering towards more decentralization can be seen and directed towards material improvement of livelihoods. So having experience decentralization the broader objective of the study is to contribute to the research literature and policy debates about the role decentralised service delivery arrangements have contributed in both service delivery improvements and governance innovations.

The institutional analysis and transactional theoretical framework was used. The theory identified three players in any institutional arrangement namely legislators, administrators

and constituency. As a result survey questionnaires were designed as means for data collection which would collect homogenous data on demographics, public services and feedback on the interaction of the communities with the centres. These were administered on legislators, administrators and the general public in the diverse constituents who are Centre service users. The questionnaire contained sections collecting the same information for all participants and then an extension with respect to Legislators and Administrators, particularly with respect to information concerning operational premises of the Sizakala centres.

The concerted development and progress by Sizakala centres in their current arrangement as institutions of service delivery was significant with more than 50% of constituencies indicating their satisfaction with most of the services they are rendered at the centres. However a notable dissatisfaction was recorded by mostly residents in the rural and township Sizakala centres, where the turnaround time of reported issues was primary and lack of other services in demand. The lack of departmental integrated system to Sizakala centres was identified as a key set back to the model progress. It lack of managerial authority to supervisor responsiveness of department of reported faults contributes negatively to the centres as it serves as the interface for the municipality. The Sizakala centres as model are positioned well to where people are, decreasing social cost for accessing services. However as aforementioned the current challenges of Sizakala, highly in the recommendation list would be the need to have an integrated departmental system that will be used to log, trace and locate complaints reported and turnaround time monitored. This will require the design of the ICT interface system for all department through the front desk at the Sizakala centres.

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LIST OF ACRONYMS

SLA	Service Level Agreement
RDP	Reconstruction Development Policy
OSS	Operation Sukuma Sakhe
MSA	Municipal Systems Act
ICA	Institutional Collective Action

CHAPTER ONE

1.1 Introduction

The introduction seeks to address three key objectives namely, to locate this study by providing background to the research, to outline the main objectives of the study and the associated core questions to be answered, and to establish the motivation behind this research study. The background to this study is established through examination of findings on the effects of decentralization of government institutions on service delivery from prior research and empirical based studies. These include research mainly detailing an attempt by the post-apartheid government to deconstruct and reconstruct local government structures and social development policies to effect the expansion of service delivery particularly to previously disenfranchised demographics.

The core research question – What has been the contribution of decentralising local government? After stating the problem to be investigated, the broad objectives are defined and the specific questions are stated. The last section of this introduction will discuss the premises for justification and rationale of this study. In particular, the main contribution of this study is towards an exploratory analysis of the perceptions around the contribution of Sizakala Centres to service delivery, as the latter has not been analysed before. Presently, there is a little data and information detailing the impact of local government and contribution of further decentralization by local government, and the need to capacitate these institutions and their location in the bigger picture in the role of service delivery. In order to generate a Metropolis picture of Institutional service delivery experiences, a much significant sample may be required of the eThekweni (Durban) communities in South Africa. Thus far more important than increasing knowledge in service delivery, the empirical findings from this study have the potential to inform Local Government development policy applicable to both Metropolitan municipality and Districts Municipalities and rendering it a worthy undertaking.

1.2 Background

In attempts to shape human conduct, socio-economic spaces and the social welfare of communities, government has had to come with targeted interventions designated to reform defined outcomes. These outcomes are anchored at empowering communities and improving the livelihoods of these communities. According to Murray Li (2007), the will to govern and improve the welfare of the population, is expansive. As a result, governmentality has at its basis a development concept interwoven to empower and shape recipients' views of government. Literature discusses governmentality as a way of thinking about government as the right manner of disposing things, in pursuit not of one dogmatic goal but a whole series of finalities to be achieved through multiform tactics, (Murray Li, 2007). This concept we can trace since the inception of democracy in South Africa, where one of the over-arching goals of the national government has been to reach areas that were previously denied the provision of basic services pertinent to human development and dignity (Stanton, 2009). Such services includes water, sanitation, shelter, provision of roads and social infrastructure (libraries, sport fields and so forth), and more importantly participation in community governance. The lack of the latter has been seen in the rise in protest activity in South African including eThekweni, where people's voices have not been effectively responded to, either in directing the development or provision of services. Therefore inclusive governance have been a priority on the agenda of the post-democratic government in South Africa nationally, influenced by the expectations of the international assistance programmes of achieving better standards of living (Turner, 2012). Central and pertinent to this agenda has been the need to roll-out services to the people.

Upon the adoption of a new constitution, a decentralized system was introduced, separating the national, provincial and local government. Among many other reasons, this was done to facilitate inclusion and enable closer interaction in governance between government and service final users (the immediate societies). Therefore, the government adopted a decentralized model of the state with provincial and local governments' having their own constitutionally mandated spheres of operation. However the extent of decentralization in municipalities has been limited to general calls for participation, community engagement, and things such as the integrated service roll-out to previously under-serviced areas. Although national policy frameworks, legislation and guidelines are a major feature of what informs what local governments do and how they do it, when it has come to the matter of sub-municipal service delivery, institutional organisation and sub-municipal decentralisation

efforts (political, administrative and/or fiscal), there has been some scope for local governments to design their own responses. It is in this context that the eThekweni Metro Municipality model of rolling out Sizakala centres was designed, as a practical instrument in dealing with customers and the programme through which the Municipality is seeking to deliver professional customer service to its people in a practical and visible manner, (EThekweni Municipality Customer Care Policy, 2015:7).

In the eThekweni Municipality, Sizakala centres are centres of municipality services composed of a service delivery presence for different municipal departments. These have had their fundamental focus on increasing customer services and improving the provision of services by the municipality. These centres are called Sizakala Centres (translated as “get help centres”) and in their development, Sizakala Customer Service Centres have been described as an essential place where residents go for assistance on any council related query, (EThekweni Municipality Customer Care Policy, 2015:5). Their position is to ensure that eThekweni residents have easy and equal access to and receive the best possible service from the council. The decentralization approach to service delivery management exhibited in the Sizakala centres is typical of new public management theory which argues for the need to improve efficiency, effectiveness and general performance of public services in modern bureaucracies. Through facilitating better engagement with the users and more nuanced information exchange, the decentralized system of governance is viewed as a way of improving response of the centres towards more effective service delivery. This research study explores the history and current impact of Sizakala centres and their approach of public management and governance in addressing service delivery to their immediate constituencies.

1.3 Problem statement

The purpose of this research is to assess the impact of public management decentralization at the Local Municipality level and the associated impact it has levelled on public service delivery to date. EThekweni Municipality in the change of the previous governance system adopted the concept of Sizaka centres in 2001 which was aimed at further decentralizing services to be more close to the people. And indeed looking at the inherited social and economic divide in our communities created by the apartheid system, the democratic elected government post 1994 had a burden and task to ensure that access to basic services as defined in the constitution of South Africa particularly in previously disadvantaged areas such as

townships and rural services are afforded. Invariably this meant the government had to adopt a new way of governance to service the people. This must have been informed by the Household survey (1995) which indicate that only 33% of African households, compared with 72% of coloured, and 97% of both Indian and white ones, have the use of running tap water inside the dwelling for drinking purposes. It further shared light on the use of electricity for lighting was unevenly distributed by race. Just over half (51%) of all African households use electricity as their main energy source for lighting, as against 84% of coloured and 99% of Indian and white households. These statistics indicated a problem for the newly elected democratic government particular at the local level post 1996 to demonstrate adopt a service delivery system that will seek to improve access to service, adequate and efficient services. However Sizaka centres being adopted to assist in service delivery, eThekweni municipality has seen unprecedented township protest on a rise since 2010 of service delivery. Therefore is imperative to assess fundamental purpose of such centres with an aim to assess the impact thereof accordingly.

1.4 Rationale for Research

This research aims to enhance knowledge in the study of in decentralization of Local government and governance in South Africa and its impact on Service delivery at the household level in particular. The main thrust of the work will be ascertaining the perceptions of the constituencies' on the contribution of Sizakala Centres towards improved service delivery since the Centre's concept inception. Research in this area is limited because data and methodological constraints have hindered research on the impact of Sizakala Centres on the household level. This is mainly because analysis of the latter requires longitudinal data which allows one to observe the change over time at the household level. Longitudinal data of this nature and field is rare (and many of the techniques required to analyse these kinds of data are beyond the scope of this Masters dissertation). However, the findings from the primary data collected for this study did present a unique opportunity to explore the topic at hand as questions on the contribution of Sizakala Centres and quality of service delivery at the respective centres were asked directly of household members. The data makes it possible for one to establish for instance what people think of the services they receive at the Sizakala Centres, impact that Sizakala Centres have had on service delivery improvement. In addition, other information collected details the history and evolution of Sizakala Centres that occur as a result of Local Government transformation post 1996, namely: changing council structures

and composition; democratic centralisation of Local government, in particular in eThekwin metro council. With this information it is possible to fulfil reasonably the research aims and objectives outlined below.

1.5 Aims and objectives

This research aims to analyse the impact of governance and service delivery decentralization through Sizakala centres. It intends to achieve this by:

- Exploring the context and motivation for the establishment of the Sizakala Centre model as part of governance and service delivery processes of eThekwin Municipality;
- Examining the operations of a sample of centres to report on citizen and state official perspectives of the role the centres actually play in service delivery and governance; and
- To contribute to the research literature and policy debates about the role decentralised service delivery arrangements can play in both service delivery improvements and governance innovations.

1.6 Key Research Questions

The study aims to address four broad sets of research questions:

- What was the context and motivation which saw the establishment of Sizakala Centres at eThekwin municipality?
- What are the perceptions of residents in the areas of study with regard to Sizakala centres in terms of service delivery performance and governance functions?
- What have been the changes in service delivery reach to households in the areas as measured in terms of the 2001 and 2011 census periods?

1.7 Structure of dissertation

Chapter 1 outlines the study background, problem statement and it provides rationale for the research project. It further highlights the aims and objectives for the study to provide a guide of the overall study direction.

Chapter 2 presents the review of the existing literature and standing empirical studies on decentralisation and public management administration for local government in the historical and post democratic dispensation in South Africa, highlighting issues surrounding service delivery. It details the economic theories that have been followed to facilitate service delivery and inform local government practices.

Chapter 3 discusses the theoretical framework of the study, it gives extensive detail on institutional analysis model as a tool to evaluate institution and facilitate legislation. Here the chapter identifies player in institution formulation and underline the principle of policy imperative as well as influences of institutional direction.

Chapter 4 outlines the study methodology in terms of the; the study design; description of the study setting; processes involved in data collection; methodological considerations, various data handling and techniques employed in cleaning, storing and analysing data, secondary analysis of existing data, qualitative and quantitative surveys and lastly the ethical issues pertinent to this study.

Chapter 5 presents findings from the primary data collected through Sizakala Centres Household Survey. Data collected is both the qualitative and quantitative. The qualitative data is presented according to major themes from interviews, while the quantitative data is presented descriptively in table and graphs using variable grouping and analysis. The results give evidence for the extent to which this study achieves objectives stated in chapter 1.

Chapter 6 analyses the findings in terms of the theoretical and empirical literature reviewed in Chapter 2 and Chapter 3. It's the discrepancy that exist between Sizakala Centre objectives and practice in its current form. It identifies the weakness of centres in light of its constituency the communities. It further provides a summary of the thesis and directions for subsequent research for this and other studies.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

This chapter is a review of varied past literature linking the recent approach to New Public Administration (NPA) for good governance and decentralization of public sector governance and how it advances the goal of improving service delivery in various settings in which it is implemented. The literature is largely framed by two key dimensions of local governance, i.e. managerial and normative; Whilst from the managerial principle, government institutions are required to be efficient, economic and effective in their administration zones, they are simultaneously expected by constitutional obligation to respond to service demands in a normative manner i.e. what is typically to be done rather than the positivist perspective focusing on what is in fact done. It is against this background that this chapter discusses the development paradox and how it manifests itself in South Africa through social inequality particular, justifying the need for an integrated approach to governance and service delivery.

2.2 Public Sector Governance

Public sector governance refers to the processes and mechanisms through which decisions are made concerning policies that affect achievement of public interest within a jurisdiction, in this case a country (Plumtree and Graham, 1999). It is not necessarily concerned with making the correct or right decisions from a managerial perspective, for there are important trade-offs, default limits without which the entire system crumbles down, however it is concerned with the best possible mechanism for achieving or reaching those decisions (Menocal, 2011). The growing sensitivity of international institutions such as the World Bank, United Nations and the International Monetary Fund (IMF), in advancing improved human living conditions and changes in the quality of life of people in different societies has forced governments from both the developed and developing countries to review their service delivery models in order to maintain good governance and cost effective service delivery, (Benequista, 2010). For instance, the universal indicator, Human Development Index (HDI) provide guidelines through which governments can measure their progress in achieving specific development goals, the HDI itself being an internationally agreed benchmark. It has helped countries to streamline their efforts in attempting to maintain better standard of living for people, and demonstration of good governance.

On the other hand, the growing consciousness of citizen rights, basic needs as well as the extent to which they can lobby their local governments with respect to service delivery has increased the pressure on governments. This is exemplified by various means of political expression, such as peaceful demonstrations, strikes to more violent forms of expression such as vandalism, coercing governments to improve their responsive mechanisms in their respective jurisdictions (Mandeli, 2015). Furthermore Mandeli (2015) argues that the awareness of people regarding their rights has culminated in various communities resorting to mass protest to express their demand for basic needs be met speedily. Notably, these range from demand of change of local leadership and need to improve basic services. In such political expressions as stated before, the question of good governance is one of the dominating factor, in most cases based on the history of the government institutions and their record of service delivery based also on promised service delivery goals and response mechanisms, (Koelble and Lipuma, 2010). The assertion is that governance is at the heart of all these uprisings. South Africa as a new democratic country is no exception to these complexities. The increased waves of unrest in the recent decade as a response to misaligned deliverables by government, mismatch of skills and perceived misuse and misallocation of resources has characterized development under post-democracy government, (Koelble and LiPuma, 2010).

The local government has been the most confronted by societal responses as it operates as the communal tier of governance within the public sector where direct interaction with society occurs, (Monkam, 2014). Therefore good governance as a concept of development calls for public institutions to efficiently manage resources in such a way that the basic services to communities are delivered, (South African Constitution, 1996). In South Africa most of the public sector services form part of the basic constitutional rights and some are coded by international bodies. It is for this reason therefore that even international bodies like the World Bank and UN promote excellent governance because efficient state planning, is likely to lead to better livelihood to the recipients. Lastly, in effective good governance, the culture of the people (recipients) is a significant variable in evaluating good governance given that conventional norms and practices shapes what is deemed acceptable and preferable. In line with this, Huntington (1997) make remarks that values shape human progress and governance has a positive effect on societies when it encapsulates these values in its modelling.

2.3 Neoliberal governance

The reforms of the 1980s and 1990s saw a relegation of the overextended role of the state, through some reforms designed to enhance governance of societies and delivery of public goods and services (Hajer and Wargenaar 2003). Such public sector reforms restructured the nature and role of the state leading to a break from a hierarchical bureaucracy to greater use of markets, quasi markets and networks in the delivery of public goods and services. These externally imposed reforms engendered problems for developing countries in the Third World, seen in impediments in the development of alternative people's institutions so fundamental for generating the social capacity to govern and the capacitation of civil society. At the heart of governance is the premise that the state increasingly relies on other organizations to deliver on its policies or effecting its will, and in such a setting the state plays a very limited or small role in society, such as undertaking public investments in physical infrastructure such as roads, railways, communications, water systems and electricity, and social infrastructures such as the system of legislation, the judiciary and regimes that make the economic, political and social processes work optimally, which the other organizations cannot provide due to the nature of these public investments. Therefore when we look at governance we are looking basically at the system, institutions and regimes (norms) by which a society/territory is directed, governed and controlled and we can argue preliminarily that good governance must ensure maximum possible welfare for the society and its citizens in terms of political and socio-economic development, (Hajer and Wargenaar 2003; Doornboss 2003).

At the heart of governance from the foregoing discussion therefore are questions with respect to public policy and democracy, with an increased role of non-state actors, some even more powerful as to impact direction of public policy in the delivery of public services. The state aims to improve its ability to control these other actors and this has led to an adoption by the state of diverse strategies for creating and managing networks and partnerships, including frameworks for auditing and regulating other organizations (social infrastructure regime). The concept of good governance was coined by International Political Institutions such as the World Bank and the European Union primarily to paint a picture of their aspirations for a better world, (Bond, 2002; World Bank, 1998). Salient in most democracies has been the push of neoliberalism as a dominant ideology even in government institutions, as it arose as a challenge to Keynesian economic management which rudely centred on the role of the public sector in the economy, (Leitner, Peck and Sheppard, 2007; Harvey (2005). Arguing against

the state, neoliberals posited that, the state-owned institutions are less efficient than the private sector, with this forging its way into the public sector. They further argued that, most states have become too large to be manageable (overextended and collapsing under burden of excessive taxation), and a high rate of debt financing public spending, engrossing societies in problems of cyclical inflation and macroeconomic instability (Hajer and Wargenaar, 2003; Bond, 2002). These arguments arise in respect to the capacity of the state and also the nature of the service delivered.

Further with new challenges in the public sector economy, high human mobility, and an aggressive economic competition between states, a centralized state can no longer be sustained. Relegating the role of the state, neoliberals argues that the role of the state should be limited to public policy making and implementation and leave off service delivery to private institutions. The State as a result must of necessity articulate and implement policies that promote the flourishing of the private sector and similar organizations in the society, Bond (2002). These tenets and their adoption through structural adjustment, saw countries engaging in deregulation of economic sectors, extensive privatization of state run bodies such as parastatals and public owned companies, cuts in public spending and implementation of budget balancing designed to reduce public sector debt. The separation of powers between critical institutions such as political institutions and the Central Bank and ensuring the autonomy of the former in regulating money in the economy to maintain levels of inflation, (Coetzee et.al, 2001).

A special case in point as reported in the Treatment Action Campaign report (2013) was in 1997 under Member of Executive Committee (MEC) Truddy Thomas who in a documentation of the state of the health system in Eastern Cape, proposed a R500 million budget towards reconstruction of the health facilities. While this was essential, the proposal was discarded by the National Treasury after the World Bank advised the National Treasury to avoid international borrowing so as to reduce apartheid government debt inherited by the post-apartheid government. The effects of such external interference still impact the province today, with a backlog in health and educational facilities and one of the provinces with the lowest Human Development Index in South Africa (TAC, 2013:17). In such cases the instituted system of governance has failed to deliver on public goods by limiting the capacity of the various publicly appointed departments to deliver on these public goods and services, thus exogenous policy positions at the nexus of core economics and political policy positions has impacted the capacity of public administration to deliver on public goods to the diverse

constituencies as the situation in Eastern Cape, masks the conditions of public service delivery in most other provinces especially in the remotest regions (TAC, 2013).

2.4 Local Government and Service delivery

Service delivery literature for local government shows the need to move away from macro-level development planning and management towards a micro-level, community-centred development approach (Willis, 2001). It stems from the emphasis that local government need to address basic service delivery of immediate communities. Most countries with colony stains have tended to level the ground in creation of better opportunities for all and also provision of service. South Africa in this regard has had to confront the realities of apartheid because the provision of services exhibited a racialized trend, unlike other countries where almost all the native were disadvantaged (Seekings, 2010). The racialized patterns with other areas being more developed than others and better serviced became difficult to dismantle in post democratic South Africa. Instead the number of municipalities was increased to places where there were no provision of services however these municipalities have battled in years with fiscal adequacy in efforts directed at meeting the demands of those poor communities. Resource shortages and revenue generation has halted effective development in most municipalities in South Africa in last 20 years of democracy. However effective local government was necessary from inception of democracy to nation building, advocating public participation, and achieving national integration. The Municipality Systems Act, established uniform frameworks which all local governments must follow, (Mubangizi, 2010). In recent years, many third world countries have resorted to position their resources at the lowest spheres of government, decentralizing the responsibility of promoting local socio-economic development (Sharma, 2000, Stanton 2009; Smith 1985).

McEwan (2003) argues that the trend of assigning lower spheres of government with the responsibility of service delivery can be understood in two ways: firstly, it can be seen as a negative withdrawal of the state from taking full responsibility of the entire socio-economic transformation.; and secondly, as a progressive archetypal of good governance, signifying a shift from local government (the power to govern) to local governance (the act of governing). The first view supposes the state to have the national interest of all geographies and ability to employ equitable share to all communities. Nevertheless, this having proven cumbersome, the national governments in recent decades have gradually transferred power and resources to

local government and the aim of this process according to (Gorelik, 2005) is to expedite decision making and the allocation of resources and to create more opportunities for citizens to participate in society. The underlying assumption here is that this will increase the participation of citizens and lead to improved service delivery. Internationally, the transference of power and responsibility to local spheres of government is associated with the need to promote local democracy and good governance, (Van der Walt, 2007). However, this is not the case when we talk of Latin American countries, such as Chile, where the transfer of state resources and man-power to local government has neither improved service delivery nor reduced the costs of rendering such services.

Although significant strides have been achieved by the South African government, community unrests towards municipalities are still apparent and the cry is on poor service delivery. While not overlooking the significant developments since 1994 in relation to provision of public services to designated areas but also taking into consideration the reality of civil action and campaign in the country over poor service delivery, the research explores into factors which have engendered such a state of affairs. Population growth has been one of the contributing factors, the size of the South African population has more than doubled since 1994.

This increase in population has stretched the demands upon government public service provision severely challenging the limited resources at institutional disposal. The challenge has seen the development of new settlements both formal and informal along service lines, such as roads, rail lines, water sources or service centres, (Richard. Cincotta and Engelman, 1997). This has led to the growth and expansion of existing communities, expanding the geography of service provision for government institutions with a demarcated constituency. This factor has been considered as less significant however population growth has not been matched by a proportional rise in incomes, stretching government capacity to provide as well as relegating low income households into chronic poverty typical in South Africa, (South African Human Development Report, 2003).

Political rivalry and power transfers at local levels has led to a break in the much needed political commitment and continuity so essential with public projects. The discontinuity of programmes in local governments because of changes in political leadership has been a setback for many development projects, (Gumede, 2014). Unfinished road infrastructure in

Ingwavuma, water infrastructure without any running water and incomplete RDP houses remain as sign posts that once ruled our predecessors. Independent development strategies have perpetuated poverty and inequality to some significant extent, preferring certain areas of development over others because of political outlooks. This was the feature also in the negotiation process around local government that began in the early 90s, a phenomenon termed urban bias. The Transitional Local Government Act was initially silent on the development of rural areas, with the silence only broken in 1995 when the amendments were provided (Coetzee et al, 2001). In addition, the autonomy of the three spheres of government hinders cohesion whereby the provincial government is run by a different political party from the local government. All these challenges and complexities at the local levels of government are felt where service provision is demanded.

2.5 Decentralisation in development

The idea of decentralization of government in public management is central in the theory of new public administration in which central government functions are defragmented to local levels to improve responsiveness in service delivery among other objectives (Dekker and Vigoda, 2003). Therefore, decentralisation as a development concept is explained as a process where some parts of power are shifted to the lower sphere of government for better service delivery. This shift becomes the means through which basic services are delivered in the various constituencies in a cost effective manner, also in proximity to the users and such services are incorporated in (one stop shops) that there is better service delivery by governments and other socio-economic institutions.

Yuliani (2004) postulates that discourses in development studies show variations in the meaning, purpose and forms attributed to the concept of decentralisation. For instance, concepts such as delegation, participation, divisionalisation, deconcentration and devolution are associated with decentralisation (Barle and Uys 2002). Despite the variations in the discipline, literature reveals a general consensus that decentralisation is a generic concept for various forms of structural arrangements in government and organisations. Therefore as a process, decentralisation involves the transfer of authority and power to plan (Simchi Levi, 2009), make decisions and manage resources, from higher to lower levels of the government, in order to facilitate efficient and effective service delivery (Turner, 2012).

There are different forms of decentralization namely; administrative, fiscal and political decentralization, (Fellei, 2004). This study examines administrative decentralization, which purely presents itself as a vehicle for governments to get closer to the people and afford efficient delivery of public services. According to (Monkam, 2014, Shah and Thompson (2004), the motivation for decentralization has varied over time, and as indicated in the literature it is a mere instrument to an end. Empirical evidence indicates that in Eastern Europe and the former Soviet Union, decentralization was core policy instrument of political and economic transformation; in Latin America, it was to reinforce the transition to democracy; in South Africa, Sri Lanka and Indonesia, it was a response to ethnic or regional conflict; and in Chile, Uganda and Cote d'Ivoire, it was to improve the delivery of basic services, (Olowu and Sako, 2002). Even when it is not explicitly all service oriented, improvement of public interest and livelihood spaces and service delivery are implicit motivations behind most of these decentralization efforts, and this form has come to be known as New Public Management, (Dekker and Vigoda, 2003). Therefore, from the political perspective, decentralisation is considered as a key strategy for promoting good governance, interpreted as greater pluralism, accountability, transparency, citizen participation and development (Crook, 1994).

Administratively, it is a process that promotes the deconstruction of central powers and scale down the workload to manageable proportions, affording efficiency and effectiveness in administration, (Edoun and Jahed, 2009). As a result the major forms of political and administrative decentralisation that have been adopted by most developing countries including South Africa are deconcentration and devolution (Mawhood, 1993; Tordoff, 1994). The justification for the adoption of some form of decentralisation is to promote democratic governance and participatory approaches in development. According to Edoun *et al.* (2009) the reorientation of the local government system towards decentralisation has been at the centre stage in most developing countries, including South Africa. The advocates who draw from local government or fiscal federalism theories—argue that decentralization leads to higher levels of political participation, accountability, administrative and fiscal efficiency (Monkam, 2014, Stanton, 2009).

The critics, on the other hand, maintain that decentralization leads to soft budget constraints, macroeconomic instability and the enlargement of bureaucracies, (Stanton, 2009; Yuliani 2004). Although there is no consensus on whether or not decentralisation is ultimately a good

thing it is clear that an increase of subnational officials' power as the intervening variable between decentralization and either good or bad outcomes is an important feature of these processes. It is in the context of these suggested processes that issues of governance reforms are also associated with attempts to change the way in which services are managed and delivered.

2.6. Development dichotomy

The debate and discourses over what development is, or what consists of development is not close to an end. According to Bond (2000) and Seller, (2000); 'Development' is a concept which is contested theoretically, politically and practically, and is also inherently both complex and ambiguous in its nature. The nature of such complexities emerge as different Development theories, (i.e modernization, neo-liberalism, structural functionalist, social theory and neo-classical economic theory), propose diverse means to an end, but all envisaging an end of better standards of living for immediate communities. It is not only the giving of meaning to development that is contested, the way that development regardless of the definition is measured, is also problematic, (Willis, 2001). For instance, certain means to development result in more damage than improving the standards of living for communities, it worsens their livelihoods (neo-liberal policies) (Coetzee et.al, 2001). At the prime level the concern of development must be the satisfaction of the needs of the people in a sustainable manner, through building institutions that while advancing the opportunities of the immediate communities and their neighbours, they are also in themselves sustainable with respect to the continued welfare of the given communities.

So in development studies one of the fundamental factors that has perpetuated social inequality has been the lack of provision of basic services (Willis, 2001). And this is a significant narrative for to this study to indicate without a particular focus. Other theories propose public investment in education, while others advocate for economic development through increased economic growth (production of goods and services (increased resource use, or more integration into international trade-whatever brings about income growth) then the return will accrue to societies through redistribution, employment creation and so on (Snowdon and Vane, 2005). This is the old debate in economics, focus on the people versus the stability of the economy. Different settings in countries yield different results. In China for example, their primary focus became technology adoption and human capital

development through education as they took over from their colonizers and the economy has since focused on human capital and growth, (Boateng, 2012). The European countries on the other hand the focus was on industrial economy after the Second World War and America has since focused on economy. However in trying to trace the African pattern of development it is difficult to single a particular one out. Gumede, (2014), observes a lack of political and democratic focus in development planning especially in development states, while Ake (1996, p.1) proposes that the “the problem is not so much that development has failed as that it was never really on the agenda in the first place” in the African states. These sentiments could be argued true when reviewing the historical account during the 1980s and 1990s of most African countries as they were faced with economic thinking and political stabilisation, social cohesion, peace keeping, state building, legitimation, need to control resources, and forge international and regional alliances among others, to the neglect of development. Ake (1996), here traces essential features that characterized the colonial state in Africa namely, arbitration, exclusion, absolutism, political dominance and social marginalization among others. Although a development narrative can be advocated in South Africa in relation to progress in comparison, however the push to establish service points close to the people, and affording people equal access to resources is still an on-going agenda. The realities then painted are not different with the post democratic society having inherited its institutions from the apartheid regime, which left other geographies without basic services like water and sanitation, electricity, and shelter and also lack of active participation in the state and development affairs of the country (Seekings, 2010). Still today certain areas enjoy concentration of resources, while others lack the very basic services. Therefore development in South Africa has had to take multifaceted approaches in meeting the needs of the people. In the Reconstruction and Development Policy (RDP) the provision of services was to be the priority for post democratic government (ANC policy document, 1994).

It is acknowledged that the structural underpinnings of poverty and inequality in post-apartheid South Africa had its roots in the policies implemented under the apartheid regime which determined socio-economic development opportunities which resulted in marginalization of other societal groups and advancement of others. However few years into implementation, a policy that primarily focused on human development and the provision of basic services was abandoned for various economic reasons which are neo-classically inclined. Policy implementation fundamentally institutionalized social systems as primary systems of redressing imbalances in incomes and access to key services such as health,

education and extension of the political franchise (Stanton, 2009). The premises of extending socioeconomic and political privileges as well as nation building have been prominent in policy planning and development commencing with the RDP policies between 1994 and 1996, and the subsequent shift to Growth Employment and Redistribution policy (GEAR) framework since 1996. While policies have continued to be developed and have become more comprehensive, the scope of such social systems has also widened. This widening has occurred in population reach, population geography as well as in population demographics, covering old age groups, all the way to include child support and disability grants, all directed to improve the welfare of diversely impacted groups to attain the needed human development and to eradicate the gross impacts of poverty and inequality, and this fundamentality, development must address (GEAR 1996).

Snowdon and Vane, (2005) maintain that macroeconomic stability and human capital investments are two fundamental principles that could be recommendable with few reservations for other developing countries. These remarks nevertheless concede that policies are not homogeneous and maintaining structural adjustment as an international benchmark can be detrimental to the development of countries. As such, the policing of development must be contextual to the demographic dynamics of the underlying population, in which development policy seeks to make a strategic difference. Therefore, development and decentralization in government is a form of governance that enables public participation, efficient allocation of resources and transparent and effective service provisions. It is a critical variable in the promotion of development across the world. Therefore, in studying the relationship between development and decentralization, significant intellectual and financial resources have been committed to decentralization projects in developing countries in attempts to reach to achieve the redistribution of resources through the vehicle of local government, so to encourage both social and economic growth.

2.7 Urbanization and urban governance

The direct consequence of growth of megacities has marked the encroachment of urbanization globally. The concept of urbanization is associated with the rising number of migrants from rural areas to cities or the expansion on the peripheries. According to Dupont (2007, 89), the spatial expansion of urbanization are reflected in particular growth points, “the formation of mixed spaces, midway between urban centres and rural spaces- transitory

spaces subject to multiple transitory formation: physical, morphological, socio-demographic, cultural and functional.” These features in the studies of development has brought about the study of urban governance which looks into urban management, urban design of growing cities etc. Urbanization has erupted for many reasons but the primary premise being the pursuit of better livelihoods. This better life may have not been realised from their homestead for some reasons mentioned above like deprivation where certain places are preferential growth points over others, only bracing for a multiple effect growth to spill to other development zones. Therefore, from the demographic point of view, most metropolitans and cities in the world have witnessed a rise in population. This rise has mainly been influenced by migration to these areas where people are in search of better prospects of life for themselves and their families. It will be remembered that in South Africa the Native Urban Area Act of 1923 prohibited black people from entering white local government dwellings except for labour purposes (Camero, 1999). This trend is not only pertinent to Africa or South Africa in particular but is a global feature even in European countries where most European countries have intensified their border security to combat the effects of migration on the development of their economies (Cohen, 2006). This rise triggers an increase in the total number of recipients provisioned for municipal services in most metros, and the implications of urbanizations are shifted and reflected in the fiscal, infrastructural demands and pressured to basic social deliverables (water and sanitation, provision of shelter and basic schooling). The development of new settlements in many parts of the cities emanates from this development tragedy, made worse by favouring regulations, laws and by laws particularly in South Africa when it comes to open spaces and land occupation.

As a results land evictions have been a feature of South African politics for much of the country’s history. The private, the traditional and municipal land all have a complicated historical account when it comes to the issues of both social and economic development in South Africa. Policies under apartheid government resulted in the concentration of lands in the minority of the population mostly whites and Afrikaners, as the population grew with the pacing rate of migration and urbanization, informal settlement resulted without proper or suitable infrastructure for basic service delivery. So with these issues in retrospect, studies of urban governance looks into ways and means in which governance institutions in urban areas respond to these challenges and demands which pose a threat of deterioration of cities. In discussing urban governance, the definition proposed by UN-Habitat Report of 2006 has been adopted here,

“Urban governance is the sum of the many ways individuals and institutions, public and private, plan and manage the common affairs of the city. It is a continuing process through which conflicting or diverse interests may be accommodated and cooperative action can be taken. It includes formal institutions as well as informal arrangements and the social capital of citizens.”

Therefore moving beyond seeing growing urbanization as a threat, better management helps metropolitan municipalities to meet the global standards of cities, through investments in modern infrastructure, world class urban design in transportation (for example Bus Rapid Transport for public transportation) and communication and extending public service provision to diverse settlements (Spatial Development Initiatives in South Africa). All these have become ways and means in which metro municipalities responds on going processes of development.

2.8 Service Integration and Management

The recounted increasing complexity in communities and cities has fostered the local government to rethink into fundamental procedures in which they deliver services and broadly their management practices. The reforms in the public sector management have been adopted to improve service delivery and they have received significant focus in the recent decade. The designs of service integration both in the private and public enterprises in the recent decades have been marked as one key strategy to cut cost and achieve efficiency of service through cutting duplication and administrative work. Technology pioneered by the private sector has been explored as an immediate breakthrough in fast tracking community services. This would include, online customer queries, case tracking, reporting faults and applying for services etc. Technology has helped in linking departments electronically, in the case of Operation Sukuma Sakhe (OSS) program in the province of KwaZulu-Natal. Departments are able to communicate and track cases of individuals on the OSS cyber system. The efficiency and effectiveness of such a system can be at question, however its existence provides a platform to conceptualize customer service and service delivery through technology, Kaisara and Pather (2011).

The recent decade One-Stop-Shop concepts in public service delivery has been prevalent in most African countries. The concept was mooted as a way of overcoming bureaucracy within the public sector. Centralized red tape was identified as a constraint to service delivery and entrenched corruption that was a hindrance to access to services by the larger segments of the public. As a result service integration at one focal point achieves quick services in a transparent manner. One Stop Shops in most global communities have all focused in bringing the services closer to the people, and increasing state interaction with the people, achieving faster service delivery and servicing the greater communities. This public services provisioning model has a particular context in South Africa, where the increase in demand for services which historical has been based on political campaign promises by the African Nation Congress (ANC) government, has redefined the model to focus mostly on finding ways at improving the efficiency and effectiveness of public service provision with the challenge of population growth. These service point also help communities increase their social savings, whereby they no longer have to travel to urban centres to access services. This is crucial because access has been a greater hindrance to people deprivations in the past.

Literature reveals astounding factors driving the public sector in this direction. For instance, South Africa at the local level has been facing communities who are growing in citizen awareness and expectations towards government institutions with respect to service delivery, thanks to process of information dissemination and education of workings of governments. Budgetary constraints have propelled states to adopt best practices in curtailing costs. Thirdly, global competition for governments to attract and influence investment decisions has played a vital role in the public sector reforms. The unique feature in South Africa has been the compelling task of the demarcation board in rezoning areas post democracy. This has been among other factors accounted for, especially among local municipalities. The increase of areas to service required additional capacity, from workforce to resources and this is directly felt by local municipalities, as well as increases in infrastructural demands to meet both social and economic demands by communities. The expanding geography of service delivery demands an effective usage of limited state resources in meeting people's basic rights. So the establishment of new settlements both formal and informal continue to pose a challenge on how local government designs and roll out their services. The nature of some of these challenges are political, social and economically. People relocate to temporal settlements sometimes known as informal dwellings for various reasons, for example (better education, looking for family, and job seeking). More often when the relocation of dwellers is

political, service intervention is experienced speedily. At a management level, the Integrated Development Plan (IDP), a document for municipalities which outline the objectives of each municipality needs to contain the practical practices on how service integration would be achieved.

2.9 Citizens as Consumers or Customer Service

In the development of operational and administrative systems in the public sector, customer service has been one of the areas that increasingly has received attention among many others. According to Fountain (2001) this idea of customer service in government has been widespread, but the concept in application remain poorly developed. With particular reference to the government reforms in South Africa post democracy the guiding principle of Batho Pele were initiated by the former and late president Mandela's administration back in 1997 to ensure that in the delivery of service, recipients are prioritized. Batho Pele carries a meaning of putting people first in government that it which is a principle entrenched in customer service, signifying that people are the most important client to government. As a result, overtime since the dawn of democracy governance institutions have through different initiatives sort to increase their turn-around time to cases reported, be more responsive to community demands, train their staff on etiquette and accessible to the people. The model of One Stop Shops are exceptional examples of governments attempting to increase accessibility to communities, where interrelated government department services centre to offer a packaged service increasing the turnaround time, contributing to efficiency and effectiveness, and social savings. However, in the midst of significant policy efforts the public sector, the increase confrontation of the public service by some of the communities in some designated areas are translated to customer service issues, were the functioning of the public sector is absent of competition. On this view, the perception of the public sector viewing the citizens as mere beneficiaries and consumers (Benequista, 2010) and not customers result to staggering responsiveness by the public sector. In the private sector enterprises for instance, the concept of customer service is a fundamental drive in service production, the existence of such firms to satisfy primary shareholders and the customers. Customer service as a practical way in which a service provider extend their offering to their client serves as a key to institutional success. Customer service encompasses various aspect from organizational procedures, organizational approach, to the conduct of the service provider. To the public sector, it is this position of viewing the community as consumers of public goods and not

customers of the service that has perpetuated the failure of Batho Pele principles. Eyben, Rosalind and Ladbury (2006) makes a notable notion in that, in building effective states governance should put the citizens in the centre and acknowledge their perspective. More than just stabilizing our institutions politically, recipient voices must be heard, in public administration they call this citizen participation. In the view that communities are beneficiaries or consumers citizen participation is minimal and not significant, but when communities are views as customers than seeing to satisfy your customer will be of paramount importance. Again this in the language of the private sector would sound more like, 'listen to the customer, for the customer is always right.' It was thus that the Batho Pele principles were adopted to promote transparency, service access, customer service and delivery.

2.10 E-Government

Mutula and Ocholla (2010; 128), "e-government is a complex field which, for the most part, remain unexplored". Technology in our modern society has emerged in the development space in seeking to assist governments, organisations and institutions to achieve concentrated democratic governance, and improved service delivery, contributing to better social networks for the people. The primary features that characterize e-government is improving service delivery to citizens with minimal commerce with the service provider. E-government comprise of a number of definite categories with online interface, namely, Business to Business (B2B), Government to Government (G2G), Citizens to Government (C2G), and Business to Government (B2G).

With these technological interactions, studies show that there is a need to build trust at some level of use however. The absence of human interaction opens up user vulnerability to fraudulent activities. User's private information exchanges occur through these interaction, enabling quicker and faster service provision, cutting costs and saving time for users. While this can be the case, for users human interaction brings a sense of accomplishment and accountability. It is this security need that has seen many people in the availing of e-government and other forms of technology opting for manual forms of interaction, (Jae Moon, 2002). In addressing the issue of trust (Chaterera, 2012), impresses the need of relevancy and meaningful contribution of e-government to the society it purports to serve.

His work emphasizes the need for e-government strategies by government to place users at the centre of their adoption.

In addition, the lack of education about the value of e-government, and lack of knowledge about the services it offers has been among factors that has stagnated the adoptions of e-government by most governments particularly in Africa, Komba and Ngulube (2012). This could be explained geographically and also by population living standards. By far the greater population particular in South Africa is illiterate and the majority still live in designated areas where most services that are featured in the e-government are not serviced or poorly administered. The products or services offered by e-government include, making user payments, filling and paying state taxes, utility bills, accessing fully executable service (i.e driver's license renewals, voter registration) etc. Therefore the discussion of e-government as an instrument that fast tracks service delivery issues and help stop capture accurately the information from the public need to be contextualized to the geography and population. The relevancy of the tool and its benefits depends of the services already available for the respected community. This makes e-government a dependable tool, made to fit a certain setup. In this way, it must be made clear that e-government does not improve the services themselves but rather seeks to improve the way they are disbursed. So the local government can have operational e-government system while delivering in time poor services.

2.11 Governmentality

According to the French philosopher Michel Foucault, the term governmentality is the form of power in the political economy that emerges as an analytical concept seeking to understand the changing of rationalities in which people think and behave. For example neo-liberalism, was identified by Foucault as another form of governmentality, "where neo-liberalism has emerged as a political programme intent on subjecting the political sphere." Governmentality has to do with conditioning the socioeconomic sphere so to necessitate certain interventions that would ultimately foster specific responses from the relevant actors. Such form of power is prevalent and unabated from international institutions like International Monetary Fund (IMF), United Nations (UN) and World Bank. To improve populations requires the exercise of what Foucault identified as a distinct, governmental rationality. His neologism governmentality refers to a way of thinking about government as the "right manner of disposing things" in pursuit not of one dogmatic goal but a "whole series of specific

finalities” to be achieved through “multiform tactics.” The identification of appropriate “finalities” and the “right manner” of achieving them points to the utopian element in government – the search for better ways of doing things, better ways of living. It points to calculation and the need for tactics finely tuned to achieve optimal results. It points to technique, since “thought becomes governmental to the extent that it becomes technical,” attaching itself to technologies for bringing improved states into being. Thought and technique together comprise the ensemble of “institutions, procedures, analyses and reflections, the calculations and tactics” through which governmental interventions are devised, and conducted. It is this form of power that induces a certain kind of conduct, not only looking at modelling the economy but also perceptions of people. Governmentality acknowledges that there is a need and a level at which communities self-govern themselves for the usage of resources wisely.

2.12 Administrative Responsiveness

Having the democratically elected administration in public office is not democratic enough by itself but the administration must be able to meet the demands of the communities as per the constitution as speedily as possible, (Lewis and Woods, 2012). Responsiveness defines among other things good governance, for in the democratic administration government ought to carry the will of the people. In the past decade South Africa has experienced the eruption of unrests and they have intensified in nature and force recently. A primary fundamental reason incited in the conversation of most engaging is such unrest is that government and other public respectful institutions are not responsive to community needs. Now local municipalities according to the constitution were designed to be central to the needs and wants of the community, to respond to the systematic and underpinning challenges both of design and position communities. It is recorded that most of the service delivery protests that we see in our communities mount up to inadequate and unresponsive government system, both in leadership and governance (Falleti, 2004). The officials and political persons are referred to as leadership, and governance being the institutions processes, resources and channels of communications. The e-service or e-government is a channel that works in attempt to help public sector institutions to facilitate this speedily turnover time in service. Case studies described by Ahmad, Devarajan, and Khemani (2005), show findings that decentralization resulted government more responsive to local needs in Papua New Guinea by improving the capacity of provincial administrators, and improved the access of people in

deserted rural areas to central government resources and institutions. Limited as the results maybe that relate to responsiveness, Falleti (2004) provides evidence that decentralization improved the responsiveness of government in the Philippines, India and Coˆte d'Ivoire. A World Bank (2005) case study of Colombia indicated that satisfaction with government and local services improved notably after decentralized government was implemented. On the other hand, Samoff (1990); Tordoff (1994), Turner (2012), finds the evidence on responsiveness strongly negative, asserting that decentralization schemes around the world have largely failed to work. They have neither enhanced local capacities nor improved local programs, in large part because they were neutralized by elaborate mechanisms of central supervision and control. Slater (1989) supports this view with a detailed example from Tanzanian government and institutions. In light of the collected evidence decisions of development must be informed by such literature, while being cognisance of the nature and context country to country, and particularly South Africa. The reality of the majority not having access to resources has shaped the political agenda of decentralization, in that discrimination of service must not be along racial line nor geographies. And in all attempts, we must be able to measure whether does new governance reforms contributes to speedily responses of community needs and demands. The municipal systems Act (2000), states very clearly that municipalities have a responsibility to employ all necessary processes in order to ensure progressive social and economic development to immediate communities, (Mubangizi, 2010). This seeks to ensure access to those services which are regarded as essential and basic to people. Therefore, the reengineering of the responsive 'municipality' system become not just a priority but a redress of the past.

2.13 Institutional ties

The strength of any nation lies in the institutional ties that the cities, government agencies and other organizations have to the effect of development. Institutional coordination in response to meeting socio-economic deliverables to communities is actioned effectively. However the adverse prevails where the Institutional Collective Action (ICA) challenges result directly from the delegation of service responsibilities to multitude of local governments and authorities, Feiock (2009).

The working of departments in silos and independently of each other (fragmented actions) creates diseconomies of scale, positive and negative externalities, and common property resource problems, Kaisara and Pather (2011). On the other hand, shared responses to Institutional Collective Action problems confronting the local governments and concerned stakeholders produce joint gains, however literature puts it that these gains are often not sufficient to stimulate the ICA necessary for local actors to create these mechanisms, Feiock, (2009). The obvious challenges in fostering ICA particularly in the public sector were control and power. The evidence of institutions pulling the scarce resources together to mitigate national and global challenges is prevalent, not only in the public sector and leading in this drive is the private sector, (Ngcamu, 2013). The principal focus is similar, “varying with regards to whether the focus is on collective multilateral relationships or on individual bilateral exchange in networks,” Feiock and Scholz (2008, 359). The lack and resistance in the consolidation of efforts in the public sector are attributed to political and bureaucratic hierarchy. The phenomenon was primary created by the nature and design of the constitution which state the separation of power in the state organs, whereby departmental organs even at the local municipality level operates as independent and separate organs with their directorate both in the provincial and national level. Furthermore the Municipal Systems Act does not reflect operational synergy that speaks to the coordinated service delivery plan for the entity. Feiock refers to the coordination of services as a collaborated network especially in the metropolitans.

2.14 Access Models

According to Gerometta, Haussermann and Longo (2005), processes of socioeconomic polarisation and social exclusion mark contemporary cities. Cities have had to adopt new ways of governance in attempts to overcome the consequences of economic, social and political restructuring. Many governments in their address of transformation have had to confront the challenges of spatial separations. Concentrated development in the apartheid regime influenced a greater part in the exclusion of smaller neighbouring localities within cities. Both rural areas and townships were regarded as dormitories for city’s workforce. Access points to government and its service were in pocketed areas of the city where restriction was also instrumental in limiting access. The lack of basic human rights like water and sanitation, housing, education, and health may have been a precursor to such a lack of governance facilities, where the people could access government and its services. In the

Batho Pele principles (White Paper to Transform Public Service Delivery, 1997), access is one of the key principles entrenched to effective government deliverables and human development. In accessing primary means, people or communities have contact with government, its stakeholders and agencies as in where and when there is need. This access is not to be limited to physical but electronically as well, although whatever other mode used, it must not be the means that undermine nor deny access. The determination of location and transportation infrastructure in this regards become crucial. The establishment of central points and services to be rendered test the governance instruments.

2.15 Spatial Allocation Service Centres

The establishing of service points in post-apartheid South Africa has been a key indicator to democratic deliverables. The considerations of geography have been a milestone that government has had to overcome in fighting the perpetual plight being faced by the majority in marginal locations of cities and constituencies. The poor establishment of centres of help in rural and some urban areas has been identified as societal exclusion. People in such designated areas have to forego their social savings to access basic services in city centres, and this service design seemed to disadvantage mostly the poor.

A case in point is in the Eastern Cape and many townships in South Africa, the lack of capital and investment infrastructure (Bond, 2002) and supporting services increases the capital investments for sectoral government to establish service points in some of the areas. This has been the reality of most communities in post democratic South Africa especially in the rural areas where predominately communities, and their livelihoods depends on agrarian systems and where most land still belongs to local authorities. Most of these areas are full of spaces unused which were left underdeveloped in the apartheid regime because of their little or no returns to economy, and their diminutive activities were undermined in effecting significant contribution to the country's GDP, (Bond, 2002). It is these realities of uneven development in post democratic South Africa that we have seen immigration not ceasing and cities have had to face the consequences of such unintended spatial allocation of resources, (Bond, 2000).

Recapturing clearly the issue of available spaces for development has been a challenge in most parts of South Africa second to capital infrastructure like (water and sanitations

infrastructure, electricity, transport and telecommunications etc). This is in reference to some parts in Durban that have been plagued by governance issues in terms of authority. Provinces like Limpopo and Eastern Cape where there is a heavy presence of traditional authorities have experienced a substantial lack of certain services. Therefore spatial allocation to great degree has had its influence by factors such as capital infrastructure and availability of space. The discussion of these influences tends to weigh on the question that, should we still have these precursors in effecting human development in previously disadvantaged areas. It is in this context that (Bond, 2002) hail at the South African government for the lack of planning in evening the development landscape to effect service delivery. It is in this regard that the critics of neo-liberal policies have focused on only pocket regions and still leave the majority in deprivation and poverty, (Willis, 2001).

2.16 Summary

Forms and systems are what constitute government and thereafter the system of governance. By form it is referred to the makeup of its government, centralized or decentralized and by system policies, rules and legislation adopted for the function of government. This chapter has explored the issues of governance, services delivery and looked at governance from the neoliberal perspective, and examined decentralization as a system of government adopted by South Africa post democratic election as a vehicle to correct the imbalance created by the apartheid government in excluding certain communities from access to basic services and adequate service infrastructure. The reforms in the public sector were sparked by the World Development Report, World Bank in 1983 where a renewed focus on the management of development and the emphasis public administration reforms agenda in the public service were entrenched, (Mubangizi, 2010). Such reforms were at the heart of the South African public service systematically decentralising at the dawn of democracy. Here the positive attributes of decentralisation are highlighted where the primary tenet of it is to localise operations for effective and efficient response. Therefore in the progression of South Africa's democracy, there is still an apparent and significant need to examine how effective and efficient has public reforms contributed to better service provision and service delivery. Such measures are to take into consideration aforementioned factors in literature such as population growth, urbanization, new settlements, and institutional capacity to meet the demands of communities

CHAPTER THREE

THEORETICAL FRAMEWORK: INSTITUTIONAL ANALYSIS

3.1 Institutional Analysis

Public administration scholars have for long proposed that most public services benefited largely from economies of scale and should be produced by one government serving a metropolitan area. By the late 1960s and early 1970s this perspective was modified as developments came about through diverse challenges brought about by complex political, social and economic policy problems, for instance government centred economic policy such as Keynesianism and its consequence of high government level deficits causing economic crises for Countries which adopted such Fiscal policy premised policies. Research work has culminated in the development of the new public management theory which is at its core a theoretical underpinning the analysing of institutional arrangements with respect to public policy design and implementation (Ostrom, 2010).

The public sector is composed of diverse organizations, each with its distinctive characteristics, for instance in the regulatory sector laws can be administered by courts, independent regulatory tribunals such as the Competition Tribunal in South Africa, or executive agents. Legislators are at the centre of public administration as their actions determine institutional form. They decide the form and type of organization to be used in any instance; they also determine the alternative form of these institutional alternatives. They specify the form of participation and decision rights of the various parties involved. They also influence the financing of administrative activity and more importantly the rules governing the appointment of administrators. Decisions in these areas will help determine the incentives facing administrators and therefore will influence how administrators exercise their discretion.

The early practice of institutional analysis commenced with the specification of the current state of the institution under analysis. The analysis focused on developments over time within market settings or under bureaucratic conditions with analysis limited beyond the rules and factors which affected the initial structure of the institution. Thus in addition to the physical and structural forms of institutions, an understanding of the set of rules that affect an institution and resulting outcomes generated by participants is also important. The process of

institutional choice and development reveal important dynamics about why certain arrangements are selected and how they will influence or structure policies and political activity (Piombo, 2009). It is proposed that the characteristic features of public administration institutions persist because they serve the interests of the legislative coalitions that utilize them. They represent at least part of the solution to the problems facing governments. As a result, this suggests that the key to understanding these institutional arrangements lies in understanding the nature of the problems they are intended to solve, in the case of Sizakala Centres, public service delivery problems and community feedback mechanisms (Horn 1995).

Institutions generally refer to man-made rules that govern human Behaviour (Keizer, 2008). However the concept differs in meaning and definition by discipline even though over years it has been widespread since from the 1725. Without refers much on the discourses of disciplines because there is still no unanimity, the principle remain generally that they infer to governance. Therefore it is important to mention that institution are a kind of structure that matter most in the social realm, for are used as instruments govern society. They are human constraints that structure human interaction towards a commonly held goal or objective, and they are composed of formal rules, such as common law or regulation and informal constrains such as norms of behaviour and self-imposed codes of conduct. So institutional analysis as a tool is evident in the historic neoclassical thinking and works of Adam Smith and his theory of the invisible hand in economic management. His general equilibrium analysis of economic behaviour was premised on the role of the market in the allocation of production and resources, through the forces of supply and demand. Thus the market and the rules determining the extent to which it drives resource allocation becomes the central allocative mechanism institution of society. In assessing the case for Sizakala Centres at the local government level in South Africa, this research uses a framework which tries to synergies the perspectives of three related fields, the transaction costs framework of institutional analysis, the principal agency framework and the New public management theory in that order.

3.1.1 Transaction theory of Institutional analysis

The Transactional Theory of institutional analysis seeks to provide an explanation for the institutional choice, the nature of decision making and roles and motivations of the main actors, the legislators, the administration and the constituencies (Horn, 1995). The transactional theory of institutional analysis assumes that decisions are made by individuals who largely pursue self-interest and are rational in pursuit of that self-interest. Self-interest does not necessarily mean individuals are inconsiderate of others but that they put their interests above others when they conflict. The implication is that we can rely absolutely on good nature to ensure that individuals will act in the interests of others. It becomes imperative to design incentives to improve the alignment of individual interests with wider objectives. Rationality also implies instrumental behaviour which means that individuals pursue their welfare maximization in the most efficient manner given costly information. The assumption of information cost is important in that it limits the extent to which individuals utilize full information in making their decisions, thus they do not make fully informed decisions, and will always make decisions with some level of uncertainty (Horn 1995). Rationality also implies that individuals will be forward looking and utilize the information available to them to try to anticipate the consequences of their actions or the outcome of the actions of others on their welfare that is they exercise intelligent insight.

3.1.2 Legislators

Legislators are elected and perform both legislative and executive functions. A coalition of individual legislators guarantees the passage of a bill into law. This is the caucus that determines the balance of interests represented in the legislation. The executive is composed of the most senior legislator's typically cabinet ministers who tend to dominate the enactment coalition and who are also responsible to parliament for the conduct of their administrative agents. Legislators are also elected and as such face regular electoral competition. In order to survive then, they must be interested in enacting legislation in the form that increases their electoral support. Regular electoral competition also makes it very likely that the current enacting coalition will eventually be represented by one representing different interests and with quite diverse policy preferences. Future legislators can amend, repeal and influence the way legislation is administered in an effort to alter its impact or reduce its scope. Thus as a result of legislative coalition evident in the formulation of the institutional framework, institutions are shaped more or less by the effective coalition that dominated in the formation

and determination of the form of the given institutional framework. As a result the role of legislation is analysed and the extent to which it influences the operational structure of local government institutions.

3.1.3 Administrators

Administrators on the other hand are appointed not elected and they are the administrative agents of the legislature. Administrators are assumed to want to maximize some combination of lifetime income and leisure which implies that they have no policy preference per se. This assumption allows us to understand administrator's actions for instance, the effect of the incentive structure administrator's face on the policy biases they adopt. Individuals are likely to be attracted to the public sector for a number of diverse reasons, including a belief in the scope of benefits in the public benefit of the work they do. It is also likely that the professional biases of diverse groups will influence greatly the approach they employ in their work. The assumption that administrators have no policy preferences is also justified at the more senior levels to the extent that selection pressures discriminate against those with strong and predictable policy preferences. However, staff members are selected or elevated, incentives and sanctions will influence their actual administrative behaviour. Selection and incentive settings will have a strong effect on behaviour even if administrators start out with some policy preferences of their own. Different institutional arrangements are likely to attract different types of people into public service. In sum the institutional arrangements administrators operate under are likely to have a systematic influence on the type of the person who seeks public sector employment, the type of employee who ends up being promoted to a position of responsibility and the incentives he/she faces once employed.

3.1.4 Constituencies

Constituencies on the other hand enjoy the benefits or experience the costs of legislation, lobby support or opposition to legislators and ultimately elect legislators to office. Constituencies are assumed to be rational and to participate in the political sphere to maximize their individual interests. They will become involved only when participatory benefits outweigh participatory costs in terms of time and attention expended in participation. While there is altruistic motive for political participation, these motives are likely to become less important when the individual costs of participation increase. The assumption is that calculations of individual costs and returns associated with collective action are important

enough to generate useful predictions about which groups are likely to be most attentive in any given situation. Constituencies exercise collective influence on the policy making process, especially on the administrative level, this means that the cost of organizing and maintaining collective action is particularly important. Constituencies express their preferences and interests in light of maximizing their potential returns and sometimes with no long run considerations in mind. This explains why legislators and administrators have the incentive in most cases to override public interest for broad socioeconomic goals on long term duration, for instance economic growth, gains in national employment and welfare of other special groups or environmental concerns among others.

3.1.5 Transaction costs to legislators

Legislators and their constituencies engage in exchange, in that exchange legislators want to maximize electoral support while constituencies focus on maximizing their private benefits or minimize private costs, of legislation. The net electoral support legislators receive from promoting a piece of legislation depends on the flow of benefits and costs that private interests expect it to generate over a given time horizon. The implementation features of the legislation bear on this computation because private interests are forward looking to anticipate how decisions on implementation will affect the flow of benefits and costs. It is for this reason that heated disputes exist over issues such as decisions on the scope of delegated authority, the structure of organization charged with implementation and the procedures administrative agents adopt. These factors determine who gets what from any implemented piece of legislation. It is the longer horizon impact of legislation that is capitalized into the present value to supporters and opponents alike, that the passing coalition must be concerned with even if it has a short political life. Electoral competition encourages legislators to garner for legislative opportunities that will elevate their net political support. These opportunities however are curtailed by a number of transaction costs, hence legislators have to operate under constraints and have to accept some trade-offs in the execution of their decisions in setting legislation (Horn, 1995).

An obvious cost is the time and effort it takes legislators to come to agreement on legislative refinements and any time and effort that affected private interests have to subsequently assign to participating in implementation or administration. Legislative decision making costs will be higher when conflict of interest makes it difficult to reach a collective decision and when

uncertainty makes it difficult to chart a desirable course of action, in other words, uncertainty increases the information needed to make a decision with a given degree of certainty. Decision making costs rises as legislation becomes more specific because of the difficulty of reaching agreement as possible outcomes are excluded. Groups with differing interests often find it easier to congregate on the need for action than on the objectives that should be met. Thus, the effectiveness of the outcome institution is heavily influenced by whether consensus lay in the perceived need for action or on the specific objectives to be met. With respect to the Sizakala Centres among many of the objectives was the need to improve public service delivery and the interaction between local government and their constituents, thus an effective evaluative measure of the success of the model, is whether there has been an improvement in public service delivery since the establishment of the Centres. If such evaluative expectations are not met, then explanation must be met by examining what actually determines public service delivery and where the local level institutions fits in. The more legislative time employed in refining the details of a piece of legislation, the less time there is for introducing other legislation or influencing the administration of existing legislation. If however legislation is not clearly defined, it will be worth less to the beneficiaries to the extent that they then have to participate in the subsequent administrative process in order to defend their positions (Horn, 1995). The longevity of the returns of legislation is threatened by the ability of legislators to amend or repeal legislation, influence the trajectory legislation is administered and reduce the financing available for enforcement of that piece of legislation. However, because of the independence of each enacting coalition, the current enacting coalition is unable to completely tie in its position or the position of its successors, the enacting coalition as such faces a commitment problem.

3.1.6 Role of uncertainty in legislative design

Uncertainty also has a larger influence in administrative practice at a given administrative outpost. Since legislative decision making costs are also likely to rise with the difficulty of identifying, at the time of enactment, all of the contingencies that may influence the value of the legislation and accurately defining how the enacted legislation will apply in these situations. Faced with such situations, the enacting coalition rather than attempting to define how the law will apply in diverse circumstances, the enacting legislature can pass a vague law and give space for such contingency issues to be resolved over time. The greater the degree of uncertainty, the larger the advantage the vaguely defined legislation gives more

space for refinements to be made by administrators, or future legislators, as events unfold and uncertainties are reduced. In sum, conflict of interest and uncertainty increase the cost to legislators of refining legislation and therefore encourages legislators to pass vague law. On the other hand, enacting vague law can create other problems that need to be balanced against the advantage of lower legislative decision-making costs.

In the case of vague legislation, decisions will be made in the light of better information but they will also be framed by people whose interests may conflict with those of the enacting coalition. Vague legislation increases the space for administrators to act in their own interests and the scope for future legislators to exert executive authority over the way legislation is administered. Vague legislation transfers the burden of decision making to administrators and those private interests who can sustain an ongoing interest in implementation and administration. This is likely to advantage those private groups who are able to sustain their participation. Vague legislation moreover shifts the risk of uncertainty about the consequent impact of legislation on the intended beneficiaries. Administrators' policies may not be aligned to or comply with the intentions of the enacting coalition. The expected benefits of legislation may not materialize or the burden imposed may expand because bureaucrats, regulators, lack the understanding, commitment or energy to administer the legislation in the way the enacting coalition intended (Horn, 1995). Finally, constituencies may be uncertain about the private benefits or private costs associated with the legislation. However, although some uncertainty is inevitable, legislators can still increase their net support by assigning this risk to the group that is better equipped to control this risk or insure against it. The legislators who are most likely to continue in power are those who are most successful in successfully redressing these transaction problems such as those who are best able to reassure their supporters that the benefits of legislation will not be lost to administrators in the implementation or reversed and revised in subsequent legislation.

The majority of the assumptions which premise this analysis do not have universal acceptance and are sometimes ignored, however they have a number of advantages as foundations of a theory of public sector organization, as will be demonstrated in this research that much of the assumptions are instrumental and find their illustration in the theories of new public administration (Horn, 1995). The utility of the transactions approach adopted here however is best assessed by whether it has better explanatory power than alternative theories

at explaining the decision models legislators use to make decisions about the organization of public administration.

3.2 Alternative Model of institutional analysis: principal agent theory

The principal agent model of institutional analysis focuses on the role of incentives in influencing decisions and action models between principals and agents. In this view extending the foregoing model of transaction costs, the legislators are considered as the principals with their subordinate administrators acting as their agents in ensuring that at the local level, enacted legislation is implemented in line with the interests and perspectives of the legislative coalition. This model is premised on three main assumptions on the behaviour of the legislators, the administrators and the constituencies.

The first assumption concerns the problem of commitment especially since constituencies and legislators may not be forward looking, they may fail to recognize that making it easier for future legislators to influence administrators poses some risks to the longevity of their legislative deal. That the possibility of the parties lacking foresight is quite rational and deliberate if the issue of transaction costs is taken into consideration. The case for vague legislation discussed above can be given as a case in point here. Cost and time of participation may lead to deliberate irrationality on the part of legislators and constituencies, for instance, participation may involve considerable time and costs in preparing and submitting evidence to be considered by courts or regulatory commissions. On this consideration alone, constituencies are likely to discount the support they levy in exchange for vague legislation. As a result, reduced legislative decision making costs must be outweighed against increased private participation costs. Another case in point concerns safety standards. Vague standards in legislation make it easier for the regulated firm to avoid safety improvements if compliance tends out to be prohibitively costly. The risk that compliance is costly is then borne by those who would have benefited from higher safety standards. This will not be allocation of risk when the beneficiaries are least able to influence risk or insure against it. Thus because of costs of participation concerned parties deliberately settle for a less than optimal position, where the position of the enacting coalition in influencing the regulated entity is to some extent compromised and hence cutting the thread of legislative commitment.

The enacting coalition and its constituencies must rely on administrative agents to implement their arrangement. These agents might not necessarily share the goals and objectives of the enacting coalition and its constituencies. As a result, principal-agent conflict is inevitable. To counteract this the principal agent model then proposes that through incentives principals aim to align the behaviour of agents that the interests of both parties may synchronize. However, it is difficult to monitor these agents and create a system of ex-post rewards and sanctions that will ensure they act to protect the interests represented by the enactment. Also the administrative agent may typically understand more about the relative merits of alternative administrative decisions than either the enacting legislature or its constituencies. This creates agency-costs, which are costs incurred to induce administrators to implement faithfully what was intended in the legislation and the losses the legislators and constituencies sustain by being unable to do so perfectly (Horn, 1995).

The agency includes costs associated with selecting administrators and monitoring their compliance, the costs of using ex-post corrective devices such as rewards, sanctions and legislative directives, and the resulting costs of any residual non-compliance that produces a divergence between the policy enacted and what is implemented. The enacting coalition will receive less electoral support if the constituencies think that implementation will be actively or passively undermined by the directives and decisions of administrators.

As a result of the costs and deliberate irrationality on the part of principals, the enacting legislature would make administrative decisions without reference to the possible actions of future coalitions. While this degree of myopia is inconclusive of any of the mishaps seen in policy outcomes, it cannot exhaustively explain why legislators so often make decisions that constrain their own ability to influence their administrative agents.

The pure principal agent model would make practical applicability in politics and public administration if the power dynamic among the three agents taking different roles on the model could be characterized as a chain of independent principal agent relationships, such as that existing between citizen and legislator, legislator and bureau head and bureau head and subordinate. Each relationship could then have been assessed isolated from the others. However, because of transaction costs and rules and norms guiding action and exercise of choice, a single decision however influences more than one relationship in this chain of relations. The relationship between legislators and administrators is important and legislators must attempt to keep agency costs low if they are to preserve their own interests and those of

their own constituencies. Agency costs then are one of the many transaction costs that legislators must consider, which also undermine the concept of neutrality of independence of power relations among principals and agencies in the pure model, as such it is not applied in the context of this study in its pure form, but modified to explain some shortcomings of the transactions costs approach to institutional analysis.

3.2.1 Consequences of the Transactions cost approach to Institutional Analysis

The transactions cost approach suggests that legislators in their role select administrative frameworks and structures that best address the transaction problems they encounter. More accurately, they choose from among the available institutional arrangements to minimize the costs they face in any given situation. The particular situation legislators have to deal with can be characterized by a number of exogenously determined variables such as the historical and broader institutional and constitutional environment, the distribution of the costs and benefits of legislation among differing private interests and broader social considerations, the difficulty of defining legislative goals and how they might best be achieved and the ability to rely on output and factor markets to reduce transaction problems. The other consideration will influence the choice and range of institutional arrangements available to legislators and the relative importance of the diverse forms of transaction problems facing them (Horn, 1995).

Legislators faced with these considerations; attempt to minimize transaction problems by selecting the best institutional structures and instruments from among those available. As a follow up, it must be understood that legislators choose institutional arrangements and instruments to address a particular mix of transaction cost related problems. It is also assumed that although different institutional instruments will typically have some effect on more than one transaction problem than others. The second assumption taken is also that the legislature will seek to utilize these instruments most effectively, in other words, each legislative instrument will be assigned to the transaction problem it is relatively effective at addressing.

3.2.2 The choice of considerations: variables in choosing institutional choice

Generally, the model of institutional choice is about specifying and allocating decision rights to different actors and determining the rules that govern the way these actors are chosen and

that influence the way they use their discretion. At the administrative level, the institutional choices among many include, the extent to which decisions are delegated in other words institutional decentralization and capacity at the administrative level rather than taken by the legislature. This particularly includes the level of legislative vagueness and the extent of ex-post legislative direction to administrators. The governance framework of the administrative agent, especially the way senior personnel are selected, the degree of statutory independence from legislature and the jurisdiction of the administrative agent. This also extends to the rules which underline the procedures which must be adhered to in administrative decision making, which typically define the rights that constituents have to participate directly in the administrative decision making process. The nature and degree of legislative monitoring of administrative decision making and the ability to employ ex-post rewards and sanctions and the rules governing the allocation, use of capital, labour in particular the degree to which agencies are financed by sales revenues rather than taxes and the administrators' employment conditions. With these considerations in mind, legislators then decide the form of organization to be used for example, State Owned Enterprises (SOEs) such as parastatals, rather than bureaus or courts rather than regulatory conditions (Horn, 1995).

Legislators also choose and define the form of these institutional alternatives that is their characteristic governance structures and financing and employment structures. Legislators define the participation and decision rights of various parties by deciding for example the vagueness legislation will be and how much authority will be delegated to officials and the rights extended to different constituents to participate directly in the organization's decision making process. They also define the incentives facing officials and thus directly influence how administrators will exercise their discretion, by controlling access to resources and more importantly by setting the administrator's terms and conditions of employment.

A final note on institutional forms concerns exogenous variables such as the degree of conflict on legislator's decisions. The exogenous variables characterize the particular context within which the legislative decision is being made. These exogenous variables determine the relative importance of the different types of transaction problems and the availability of different types of institutional instruments. The historical and broader institutional environment will have a prime effect, for example, legislative decision making costs and the relative importance of the commitment problems will both be partially determined by the stability of the political environment. The composition and longevity of the enacting

coalitions will also be influenced by constitutional arrangements like separation of power, the institutional structure of the legislature, electoral rules and party organizations. The distribution of the costs and returns of the legislation among different private interests is of importance as it determines whether concentrated and/or diffuse interests are affected by the legislation. This in consequence has a direct bearing on the participation costs that affected groups are likely to face and degree of conflict among active interests.

3.3 New Public Administration

Managing involves a complex mix of human and technical activities which takes place within specific organizational settings and environments, and managing involves those with managerial responsibilities, in organizations, at different management levels taking decisions on how the scarce physical and human resources are to be employed and organized in order to achieve the corporate goals and objectives of those in authority (Farnham and Horton, 2007). It is noteworthy that in whatever political environment, those responsible for making and implementing managerial decisions in the public services have to adapt their roles and behaviour in response to series of radical political, legislative and organizational changes, prompted by government initiatives. Public Institutions are broadly defined as those major public sector organizations whose current and capital expenditures are funded primarily through taxation, rather than by raising revenue through the sale of their services to either individuals or corporate consumers. These public services so defined include, the civil service, local government, the National Health Services and the educational and police services. With changing population and demographic dynamics such as urbanization in terms of geography, improving literacy, improving incomes and so on, these dynamics brought about the need for more relevant public management systems which respond better to changing societal dynamics. As a result, there is now some convergence between how private sector and public sector organizations are managed, with certain private sector management techniques and processes being employed in the public services. Consequently, the civil service is now more decentralized and managerially disintegrated than previously and the local government has become more responsive to increased demands for public service delivery from an increasingly informed populace.

3.3.1 Public Administration

Public administrations in managing public services, are employed as vehicles for expressing the values and preferences of citizens, communities and societies as a whole. The concept of good governance lies at the heart of new public administration; however, the interconnected roles of the private sector, the public sector and the civil society institutions are also underscored. Governance in this context is defined as the traditions, institutions and processes that determine the exercise of power in society, including how decisions are made on issues of public concern and how citizens are given voice in public interest and public decision-making. Governance refers to how a society's public interest is advanced in through government institutions, how choices are actually made resource allocation and creation of shared values. It has also been recognized that good governance requires good government apparatus exist and operating efficiently and effectively whether in the public and/or private sector institutions. The essence and need of good governance has seen most countries including developed countries undertaking extensive reforms aimed at making government institutions and departments more efficient and effective, more productive, more transparent and more responsive to the needs of their constituencies. In the extensive reforms modelled through privatization, deregulation, commercialization and decentralization, the quest for good governance has been advanced to refine the pillar of new public administration systems.

New Public Administration evolved from the shortcomings of the classical public administration theory in addressing three issues: the need for flexibility, the interactions between politics, policies, and novel forms of accountability. Some public goods because of their complexity required more flexibility than the classical model. The need for flexibility brought about the creation and proliferation of state enterprises and crown corporations. In the 1980s legislators responded by creating framework legislation that ensured the certainty and clarity of the law yet allowed greater flexibility through the employment of delegation and regulatory instruments. The nature of the service provided is not set in the law but rather it derives from the use of delegated power and discretionary decisions within the mandate of the organization and the broad parameters of the framework legislation (Bourgon, 2007). A growing proportion of today's public services provided by governments are knowledge based that is they involve the gathering, processing, analysis and interpretation of information. These services are not repetitive and cannot easily be codified, much less prescribed; they demand a high level of discretion. Moreover, in many instances, the nature of the service provided results from the interaction between the service recipient (the citizen) and the public

servant providing the service. The quality of the service provided also depends on a mixture of factors including the accumulated knowledge, know-how and expertise of the public servant.

3.3.2 Public Policy

Public policies extend beyond the simple affirmation of political will but are the means by which legislators seek to achieve a desired public policy outcome. In today's world, the search for the best public policy directive often involves an increasingly complex process of interactions inside and outside government. The final decision still rests with the elected officials who decide whether a new policy is deserving of public support, initiatives deserve to form part of the government agenda, and in this process, public officials play a critical role (Bourgon 2007). They have a fundamental responsibility to contribute to robust policy analysis, to identify viable policy options and to assess the impact of various policy choices. The public policy issues of the twenty first century are increasingly complex and will demand even more interaction including, interactions among public servants in local, national and international organizations to exchange information and to marshal the best available evidence in support of policy decisions. The interactions between public servants and elected officials at all levels, to consider the impact of alternative policy choices and finally interactions between elected officials and citizens who are claiming a larger voice in the policy decisions that will most have an impact in their future welfare. In light of these challenges, the theory of new public administration provided the framework of interaction amongst citizens, civil society, public servants and elected officials. The framework underpinning the theory moves beyond the concept of separation to one of democratic interaction and greater integration, rooted deep in greater understanding of and respect for the respective roles of elected officials and administrators (Bourgon 2007).

The need for change in the areas of accountability and responsibility brought about challenges, which at the level of practice brought about a demand for new ways of doing things. As societies evolved with the increased demand for accountability across all levels of government, a growing need to find and establish new balance between many conflicting lines of tension. Issues arose that political accountability must be balanced against the growing need for public scrutiny of the advice and personal actions of elected and appointed public officials. The need for parliamentary accountability for fulfilling the legislated

mandate of public agencies and for the use of public funds to be balanced against growing expenditure associated with the ever increasing number of controls and reporting requirements of central and oversight agencies. Finally, hierarchical accountability must be balanced against shared responsibility for results among departments and across partnerships involving other governmental, non-governmental or community based organizations. The ultimate aim of accountability is to ensure that governments are responsive to citizen demands. Accountability involves complex legal, constitutional and democratic principles, at its most fundamental level; a new synthesis should seek to balance political accountability for the exercise of power and public accountability for creating common public goods and citizens' improvement. Against this background then transparency and new forms of social accountability form an essential and core part of new public administration theory.

The New Public Management theory finds its intellectual foundations from the public choice theory, which examines government from the standpoint of markets and productivity and from managerialism, which focuses on management approaches to achieve productivity gains. At its core, New Public Management theory is a cluster of ideas, values and practices aimed at emulating private sector practices in the public sector. While a lot of sound criticism has been levelled against the NPM theory, the three core principles it centres on deserve consideration, citizen centred services, value for taxpayers' money and a responsive public service workforce, these put together a NPM theory tries to help us redress these issues from a public sector perspective, based on public sector values. The primary characteristic of the public service should be its commitment to serve citizens in order to advance the public good. A public service true to its mission must be characterized by ongoing improvement of services and for its respect of the citizens, it serves. It must exist at the leading edge in exploring best practices and should provide coordinated and integrated service among department and agencies; additionally it must employ the platforms of modern information and communication technologies to enable citizens to reclaim their democratic institutions and to access government on their own terms and according to their needs. While private business has the profit motive in key perspective in strategic design of the running of their businesses, with the framework of NPM, public officials seek to enhance the value of taxpayers' monies. Officials are motivated by a commitment to marshal all available public resources to effectively advance the public interest. It is government's responsibility to provide citizens with comprehensive information. By ensuring access to information and aiming to eliminate information asymmetry, and the adoption of legislation that provides

access to information and providing citizens with tools to explore their rights, to know and to explore the consequences of government decisions.

3.4 The Sizakala Centre as Institutions of Public Service Delivery

The institutional framework which gave life to Sizakala centres dates back to what are called the Batho Pele principles, with respect to public services, where the core emphasis of the framework is people first, meaning the welfare of people must be prioritized in all planning with respect to public service disbursement. It was advocated that there must be a system that make government and administration much closer to people and an effective and efficient exchange of information. All these were tailored to improve the responsiveness of government to the demands of their constituencies as well as to enable people to voice out their opinions with respect to operational issues of the various structures which are responsible for service disbursement.

According to the South African constitution, citizens have a guaranteed right of access to public services for the betterment of their lives. The constitution further dictates that these rights shall be non-discriminatory in all forms, be it according to race, gender, culture or creed and furthermore, the South African government and all its subordinating structures are subject to a legislative environment that is based on human rights, equality and Batho Pele principles. In creating strategic objectives guided by these constitutional guidelines, the legislators then must, create an organization or organizations with the universally comprehensive skills, processes and culture to deliver improved customer services, promote better, easier, quicker and convenient access to public service through the departments of any Municipality they fall under. They must ensure that equal access to public services is guaranteed for all citizens. They must promote a responsive and reliable public service that is based on citizens' needs and finally promote an efficient and effective public service.

The need to then equalize access to public service by all citizens resulted in the institutionalization of Sizakala Centres in the strategic management of municipalities particularly in the greater Durban and eThekweni Municipality, to improve customer relations by providing what is termed the Contact centre Interface platform. Typically, the eThekweni's Metropolitan Municipality's State of Innovation Report (2011), indicate that for the municipality to better attend to the needs of its customers, accessible Walk-in one stop

centres have been developed where residents are able to access different municipal services and pay municipal accounts all at one location (Innovation Report 2011:26).

3.4.1 Legislators and the Sizakala centres: The Case for Political Interference in Public Administration

In an enquiry into customer care it has been argued that the Sphere of Local Government appoint employees based on political affiliation to the ruling political party, which has been a significant contributory factor to the malfunctioning of customer care centres in the eThekweni Metropolitan. Studies based on subjective qualitative analysis, which have explored into the views of public servants, have raised the role of nepotism, political connections and networks as having a key role in the recruitment and promotion of senior public servants. Against this background in public administration, the Sizakala centres were institutionalized as social support centres, positioned at the interface between the citizens and the Municipality. As of 2013, more than 40 Sizakala Customer Care centres have been opened in eThekweni to give more customers access to municipal services.

The elite population that makes up the body of administration of the Customer Care centres are allegedly politically deployed or considered through the African National Congress (ANC) deployment policy without adhering to recruitment and selection procedures perpetuate tensions between those deployed and those qualified and experienced employees. While it is noteworthy to consider the apartheid historical context of South African public administration, Legislation which was put in place, had the objective of redressing the structural imbalances thereby conferring authoritative power on the appointee role of legislators with respect to officials in Public Service. While most of the legislation is well designed with the intention of correcting some of the wrongs of the apartheid past, the same have turned out to be misused or abused. Vagueness in the scope of legislation is argued to be typically noticed in some critical malpractices which derail service delivery, such as irregularities uncovered in bid rigging, the awarding of Government tenders and contracts to city employees and councillors and the by-passing of tender processes in favour of certain suppliers, consultants and contractors (Ngcamu, 2013).

Concerning the politicized bureaucracy in South Africa, which is captured by the legislators, rewards and appointments of administrators and other senior officials are made on the basis of blind allegiance to the ruling party by public servants and not on the basis of the merit system. Thus Administrators have no neutral administrative roles, but are well positioned and captured by the Legislators responsible for their appointment, a consequence of this being lack of independent action in office which tends to stifle innovation, a critical quality of continued quality in public service in the New Public Management systems. Furthermore, Legislators have the incentive to set up a system in which an administrator operates, thereby reducing their transactional costs and overriding public goals for limited goals of political caucuses undermining the constitutional principle of discriminatory practices in public service (Mafunisa 2003). This capture of public offices by legislators has also resulted in tensions and conflict of interest between office bearers and senior public servants with meddling and interference of Legislators in local level administrative matters. At an Institutional level, there are balances in check to ensure that appointment administrators have a neutral role that they may operate as effective and efficient liaison between citizens and government, the Municipal Systems Amendment Act (Act 7 of 2011), disallows Municipal managers and managers directly accountable to municipal managers from holding political office in political parties. According to Section 54 A(3)(a) under the same Act prescribes that if the person appointed does not have the administrative capacity in terms of prescribed skills, expertise, competencies or qualifications, or (b) the appointment was otherwise made in contravention of this act. As a result of Organizational and Institutional capture, recruitment is not responding to organizational and broad welfare considerations, the appointment is merely as a vehicle granting access to resources or coordinated positioning designed to control resources or neutralize political competition. As such this cadre deployment system undermines diversity, equity, competition and a conducive organizational culture, belittling the foundational premises of more extended service delivery to constituencies through the varied branches of government, (Herndon 2000; Mafunisa 2003).

As of 2013 research on the then contemporary state of the eThekweni Metropolitan Municipality's customer care centres were indicative of the cheap political patronage system and a weak government institution and with politicians allegedly interfering with the operational functions of officials rather than focusing on their political mandates as well as leadership and governance issues (Ngcamu 2013). This state of affairs has the tendency of eliminating transaction costs as outlined earlier of which consequence in the elimination of

incentives which drives efficiency and productivity. The neutrally accountable role of administrators is then removed for their actions and decisions are subject to being overridden by legislators especially when there seem to be conflict of interest that might be favourable for the constituencies but not in the strategic interests of the legislator and the coalition he/she represents. This understanding is noteworthy if it is borne in mind that Municipal Councils includes the legislative and executive authorities with the municipalities themselves, as such the space for political interference is much wider and integrated well into operational dynamics of municipalities, and further problems arise when one consider the capacity of political interference to undermine administrative efficiency and also undermine the workings of democratic institutions which survive as platforms for democratic participation (Ngcamu 2013).

This issue is well postulated in a study by Shafritz (Overeem (2012), which proposes that the politics-administration dichotomy holds that political interference in public administration would erode the opportunity and scope of administrative efficiency and that the policy making activities of government ought to be wholly divorced from the administrative functions and the administrators had to have an explicit assignment of objectives before they could begin to develop an efficient administrative system.

3.4.2 Operational structure of Sizakala Customer Care Service Centres

The Sizakala Centres' model eThekweni Metropolitan Municipality's commitment to the constitutional provision, which seeks provision of public service, access improvement and ensuring uniformity in provision across all communities irrespective of geography. According to Cripps, Erning and McMahon (2004), municipal services must be accessible to the constituencies, and municipal agencies must undertake public consultation and be accountable for the use of public finances and the public services at their disbursement. The need for accountability in the use of public funds and the public services they provide, gives perspective on the objective of promoting universal access to essential services at an affordable cost to all citizens. As a result, Municipal officials should work collaboratively with communities in order to understand and serve them with services unique to their communities and constituencies (Ngcamu, 2013).

Sizakala Centres were thus legislated as Customer care centres within the eThekweni Metro, with the objective intention of providing all constituencies and diverse communities, rural or urban, with a range of public service and redressing public concerns in close proximity to such constituencies with respect to public service provision. According to the premise of NPM, bargaining exists between Administrators and other stakeholders, as a result in the design of the Sizakala Centres' model, attempts were made by the South African Government to extend participation of communities in the planning and implementation of government led development programmes. This was an effort with the objective of ensuring that models of public institutions at the local level at the least reflect the views and needs of the communities which they are primarily servicing. Such differences were also observed in the Centres which were used as units of analysis in this research study. A commitment to restructuring the public service by the South African government, forms an interesting historical context as far as the relations between the government departments and the constituencies they serve are concerned. Chapter 11 of the White Paper of 1997 on the Transformation of the Public service (Batho Pele White Paper) prioritizes the principle of affordability and the principle undergirding redirecting resources to areas and groups previously under-resourced. The White Paper on Local Government 1998, emphasizes that municipalities must be responsive to the needs of local communities and should reorient their operational objectives towards maximizing the meeting basic community needs with respect to Public Service delivery. (Ngcamu, 2013).

3.4.3 Public Administration and Sizakala Centres

A number of developments have been underway in the eThekweni Municipality in the recent decade and a half directed towards improving public service delivery. The developments include among others, institutional reconfiguration allowing more disintegrated approaches to service delivery, methodological frameworks, information dissemination and other structural designs in line with the broad Batho Pele principle of access and affordability.

With these developments particularly with respect to information dissemination, was the challenge of customer fragmentation, which brought to the fore the need for information exchange in effecting better service delivery. Defragmentation of customers meant there was a need for effective information exchanges in terms of the customer concerns and the coverage of the Municipality in terms of service delivery and feedback mechanisms. The opening of the decade culminating in 2010, the alignment of the Municipality's strategic

business units was instrumental since the amalgamation of micro local authorities to establish the larger eThekweni Metro. The realignment of these strategic business units was essential to enable the now larger Metro Council to ensure a broader and direct impact on customer services disbursement as well as reducing the challenges associated with customer relations management. While with the passage of time, premises of NPM have been increasingly brought into eThekweni Public administration to improve service delivery and other strategic actions such as outsourcing and greater involvement of private and corporate sector service providers to improve service delivery, information exchange between the new structures and the communities still proved an insurmountable challenge. This resulted in backlog of service provision, unaddressed public service concerns, raising the service costs as well as widespread inefficiencies.

With this state of affairs and increasing demands for redress of the inefficiencies in public administration and public service delivery, a customer relations management strategy was then developed, to enable the Administrative authorities to provide better and integrated services for citizens, improve the quality of life for citizens, improve service delivery systems and ensure coordination and cooperation between constituencies and units of the municipalities and also provide on point of entry and easy access to municipal services. In redressing these challenges most municipalities in South Africa developed a Customer Relations Management Model, composed of five key interrelated and interdependent components, which are designed to enhance the organizational capacity to meet customer needs as well as organizational objectives to customers. These components are Community participation, awareness and marketing, strategic communication and Information Communication Technology (ICT), Research and Product development, Capacity development and Customer interface. At the management level, customer relations management, product and skills development were seen as key dimensional approaches in delivery of quality services to customers. And furthermore implementation, monitoring and measurement tools were put in place, with key measurement tools including among others, customer satisfaction measurement, performance management, impact assessment studies and statistical assessments. With this model in place, Sizakala centres became instrumental institutions of public management and models in the disbursement of public services to constituencies, through providing the contact interface where local government and constituencies interact and exchange critical information thus bargaining to improve

collective welfare on the part of the constituencies, and public capital on the part of the governance agencies through the Sizakala initiative.

3.5 Summary

The public sector governance and development has been carried through institutions. The institutions are informed by the objectives of society, benchmarks and development priorities. In the discourse institutions are identified as a system of established and embedded social rules that structure social interactions. In our context and narrative it has been maintained that the significance of institutions as establishments seek to construction, reconstruct, monitor and more importantly facilitate resource allocation, and the use of institutional analysis as a tool that evaluate the impact of institutions in society. Now Public administration is facilitated through institutions that have a mandate to ensure government objectives are met and community demands addressed. The effectiveness of any institution is measured based on its objectives in society, Sizakala Various institutions in South African post democratic dispensation were established to in With communities social historical account inherited by South Africa They seek to facilitate and delivery social order, administer allocate resources

CHAPTER FOUR

RESEARCH METHODOLOGY AND DESIGN

4.1 Introduction

This chapter is divided into a total of eleven (11) subsections: a brief description of the study setting, a summary of the study design and; a synopsis of the process involved in data collection; discussion of the unit and level of analysis for this study; a detailed description of the various data handling and techniques employed in cleaning, storing and analysing data, a critical evaluation of methodological consideration associated with collecting primary qualitative data, secondary analysis of existing data, quantitative surveys and lastly outline of the ethical issues pertinent to this study.

4.2 Assumption of the Study

This study is based on the foregoing assumption that Sizakala Centres were established to achieve eThekweni Municipality's goal of improving delivery of public Service to defragmented constituencies spread across the greater eThekweni Metropolitan Municipality.

4.3 Study setting

The study setting is based in Durban, KwaZulu Natal (KZN), over a geography characterized by diverse economic and historical circumstances. The specific geographic location chosen for this study have these considerations in mind, in an effort to see how these difference shape the perceived benefits customers seem to derive with respect to issues pertaining to Public service delivery. For the purposes of this study, based on time, scope and resources only 4 geographies were selected in which one Sizakala Centre was selected from each of these 4 geographic areas. The four geographic areas are Rural KZN, peri-Urban, formal Urban and Suburbia. The chosen Sizakala Centres in these geographical areas are in KwaMashu (Township), Kingsburg (urban), uMhlanga (urban Suburb) and Molweni (rural). In the selection of these 4 Sizakala Centres, purposive sampling techniques were used out of the 40 recorded Centres in eThekweni Municipality, for case study and analytical comparison in this study. Both KwaMashu and Mhlanga are located in the North of Durban, 30km away from the City Centre of Durban. Kingsburg is an urban area that was previously advantaged but as recently been regarded as average place and KwaMashu township is socially constructed community and forms part of the previously disadvantaged townships with a very

rich political history and a very strong cultural heritage. The former has seen a high population of black people and latter has experienced rapid urbanization and rural-urban migration since 1994. People in migrating from rural areas in search of employment migrated to these areas. This explains the population density in these areas, making KwaMashu one of the biggest townships in South Africa. Umhlanga on the other hand in one of eThekweni's elite suburban areas with well-developed infrastructure and excellent service provision. It is a low densely populated area and serves the upper class housing market with suburban class business parks and shopping precincts. Kingsburg are located south of Durban, approximately 25 kilometres from Durban City Centre. The South of Durban where which Kingsburg is situated carries a similar historical context with KwaMashu, with population growth having developed largely from rural-urban migration, and also experiencing rapid urban development since 1994. Upper Molweni is located west of rural eThekweni Municipality and is a sparsely populated area with clusters of settlements mainly grouped along service lines or centres, this can be seen in the reported distances people travel to access services at Sizakala Centres. An important note with respect to Molweni is the heterogeneity with respect to population distribution, and their service needs which provides this study with a diverse case from the other areas. As such the study will seem to recline much on this location because of the need to score some differences prevalent and how these pose challenges in service access and how they also present opportunity for local government led development that can aid service access in rural and remote locations.

4.4 Data Collection and Rationale

This study is an empirical research study, and the central element in validating this study is the nature and quality of the data, its collection and preparation for the study. Survey questionnaires were the designed means for data collection which would collect homogenous data on demographics, public services and feedback on the interaction of the communities with the centres and will be administered on legislators, administrators and the general public in the diverse constituents who are Centre service users. The questionnaire contained sections collecting the same information for all participants and then an extension with respect to Legislators and Administrators, particularly with respect to information concerning operational premises of the Sizakala centres. Unstructured interviews were conducted for legislators and administrators, which collected both quantitative and qualitative data which was then processed using a coding system which will be explained below.

The data collection process was through the use of questionnaires which were administered by the researcher at the 4 locations over a period of 1 month to ensure data quality during collection and measurement. The questionnaires were designed to collect information on the practice, opinions and experiences of various identified groups in their interaction with Sizakala Centres and mainly focusing on those interactions with respect to issues coalescing around Public service provision. The questionnaires had a structured section with response type questions such as those relating to the age of the respondent, their place of residence, level of education and distance they travelled to access a nearby Sizakala Centre etc. There was also a section containing unstructured questions, which collected qualitative type data, subjective to the views, perspectives and opinions of the respondents, which data was then coded using thematic analysis.

4.4.1 Primary Data

The primary data sample obtained using the survey questionnaire formed the empirical data for this study, while secondary data mostly accessed in government reports and foregoing studies was used to validate or test some emerging themes and statistics observed in this study. The secondary data also helped to shape the theoretical perspective of the research as postulated in literature on research (Sadiki, 2000). Sadiki describes the data that has been collected as a primary data, as it is based on first-hand experience and has not been published as data more reliable and objective. Primary data is often less likely to have human interference or alterations, as a result its validity is greater than secondary data (ibid). For this reason primary data is of paramount importance and contributes to knowledge creation (Kumar 2011).

The study used a mixed methods approach to data collection as alluded to above. With respect to legislators and administrators who manage and the general public who make use of these centres. With respect to the legislators the questionnaire collected information based on questions such as, “what were the Sizakala Centres establish for?”, “what were the primary objectives local government intended to meet through establishment of the centres?”, “what are the long run goals of local government with as concerning the Centres?” and “what performance measures were established in evaluating the Centres?”. All these questions and others were all asked in the context of Public service delivery, and elicited unstructured qualitative responses, so as to obtain depth of insight into the Sizakala Centres from this

group of respondents. The staff manning the centres were asked questions pertaining to, “the nature and frequency of queries from customer and their personal evaluations with respect to the effectiveness of the centres they were manning, issues constraining their performance and how efficiency can be improved where necessary. A point to note is the fact that apart from the assumption that Sizakala Centres were established as Institutions through which decentralization public service governance was implemented, there were not prior assumptions premising the direction of the study, such that the responses and the data would highlight on key issues with respect to success of this decentralization of governance with respect to public service provision. The general users, immediate constituencies were also asked questions reflecting on their experience as they interact with the Sizakala Centres in their vicinity, particularly with respect to services they received, success in resolving or dealing with public service issues or queries for information. The questions for this group of respondents were also divided into structured and unstructured. Structured questions were directed at such issues as type of services they were making enquiries for namely; water, electricity, waste collection, which were grouped under one heading. Information pertaining to how users felt concerning coverage of the services offered, these were left as unstructured and qualitative response type questions and subjective to the experiences of the users themselves.

4.4.2 Secondary Data

The secondary quantitative data which will be used for demographics purposes will include Census dataset for (2001-2011). Further statistics will be obtained from secondary materials, such as online archives, publications and statistical reports from government departments in which case duly required acknowledgement of such sources will be stated and listed in the research output. All these will be used in attempt to answer the some of the research question and strengthen validity of the study. The bulk of these secondary data sources were employed chiefly in profiling the state of service delivery in eThekwin post 1994, the situation then and contemporary developments. Also in profiling the case for the Sizakala Centres, the secondary data was instrumental. In the discussion of the results some comparisons of the findings were made possible with the use of secondary data especially that extracted from reports.

4.4.3 Rational of Focused Participants

This research study will be based on primary data which will be collected from three sets of respondents selected for this study which are, Legislators, Administrators and the general public within the various constituencies. The Legislators were chosen for the role they play/played in the design of the legislation which created the concept of the Sizakala Centres. They also are responsible for the design of frameworks which regulate public institutions so as to ensure they achieve the desired public interest outcomes encapsulated in their design and execution, and such legislation/regulation serves to steer the direction of the administrative executives within the respective public institutions. Public institutions are designed to fulfil specific functions in public administration, be it in terms of governance of constituencies, management of public finances or with respect to employment. With the differences in the functions attributed to these diverse institutions, Legislators create regulation policy and legislative structures that takes into consideration the various differences such that characteristics peculiar to each institutions are considered. This is particularly important at the administrative level, when it comes to operational decisions that administrators have to make as they steer the institutions.

Since differences exist in administrative requirements among the various public institutions, legislators tends to make broadly defined legislation which has been in most cases argued to be vague. This is so designed to enable Administrator to use the broadly designed legislation as guidelines defining broad strategic goals of the government and the administrators are then delegated instrumental independence in the design of the actions they will take in managing those institutions under their command. Legislation define institutional form and capacity and forms of organization which are legally signed by the courts into being. Such legislation also define possible institutional alternatives. It further defines the scope of administrative and stakeholder participation and rights of the various stakeholders, from the government agencies to the general public. Such considerations as the level at which legislation is broadly defined, what extent of delegation of authority is attributable to administrators (whether they can autonomously set ultimate goals, or take these as given and act autonomously but within limits in choosing the best actions in running departments of institutions assigned them) as well the administrative procedures that allows the role of private players in the decision making process such as outsourcing decisions are examples of the scope of legislative design. Finally, the constituencies directly influenced by these institutions in this case the communities utilizing a given Sizakala centre are considered. These are the one affected by

the outcomes of every piece of implemented legislation, and also experiences the outcomes of the state of administration whether good or bad. Thus this final group provides feedback with respect to the outcomes of legislation.

4.5. Sampling Strategies

Since the population size is too large for this present work, a small sample of respondents is selected to extract information about the general characteristics of the population with respect to their interaction with Sizakala Centres. As discussed earlier and also to be discussed in the study, the scope of some questions to be administered, is subjective to the opinions of the users of the Sizakala Centres and cannot be generalized beyond the respondents themselves. In some cases as will also be noticed in the study, general patterns appear, but in any case generalization cannot be done with any substantially higher degree of confidence beyond the sample due to the size of the sample chosen here. Sampling refers to the methods of extracting a sample of respondents from a population to study some features of the population (Alvi, 2016). The sample is necessary as all population elements cannot be included and also the data obtained from the sample can be used for inferences about the population which is what has been done in this present work. In any case the sample is an extract of information to give an idea of the behavioural patterns of individuals or elements within the larger population.

In choosing participants in this research work, broadly two sampling forms exist, probability sampling and non-probability sampling. Since in the analytical premise chosen in this study, no prior positions were taken with respect to the state of the public administration system responsible for public service delivery, the data from participants will be used to analyse which patterns seem to be consistent with the observations in the literature discussed earlier. However, care has been considerably taken to ensure that consistency is maintained between this analytical premise and the sampling method. In the three groups of respondents chosen to participate in the study, different methods of sampling were used, because of population differences of the three groups and also the ease or difficulty of locating participants from each cluster of participants. The three clusters are also homogenous within their respective groupings, this consideration can be seen in the differences which were incorporated in the questionnaires with respect to some aspects of collected data (Alvi, 2016).

4.6 Sampling Types

There are three sampling techniques, namely;

4.6.1 Probability sampling

According to Barreiro and Albandoz (2001), probability sampling is where each sample has the same chance of being chosen.

In probability, sampling every element of the population has an equal chance of being included and this kind of sampling is called simple random sampling. Another form of random sampling known as stratified random sampling, every element has a known probability. The sample is said to be representative since the characteristics of a sample when properly drawn out represent the population in all ways (Alvi, 2016; Molenberghs, 2017). In the classification of individuals in the sample that was chosen for this study, stratified random sampling was used in which people were divided into three groups based on some distinguishing characteristics in their interaction with the Sizakala Centres. Stratified random samples were also chosen due to the fact that they are more accurate in population representation than simple random samples tend to be.

Non-random sampling in drawing out samples from a population uses non-randomized methods and normally involves the judgement of the researcher. Ease of access to participants often makes non-random sampling attractive and is mostly the appropriate and frequently available method due to constraints associated with random sampling (Molenberghs, 2017). The major limitation of non-random sampling is that the data samples extracted from the population using these methods are not generalizable, thus have their outcomes significantly limited to the sample participants themselves. However, the methods are appropriate in studying particular phenomena with potential to generate worthwhile insights. The non-probability sample can also be used to study existing theoretical insights and in some cases developing new ones. Furthermore, the method is less expensive, less complicated and easy to apply as compared to probability methods. For these stated reasons the present study makes use of non-random sampling techniques applied either in part or exhaustively in extracting a sample in the four geographies selected for this study.

4.6.2 Purposive Sampling

According to literature, purposive sampling is one in which the researcher uses his/her judgement to select study participants keeping in mind the purpose of the study. In most cases the selection is based on the purpose at hand, or using judgement of experts in the field or some established methods. With this sampling technique, the researcher hardly knows whether the selected cases are representative of the population or not. Purposive sampling is also less costly and more readily accessible, more convenient and select only those individuals that are deemed more relevant to the study design.

In the present study, the grouping of participants into three clusters and having a dedicated questionnaire directed to extract specific information from these participants with respect to their relative participation at the Sizakala Centres is a case for purposive.

4.6.3 No-Rule Sampling

Barreiro *et al* (2001: 4) defines no rule sampling as those sampling techniques in which no specific formal rules are laid out as guiding the extraction of the participants from the sample. The sample thus extracted from the population is said to be representative based on conditions of the population being highly homogenous and there is absence of selection bias.

In the three groups of participants in this study, different methods of non-random sampling have been used to improve the quality of data extracted from each group of participants. With respect to the Legislators, purposive sampling was adopted, in which specific personal were selected to participate in the study who have been involved with the Sizakala Centres for at least 3 years as they are likely to have better information and experience working with the centres.

As a result of frequent changes in administrative structures due to various reasons chiefly normal labour turnover, it was difficult to locate administrators who have had considerable experience working with Sizakala Centres. To this end data collection for this group was done with beginning at the known administrators by the researcher and then building up from the known participants based on referral by known administrators of other administrators unknown to the researcher who notwithstanding have important information about the unit of analysis. This method of non-probability sampling adopted for the Administrators cluster is known as Snow-Ball sampling.

With respect to the general public, random sampling techniques were employed as all participants had an equal chance of being considered in the sample. All users of the Sizakala Centres were considered and all had an equal chance of being interviewed. Secondly to improve information accuracy, stratified sampling techniques were used further to limit participants to those who were either primary household owners or directly recipients of the services they were transacting at the Sizakala Centres. The target audience in this group were people who have used the centres more than once, as they had some experience in terms of their previous experiences at the centre.

4.6.4 Sample size

The sample size will be composed of 52 observations of which a total of 10 were allocated to Senior management officials, a further 10 towards General Officials and the remaining 32 observations were taken from the constituencies in which were located the 4 Sizakala Centres under consideration of which they were allocated 8 surveys for each of the four centres for the last group of participants. The sample and selected and used in this study was especially small, a larger sample could have awarded better findings and is advisable for better insights into the case at hand. However, for the purposes of the study at hand, the smaller sample is essential as this study purposes to give intuitive idea into the perceptions around governance and efficiency of the new mode of public service management where governance is reduced more to the local levels.

4.6.5 Questionnaire surveys

A survey research design encompasses the collection of statistical and qualitative information from a sample of individuals through their responses to questions. Scientists and students regard it an efficient method for systematically collecting response data from a diverse set of individuals in a geographically defined area. It is in part for this reason that many researchers are dependent on this methodology for data collection. Response data from surveys produce a highly valuable set of data especially if they satisfy three fundamental principles; versatility, efficiency, and generalisability (van de Walle, 2006).

The researcher undertook the dissemination of the interviews, administering the survey questionnaires and measuring and processing the resultant data. This was carried out consistently for all the four centres. Central to this data collection the researcher ensured that

surveys were relevant to the purpose of the study and that no essential data was omitted. Cochran (1977) writes about the frequent tendency when examining the human population, that many questions are asked at times which are never subsequently analysed. To avoid redundancy the total number of questions were few and directed at the data needed for the research. While all structured responses for example, such questions relating to age, spatial location and distance travelled and so, were specifically coded. Qualitative responses were open ended and left to the discretion of the researcher during data processing to be coded based on the themes emerging from the study. The latter was done for ease of reference with no reduction of responses for classification, but as many themes were created to reasonably capture all the themes that emerged in their uniqueness.

While the sample was small as stated, earlier thematic coding adopted in this research using SPSS was chosen primarily for the aesthetic quality of the software in implementing numerical coding to thematic values. Any other software could have been used, however SPSS was chosen for the ease with which the data can be converted and processed using any other data mining platforms. An alternative program also used together with SPSS called STATA, was chosen for the ease and aesthetic quality of the graphics it produces in the output generated from the analysis of the collected data. STATA produces quality graphics in the form of detailed tables, pie charts and other charts and can be easily adjusted to include or exclude any statistical information with relative ease. Above this, it also uses a simple command language that aligns with the logic of the researcher enabling the researcher to get exactly the results as they appear in his logical design. Thus while there can be no justifications for the use of these two Commercial Softwares on the grounds of the size of the project, it is purely for aesthetic reasons and ease of use that the two Data Analysis for Social Science softwares were used in this research. . The qualitative data will thus be numerically coded based on the emerging themes and presented using graphics such as tables and pie charts. Analysis of such data however will be limited to descriptive level statistics showing distribution and representation among the various interests in all the groups of study participants.

Surveys are appropriate in that many variables and observations can be measured without substantially increasing the amount of critical resources i.e. time or research funds. Whilst marginal variations may occur with the level of complexity of the survey design, it is possible

for data to be collected rapidly from a large sample population at relatively low cost (Boslaugh, 2006).

The outcome goal for social science research is that accurate results with a high degree of generalizability can be produced. Survey research designs are often the only means available to produce an accurate reflection of the propensities and characteristics of a large population. The supremacy of survey research is reiterated in Dale *et al.*, (1988; 20), 'if research is to achieve the maximum in terms of explanation and understanding, it is unlikely to depend solely upon any one method...however if used appropriately, there is no reason why...the variables used in a survey cannot reflect accurately the [social] experience of life.' Whilst one may acknowledge limitations inherent in survey methodologies, their importance in determining and analysing social circumstances coupled with their efficacy for extrapolation of findings to a broader context must be recognised.

4.7. Unit of Analysis and Data Handling

4.7.1 Unit of Analysis

By virtue of statutory framework Sizakala Centres are defined as a social institution that renders a democratic and constitutional service to the citizen of South Africa in a designated area. It serves as a social unit where constituencies meet with the administrators for a specific services anticipated and set forth by legislators. These centres service residents of designated areas on services like, utility bills (i.e water and lights), hall booking, and customer service inquiries. Moreover, monitoring of services rendered is recorded in the form of a register by the administrators. Residences of all ages, gender and race are welcomed in this institution. The geographic location of the Sizakala centres in question are spread in from rural areas, suburbs and townships of Durban. The populations they serve are different (i.e income levels and education), this tends to exert an influence in services offered in Sizakala centres in them not being homogeneous. However for the purpose of analysis the researcher identified common services offered in the different Sizakala Centres for establishing efficiency and discussion. Descriptive Statistics were employed to summarize our qualitative data primary collected from the participants. The study considered the variables access, information, customer satisfaction that make up the values of Batho Pele principles and subsequently for part of Sizakala Centre values. Sizakala Centres are established on these values.

4.7.2 Data Handling

The data used in this research is primary data from a database which was titled “Decentralization and Governance” created using survey data obtained through the Sizakala Centres survey conducted in mid2017. The responses were collected from a total of four Sizakala Centres located in the prior stated geographic location of KwaZulu Natal. The geographic locations broadly defined entails the affluent urban suburb of North Durban called Umhlanga and urban less affluent suburb called Kingsburg. The other two locations are rural KwaMashu and rural-remote Molweni. A general assumption was made concerning socioeconomic disparities among these geographic locations to enrich the insights obtained from the study.

However, with respect to the research context, the sample is very small and serves only to depict in a very limited sense the general outlook of sentiment and experiences with respect to public service delivery through the Sizakala Centres. An undertaking which would give a better outlook would require a sample of households (general public) of a minimum of 100 participants, cost limitations and time did not allow such an extent in this research. The questionnaires were administered to the public who utilizes the services of the Sizakala Centres and the Administrators who run the daily operations of the centers. A total of 52 survey questionnaires were administered, 30 questionnaires for households and the other 20 questionnaires to the administrators. As explained earlier, the data collected through the surveys was coded and recorded into a database using SPSS for Social Science and Business Research. Based on primary and emerging themes from the data, a total of over 30 primary and derived variables were created under which various themes both from the quantitative and the qualitative data were recorded. The dataset was then converted to a format suitable for statistical analysis using the STATA software for Social Science Research. As explained earlier, the choice of these Commercial Softwares has nothing to do with the scale of the project, but with the ease of use and the aesthetic quality of the softwares with respect to output. SPSS handles manual database creation exceptionally well, with features allow the user to define the nature and structure of the variables being created and the desired coding structure. STATA on the other hand uses a language that aligns with the natural logical reasoning of the researcher enabling the output to reflect more what the research ideally wanted from the data. Since generalization was not the outcome of the research, there were no weights attached to the study. Weights are essential when generalization is needed, as they enable the results to be expanded to represent the population of interest.

All the statistics depicted in the various graphs are primarily descriptive in nature and no inferential statistical analysis has been conducted, as the nature of the data and purpose of the research does not require analysis beyond the descriptive level.

4.8 Validity, Reliability and Rigour

The purposive sampling was employed in collecting qualitative data which enable the study to generate information to address the research questions pertaining to the history, objectives and the long term trajectory of the Sizakala Centres. With these qualitative findings including those of users and officials, triangulation will be used which is the multiple use of different methods to validate the study findings. Here upon the purposive sampling selection of the interviewees, they will be contacted for suitable interview dates. For both officials and users, questionnaires will be designed to have 80:20 questionnaire design, where 80 percent is closed questions, and 20 percent are open questions. Open ended questions will be recorded. Since the design of have questionnaire could influence the reliability and validity of the data collected, the study's validity and reliability will be maximized by, a careful design of individual questions, clear layout of the questionnaire form, lucid explanation of the purpose of the questionnaire and lastly a carefully planned and executed administration.

4.9 Methodological issues

This subsection highlights the strengths and weaknesses associated with the data and methodological designs employed in this study. It is important to outline these here as it may be information useful in making the reader aware of the limitations of the study (for instance, of the extent to which results from this study may be applicable to other locations for example). This exercise will also allow one to provide a rationale for choosing particular methodologies and account for the effect and implications of methods used on the findings in this study.

4.10 Secondary analysis of existing data

The core methodology adopted in this study is primary data analysis. As mentioned afore the primary data in scientific research forms the empirical basis for the study, while secondary data frames the background to which the primary adds or validates. The limited study of the subject matter provides a challenge to scientific verification. However, generalization will be employed drawing from similar studies. An intrinsic advantage of using secondary data is

that data collection is directed by individuals with professional concern for the research theme than would be normally required for smaller primary projects.

Secondary analysis of existing data is desirable for both scientists and students for several reasons; it allows for access to large, rich datasets for analysis. Demographic surveillances uniquely collect information on a wide array of demographic and other variables, including data on mobility (Van de Walle, 2006). This is beneficial to the aforementioned users as the opportunity cost is high i.e. primary research is resource intensive, in terms of time, money and the physiological cost of collecting data in the fieldwork. Despite the existing possibility of purchasing the dataset, Eaton (2004) affirms that the cost incurred will most certainly not exceed expenditure of salaries, transport etc. that must be met in collecting and processing such data from the field. Tied to this advantage is the thought of pragmatism, secondary data analysis is a domain for researchers with strong quantitative skills, preferring to perform computations using statistical packages than occupation in research in the ‘intensive’ qualitative research processes. The breadth of secondary data makes it desirable for analysis in research.

4.11 Ethical considerations

4.11.1 Informed consent

Informants were made aware of their entitlement to the right of refusal to be interviewed by field workers; this came after individuals were briefed on the purpose of the research and its perceived value. As noted above enumerators were almost always accepted in all the households in the surveillance site.

4.11.2 Anonymity

While the dataset used in this analysis had person and household identifiers, it retained the anonymity of respondents thus abiding by the ethical practise that the identity of the individuals in the study should be concealed. This is to say that the privacy and confidentiality of all adults, children and their households has been maintained at all levels including collection of data, handling and analysis as well as reporting.

4.12 Summary

The core methodology adopted in this study is primary data analysis. As mentioned afore the primary data in scientific research forms the empirical basis for the study, while secondary data frames the background to which the primary adds or validates. The data collected through the surveys was coded and recorded into a database using SPSS for Social Science and Business Research. Based on primary and emerging themes from the data, a total of over 30 primary and derived variables were created under which various themes both from the quantitative and the qualitative data were recorded. The purposive sampling was employed in collecting qualitative data which enable the study to generate information to address the research questions pertaining to the history, objectives and the long term trajectory of the Sizakala Centres. By virtue of statutory framework Sizakala Centres are defined as a social institution that renders a democratic and constitutional service to the citizen of South Africa in a designated area. The populations they serve are different (i.e income levels and education), this tends to exert an influence in have services offered in Sizakala centres in them not being homogeneous. However for the purpose of analysis the researcher identified common services offered in the different Sizakala Centres for establishing efficiency and discussion. Descriptive Statistics were employed to summarize our qualitative data primary collected from the participants. The study considered the variables access, information, customer satisfaction that make up the values of Batho Pele principles and subsequently for part of Sizakala Centre values. Sizakala Centres are established on these values.

CHAPTER FIVE

PRESENTATION OF RESEARCH FINDINGS ON DESCRIPTIVE AND QUALITATIVE

5.1 Introduction

In undertaking this study the researcher sought to follow the methodology highlighted in chapter 4. There three participants of this study namely, the legislators, the administrators and the constituencies within the radius of the Sizakala centres. In relation to Sizakala centres the executive management, administrators and the users of services consisted the study sample. This chapter presents both the qualitative and quantitative data collected. The qualitative data will be presented according to major themes from interviews, while the quantitative data will be presented descriptively in table and graphs using variable grouping and analysis. The results give evidence for the extent to which this study achieves objectives in chapter 1:

- Exploring the context and motivation for the delivery of the Sizakala Centre model as part of governance and service delivery processes of eThekweni Municipality.
- To examine the operations of a sample of centres to report on citizen and state official perspectives of the role the centres actually play in service delivery and governance.
- To contribute to the research literature and policy debates about the role decentralised service delivery arrangements can play in both service delivery improvements and governance innovations.

5.2 Establishment and history of Sizakala centres

5.2.1 Democratic dispensation

The study establishment that the starting of Sizakala centres was a democratic and developmental response to the then political and democratic dispensation particularly in the eThekweni region of KwaZulu-Natal (KZN). The study identified two primary findings. The first one was that in 1996 when South Africa had the new dispensation and the new form of local government, eThekweni had 44 local authorities in the jurisdiction of the areas of eThekweni, which had to be scaled down to one council. All the 44 institutions were then collapsed into eight entities 8 in 1996, namely: uMkhomazi Local Council, Outer West Local Council, Inner West Local Council, South Local Council, South Central Local council, North central local Council, North Local Council as well as what was called the Durban Metropolitan Council. In 2000 these were further collapsed into one municipality eThekweni,

resulting in the need to demarcate working areas. The previous council chambers of the structures that were collapsed to form one council were decided to remain working stations for the new eThekweni council which was now being formed at the time. So in what was used to be uMkhomazi Local council for instance, was now reorganized as eThekweni service centre. This study found that because the constituencies of services did not change became necessary that the new council considers the provisions of local municipality services. The centralization of council was not to centralize the provision of services as customers were still constitutionally entitled to receive conveniently and could not have now incur at an extra cost since change in governance. Essentially, the origins of Sizakala centres are historical issue in that the council was due for restructuring and out of necessity i.e. the need to achieve more extensive accessibility to all customers.

5.2.2 Customer satisfaction

Another interesting finding relates to the first Quality of Life Survey that was conducted in 1999 by Gippo which prompted the need for Sizakala centres. It was around the period of local elections (1996) that concerns around service delivery i.e. accommodation provision and road construction as an index of happiness. The Quality of Life Survey study revealed that the people of Durban were the unhappiest people.

The results of the survey came as a surprise to the council, that was predisposed to assume that people were satisfied with the then service delivery model/system, as what used to previously disadvantaged communities had experienced wider access to public services under the service rollout model deployed then. The central council then realised that it had long been delivering services without consultation of local communities, their customers. Possibly, this was the cause of systemic inefficiency in service delivery, a problem which the municipality aimed to resolve by prioritising public participation and customer satisfaction. It is said that agreement was to be reached that the council needed to change service provision, public participation and customer service outlook. Units that were established there were six (6) clusters and among these were Sizakala Centres, which were called then Regional Centres and another was Community Participation.

The role of Sizakala Centres was to ensure that contact points of service delivery are decentralized following the dissatisfaction of local citizen and that the council is close to the people. It was then that this network of Sizakala Centres was commenced. It is for this reason

that we find the strong presence of customer service front in the slogans of Sizakala Centres and it is the ethos of the unit more above everything. The units exist to foster and ensure a systematic delivery of services to the best interest of eThekweni communities.

5.3 Service Delivery Process

5.3.1 Sizakala Model

The study also established that Sizakala centres are designed to be contact point working as an interface for eThekweni municipality to the eThekweni community where they are able to go and log their queries, complaints and report service delivery faults. It is a three tier type model:-

- a) There is customer service that is attended at a front desk interface.
- b) A customer query that is brought received and addressed within Sizakala.
- c) A query is brought, but it does not need Sizakala but another department, those are refereed.

Front desk interface is when customers are coming in to pay for their utility bills, car licencing, or collect their billing statement or proof of address. The customer may also say I have received this bill, normally my bill is R500 a month but this time around it saying I am owing R25 000 for electricity. The staff member would then need to engage with electricity to an extent that they are empowered to, if not, be able take the query to next steps where it can be resolved. Upon feedback from electricity the staff member revert back to a customer telephonically or otherwise. That is the second way of interacting with the public. The third tier is when the query cannot be handled at the Sizakala Centres say due to the fact that they do not have any primary information on the matter. They would then transfer the query to the relevant department on behalf of the enquirer.

5.3.2 Development in Customer Service Frontier

It was interesting to discover that Sizakala centres as they started were seen as merely taking services to the people. Then a resolution was reached that as far as advancing service points is constitutionally sound, the council needed to focus on customer service. It was realized that there was inefficient disintegration, and fragmentation, and different ways of providing services. For example, one would go to revenue, electricity, supply chain and all would have their own way of doing service provision. Sizakala as a unit started engaging other units, on

standardizing service frontier, and customer care policy was developed. This policy addressed how eThekweni municipality deals with its customers. Thereafter the municipality considered having deeper engagement with customers emphasising the need to develop a Customer Relations Strategy, for the city as a whole and not for Sizakala Centres only, although Sizakala Centres remained a custodian of the two functions. This was so because Sizakala Centres were to be responsible for policy enforcement and as a regulatory body ensuring the implementation and compliance to the strategy and policy. In that way monitoring and evaluation of customer service has since resided with the Sizakala unit in one way or the other. Notably, Sizakala Centres do not play a direct monitoring and evaluation role on the policies they have development but rather a proactive engagement and ensuring that they run trainings, organize workshops, ensure communication, interaction with departments and assess human resource capacity to delivery.

5.3.3 Departmental Relationship

5.3.3.1 Service Level Agreements

In the development of the Customer Service Policy, Sizakala sought to create a systematic working of departments to address service delivery response. Findings revealed that however these are not enforceable, however there are penalties through performance appraisals of department measured by their Key Performance Indicators (KPIs). The lack of standardized response to customer service and service delivery, Sizakala as a unit over the years have relied on Service Level Agreements (SLA) with various unit departments. These Service Level Agreements are said to be customized to fit the service arrangement for each department unit. Referrals by Sizakala to respective departments are expected to follow on the guideline stipulated in the SLA. These SLA is not necessary for the general public to know but rather between Sizakala as a unit and the respective department unit just to create a working relationship when it comes to referrals and expected turnaround times. Again re-enforcement capacity has been a challenge, which has seen a perpetual disintegration, fragmentation of service delivery simply because of the autonomy of department as per the service that they render to the general public under the municipality burner. The current outlook that Sizakala unit is trying to create is to have eThekweni clients, and not to have water, electricity, Town planning clients separately. In fact, a unified interface should be presented, that of eThekweni municipality through centres such as Sizakala. The unit has realized that in any event if a person comes to the municipality for a service, they are coming

to electricity, water or housing but rather eThekweni municipality, therefore they do not want a person behind a counter to tell them that electricity will attend to your query when they are at the centre. Customers would prefer service free of avoidable delays. In order to facilitate that a service level standards were established for all departments under Sizakala Centres to ensure efficiency and service disbursement standards across all departments within all Sizakala Centres.

5.3.3.2 Charter and Standards

In the bid to address continued disintegration and fragmentation of service management, a project of development Service Charter and Standards was ninety percent (95%) is reaching its completion. It is perceived that these standards will work to ensure that integration is fostered and they will standardise turnaround times per department. Each unit will have a charter and standards, while ensuring municipal-wide charter and standards. These charters will be used for synchronized service delivery and customer service to increase customer satisfaction. These charters and standards will be made known to the public in detail. These are to be launched in the in the next financial year 2017-2018 by the council

5.4 Quantitative Research Findings

Table 5.1: Visits to Sizakala Centres

<i>Centre names</i>	Once a month %	Once a week %	Everyday %	Rarely %
<i>Kingsburgh</i>	100	-	-	-
<i>Umhlanga</i>	40	20	20%	20
<i>KwaMashu</i>	66,67	33,33	0%	0
<i>Molweni</i>	33,33	33,33	0%	33,33

Source: Sizakala Centres survey, Household questionnaire

The survey collected findings which measured the frequency of visits to a given Sizakala Centre from the 4 selected units. Four intervals were measured, as follows, once a month, once a week, every day and rarely. The frequency of visits were analysed together with the location of a given Sizakala Centre of which there were four units, which are Kingsburgh, Umhlanga, KwaMashu and Molweni. Accordingly, all respondents from Kingsburgh showed that they frequent the centres only once a month, In Umhlanga the responses across the 4

intervals were spread out as 40% indicated that they frequent the centre once a month, 20% indicated once a week and a further 20% stated everyday with another twenty percent of the respondents not being classifiable under the first three intervals.

In KwaMashu the frequency of visiting Sizakala Centres along in four intervals clustered at around sixty seven percent for those who visit once a month, and a further thirty three percent as those who visit the centres, once a week. For Molweni there was an even distribution of thirty three percent between once a month visits, once a week visit and those who could not be classified under the preceding intervals. Other factors influencing these patterns which surfaced in the data analysis were that visits were either determined by distance to the centre, or tended to tally with the time intervals were households on average received their monthly incomes, and hence visited the centres to allocate the budgets for their monthly services however this will be further discussed in the next chapter.

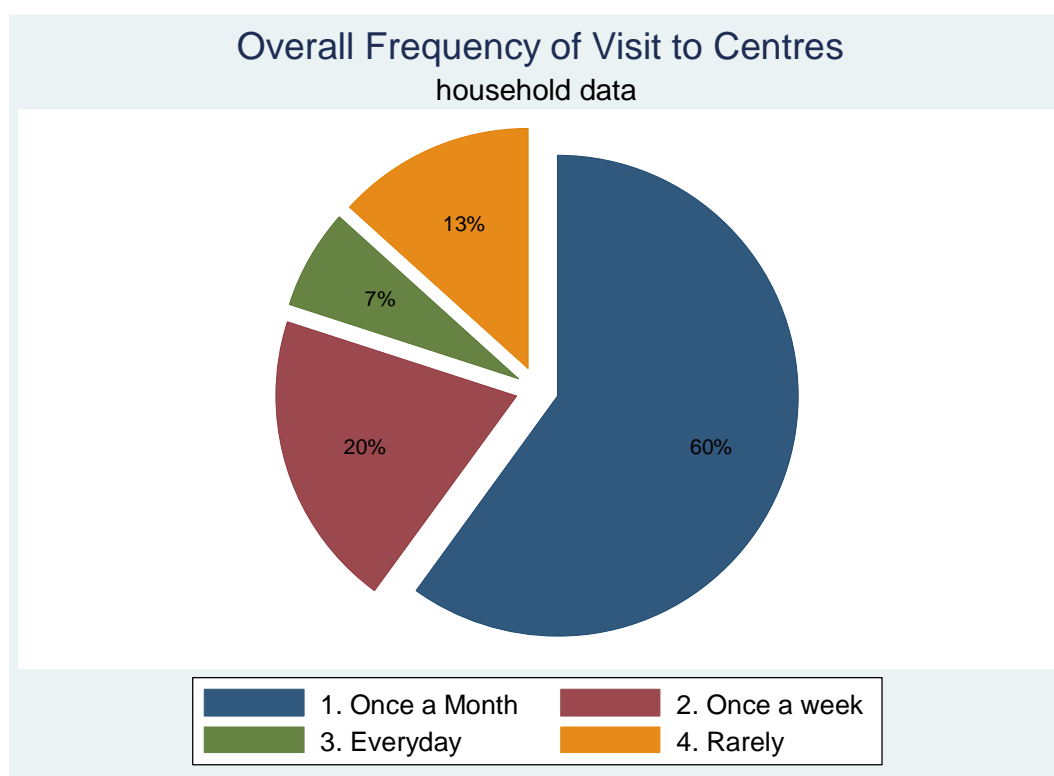


Figure 5.1: Overall Frequency of Visit to the Sizakala Centres.

Source: Sizakala Centres Survey, Household Data.

Measuring the frequency of visit overall for everyone who was interviewed in the sample, predominantly, the most frequent the Sizakala Centres once a month, i.e. 60%, followed by the interval, once a week, composed of twenty percent of the respondents and minor representations for those who frequent the centre every-day at 7% and those who said rarely, at thirteen percent.

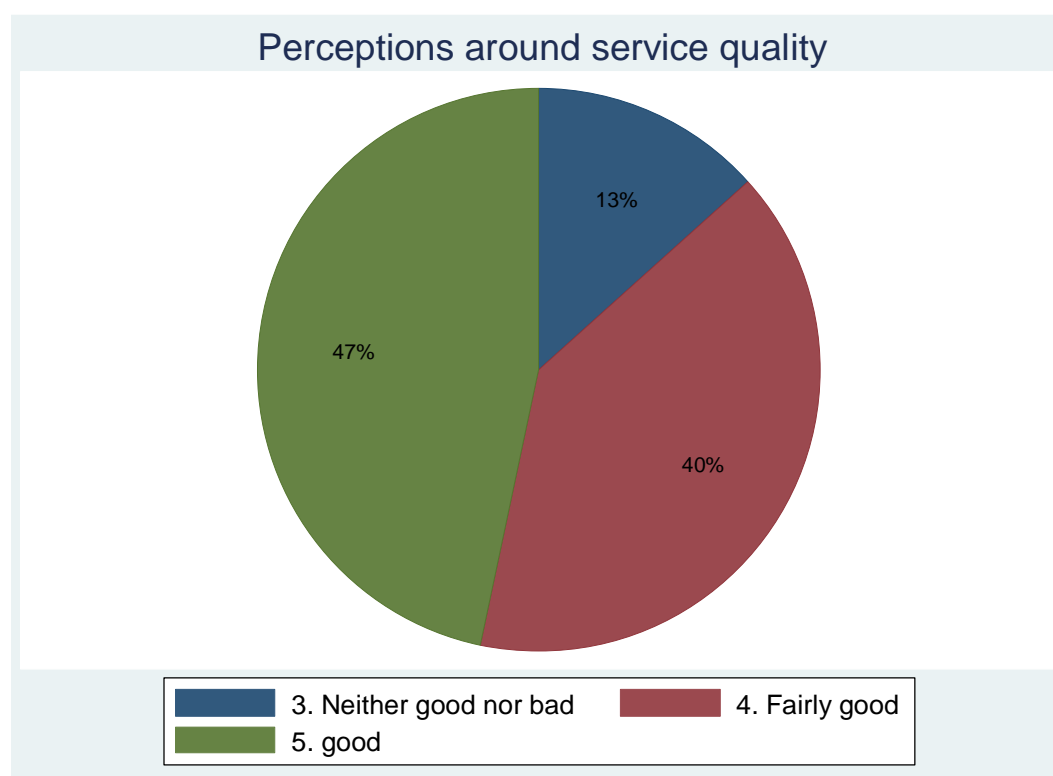


Figure 5.2: Perception of Service Quality Levels

Source: Sizakala Centres survey, Household questionnaire

The overall perception of the quality of public service provision of the Sizakala Centres was ‘good’ according to the interview responses. Of the total sample, 47% indicated that service quality was good, and a further 40% indicated that it was fair, while only 13% could not be classed in the prior categories, as they were somewhat indifferent. An analysis was also carried out about the perceptions of service quality, spread out over the four units in the sample, as shown in the table below,

Table: 5.2: Overall service quality rating

Unit Name

	Neither good nor bad	Fairly good	Good
<i>Kingsburgh</i>	--	50.00	50.00
<i>Umhlanga</i>	--	40.00	60.00
<i>KwaMashu</i>	--	33.33	66.67
<i>Molweni</i>	66.67	33.33	--

Source: Sizakala Centres Survey, Household Dataset

The results in the table quite indicate that all centres with the exception of Molweni perceive that the level of service quality is agreeable, painting an overall picture of decent performance for Sizakala Centres in terms of public service disbursement.

Mode of Transport and Reported distance to a given unit

Table 5.3: Overall Measurement Proximity to Sizakala Centres using distance and transport mode as proxies:

Mode of Transport

Percent

Cumulative

Distribution

<i>Private Car</i>	<i>66.67</i>	<i>66.67</i>
<i>Public Taxi</i>	<i>13.33</i>	<i>80.00</i>
<i>Walk</i>	<i>20.00</i>	<i>100.00</i>
<i>Distance travelled to Nearest Centre</i>		
<i>Up to 5 Kilometres</i>	<i>40.00</i>	<i>40.00</i>
<i>Up to 10 Kilometres</i>	<i>33.33</i>	<i>73.33</i>
<i>Up to 20 kilometres and above</i>	<i>26.67</i>	<i>100.00</i>

Source: Sizakala Centres Survey, Household dataset

In the sample the common modes of transport, are private cars, public taxis and walking for those who arguably stay in very close proximity to the centres. Accordingly, nearly 67% reported to own private cars, or use private cars as their modes of transport to the centres,

while another 13% indicated that they utilize the public taxi system to and from the centres and the rest walk to the centres which make up 20% of the total sample. The average distances from the centres are presented in Table 5.3, with the least distance travelled and reported by 40% of the sample's respondents, to be below and up to 5 kilometres. Other respondents are respondent to travelling up to 10 kilometres and these make up 33% of the sample, while those who reside and face travelling distances spanning up to 20 kilometres and above, make up nearly 27% of the sample.

Results for comparison of household location and total distance travelled are shown in Table 5.4 below. Except for Molweni, there are respondents in the sample who travel, up to and above 20 kilometres to access a nearby Sizakala Centre, and the highest case is for Kingsburgh where 50% of the sample respondents from Kingsburgh, report that on average they travel up to 20 kilometres and above to get to a Sizakala centre. The majority of the respondents from KwaMashu and Molweni, 66.67% to be precise, reports that they travel up to 5 kilometres to access a nearby Sizakala Centre.

Table 5.4: Measurement Proximity per Sizakala Centres using distance and transport mode as proxies

<i>Distance travelled to Sizakala Centre</i>	<i>Kingsburgh</i>	<i>Umhlanga</i>	<i>KwaMashu</i>	<i>Molweni</i>
<i>Up to 5 kilometres</i>	--	40.00	66.67	66.67
<i>Up to 10 kilometres</i>	50.00	40.00	--	33.33
<i>Up to 20 Kilometres and above</i>	50.00	20.00	33.33	--

Source: Sizakala Centres Survey, Household data

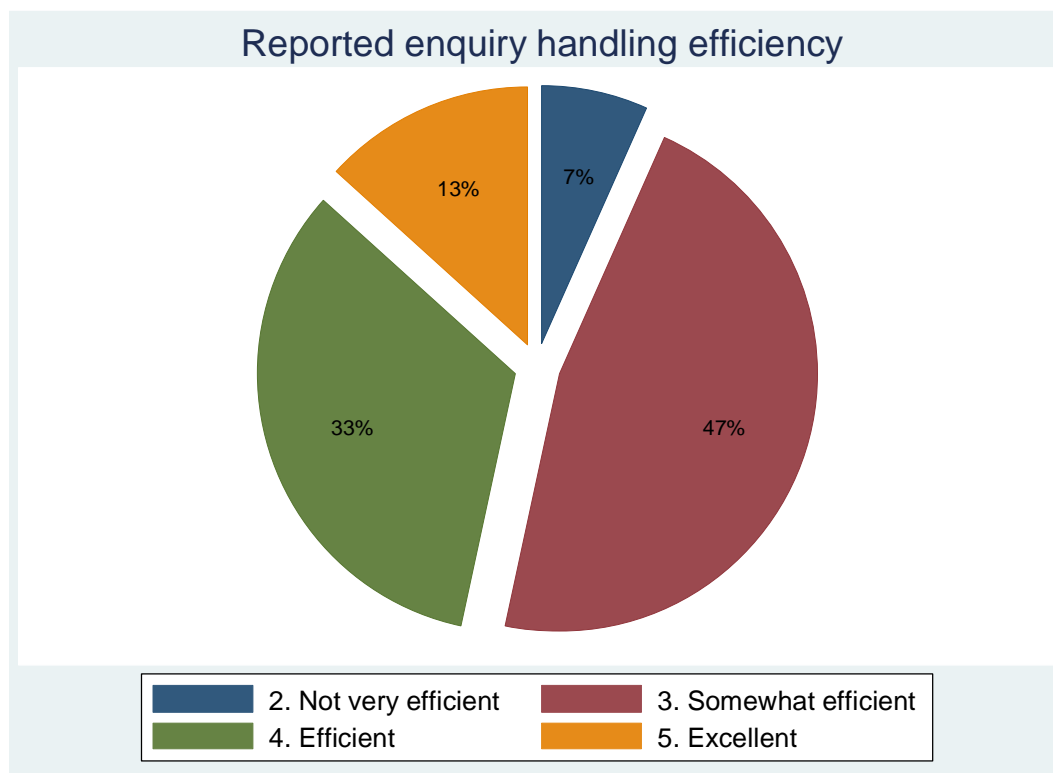


Figure 5.3: Assessing perceptions around Service rollout efficiency

Source: Sizakala Centres Survey, household data.

This study results show perceptions of users on the quality of service rollout at the Sizakala centres from the four units. The socioeconomic, geographic and economic status of where the centres are situated are acknowledged by the study as factors that could be considered to influence the perception of service in the centre. The overall role response of the question was positive, 47% reporting to be somewhat happy with the and 33% indicating that the system is efficient respectively. However 7% of the sample, indicated that they were not too impressed with the efficiency of service rollout with respect to how their enquiries are addressed.

Following these findings, an assessment was also conducted contrasting perceptions of service rollout efficiency according to location. Umhlanga, Kingsburgh and Molweni results supported the general perception of somewhat efficient and efficient, however KwaMashu, 33% reported queries not to be handled efficiently of their enquiries.

Table 5.5: An Assessment of efficiency perceptions versus Residential location

Centre name	Not efficient %	very Somewhat efficient %	Efficient %	Excellent %
Kingsburgh	--	75	25	--
Umhlanga	--	40	40	20
KwaMashu	33,33	--	33,33	33,33
Molweni	--	66,67	33,33	--

Source: Sizakala Centres Survey, Household data.

Table 5.6: Improvements of services

Service	Strongly agree %	Somewhat agree %	Agree %	Strong disagree %
Electricity	30.77	7.69	53.85	7.69
Water	30.77	7.69	53.85	7.69
Revenue bills	36.36	9.09	45.45	9.09
Solid waste	16.67	25	50	8.33

Source: Sizakala Centres Survey, Household Data

Another set of subjective perceptions were also collected to assess how the public feel about any improvement in service that has occurred since the establishment of Sizakala Centres. The Survey measured the following public services, electricity issues, water issues, revenue and bills, hall bookings, cemeteries, parks and recreation, solid waste and refuse disposal. Responses that service offerings among all centres were not uniform, with some centres having a broader service portfolio than others. Generally, with respect to electricity services, water services, revenue and bills and solid waste handling, the majority of responses ranged from those who strongly agreed, to somewhat agree and agree, in each case these responses making an aggregate of over 70% for all services, against a few who did not agree that there has been an improvement at all, who stood at 8% for electricity and water services, 9% for revenue and bills and 8 percent for solid waste and refuse disposal.

Governance

The fundamental ethos of the Batho Pele principles in public service disbursement is to channel government to ensure and prioritise services to the people which entail giving the citizen a voice in the design of all systems that have to do with public services and public governance. In line with seeking to understand how central is the role of the public in service delivery planning and provision, in the survey respondents were asked a question as to whether they felt their voice was being heard in public service planning and provision or not. All the responses were recorded and tabulated in a pie chart below.

The majority of respondents, 57% in the sample indicated that they did not have a say in the planning and provision of public services. This can lead us to conclude that there is a hierarchical approach toward service planning, where the customers have to accept what is provided and deemed as fit by the planners. However, some respondents have indicated that they have a say in the manner in which services are disbursed, and these amounted to roughly 43% of the sample. In the survey, the feedback and communication mechanism between the centres' governing bodies and the public was also measured and several responses also surfaced as to how the communication operates.

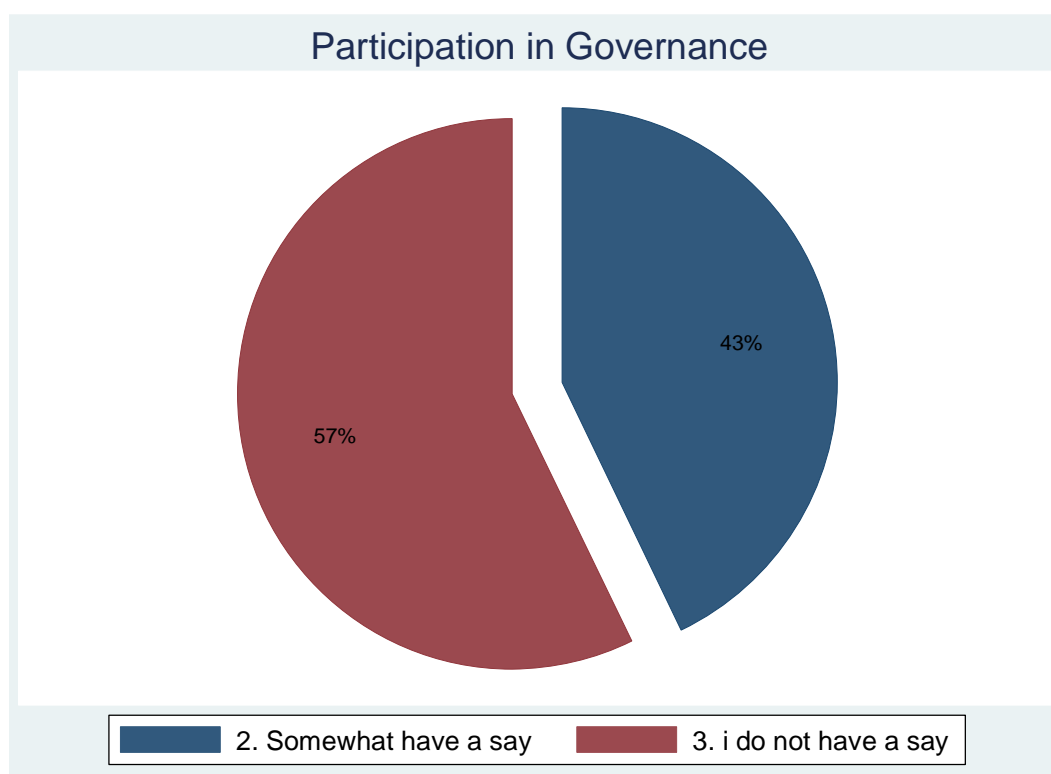


Figure 5.4: Perception of Participation in Governance

Source: Sizakala Centres Survey, Household data.

Commenting some mentioned the use of a complaints register as a place where they are able to register their suggestions and inputs of what they think the centre should consider. On the question of the role individuals thought they have in the Sizakala centres, of those who responded comprising 75% of the total sample, they all recorded none as their response while other interviewees did not respond at all, who comprised the 25% shortfall.

Administrators

Table 5.7: Commonly held inquiries at Sizakala Centres.

	Water	Electricity	Revenue bills	Cemeteries	Hall bookings	Roads
<i>Very frequent</i>	80.00	80.00	84.62	46.64	21.43	33.33
<i>Somewhat frequent</i>	--	6.67	--	6.67	14.29	20.00
<i>Frequent</i>	6.67	--	--	6.67	7.14	13.33
<i>Not very frequent</i>	6.67	6.67	--	26.67	42.86	13.33
<i>Hardly frequent</i>	6.67	6.67	15.38	13.33	14.29	20.00

Source: Sizakala Centres survey, Administrators questionnaire

In the survey questionnaires administered to the Sizakala Centres' administrators, they were asked based on their working experience, which inquiries were mostly handled at their respective centres. A list of public service portfolios at their disposal were listed and all the administrators responded to each portfolio in turn, and the findings were tabulated above. The study results show that 80% of all the administrators in the sample said water was a frequently raised issue by the community frequenting their centre. Concerning electricity, revenue services and bills and Cemeteries, 80%, 84.62% and 47% of all administrators respectively indicated that these were frequently raised inquiries at their centres. Thus all administrators in the sample on average agreed highly that water services, electricity services, revenue services and bills and cemetery bookings were the most frequently requested services and the most for which inquiries were made by the general public at the centres they administered.

In the survey, a question on the administrator's perceptions of the ease or difficulty of handling inquiries brought to them was asked.

Table: 5.8 Assessment of the level of difficulty in addressing inquiries from the public

Level of difficulty	Electricity	Revenue bills	Cemetery bookings	Roads
Extremely difficult	--	--	33.33	--
Somewhat difficult	50.00	--	66.67	100.00
Difficult	50.00	--	--	--

Source: Sizakala Centres Survey, Administrators data.

As with the inquiries handled at the different centres, all the administrators were asked which public services they perceived as difficult or not difficult to handle. A shortcoming encountered in measuring this variable was that there was a significant amount of missing values, and hence resulting in poor overall statistics. However, from the above table, 50 percent of the Administrators responded that electricity inquiries were somewhat difficult to deal with and 50% also said they were difficult. With respect to cemetery bookings, 33.33% said they were extremely difficult inquiries to address while concerning the same service, 66.67% said they were somewhat difficult. Concerning road services all the administrators

who responded said road services were somewhat difficult to address and this explains the 100 percent statistic displayed in the above table.

In measuring and collecting this variable, the study was seeking to assess the relationship between service provision efficiency in responding to issues versus the internal systems in place to resolve such issues. The assumption was that the easier the internal systems enabled the administrators to solve the inquiries, the more efficient the handling of the issues will be and vice versa.

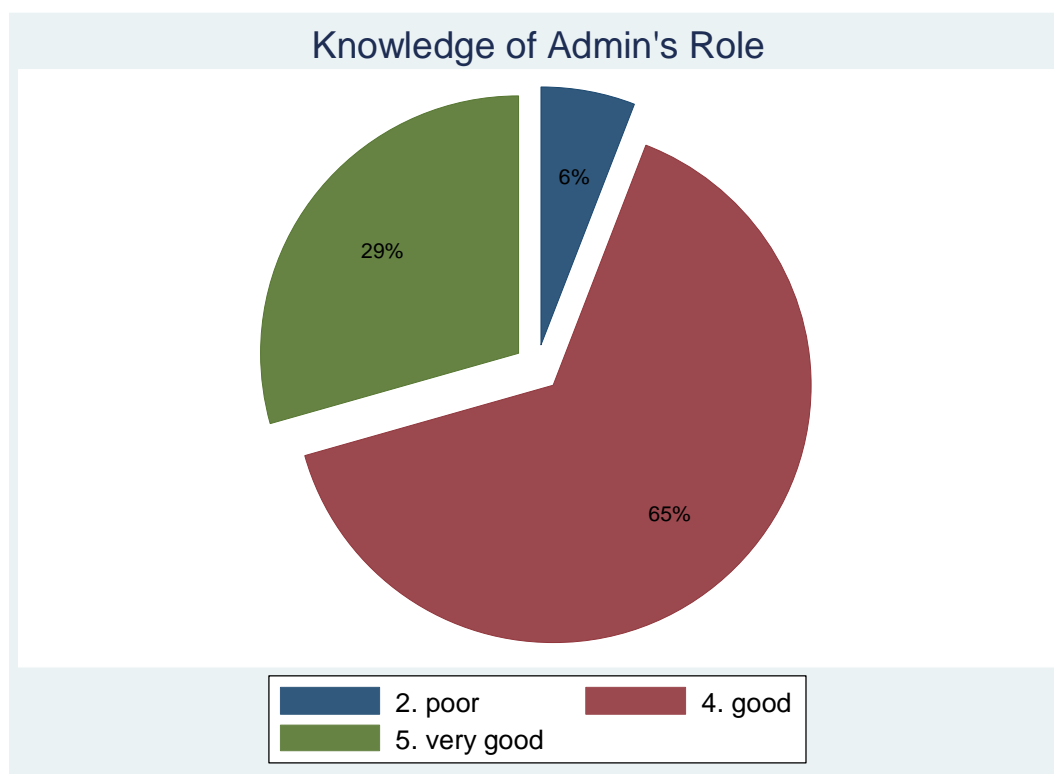


Figure 5.5: Knowledge of staff about the Sizakala

Source: Sizakala Centres Survey, Administrators' data

In assessing the scope of efficiency at Sizakala centres as a function of the management personnel, the administrators, a variable measuring the extent to which administrators have knowledge concerning the system profile of the centres under their supervision was generated and the data collected and measured. Two question were asked the administrators, first their knowledge about their roles in the centre. Secondly their knowledge of the vision for Sizakala centres. The study was concerned about how many of the staff members have the knowledge

and strategic positioning and purpose of Sizakala centres. The majority of at least 64.72% indicated to have a good understanding of Sizakala centres, and 29.41% very good.

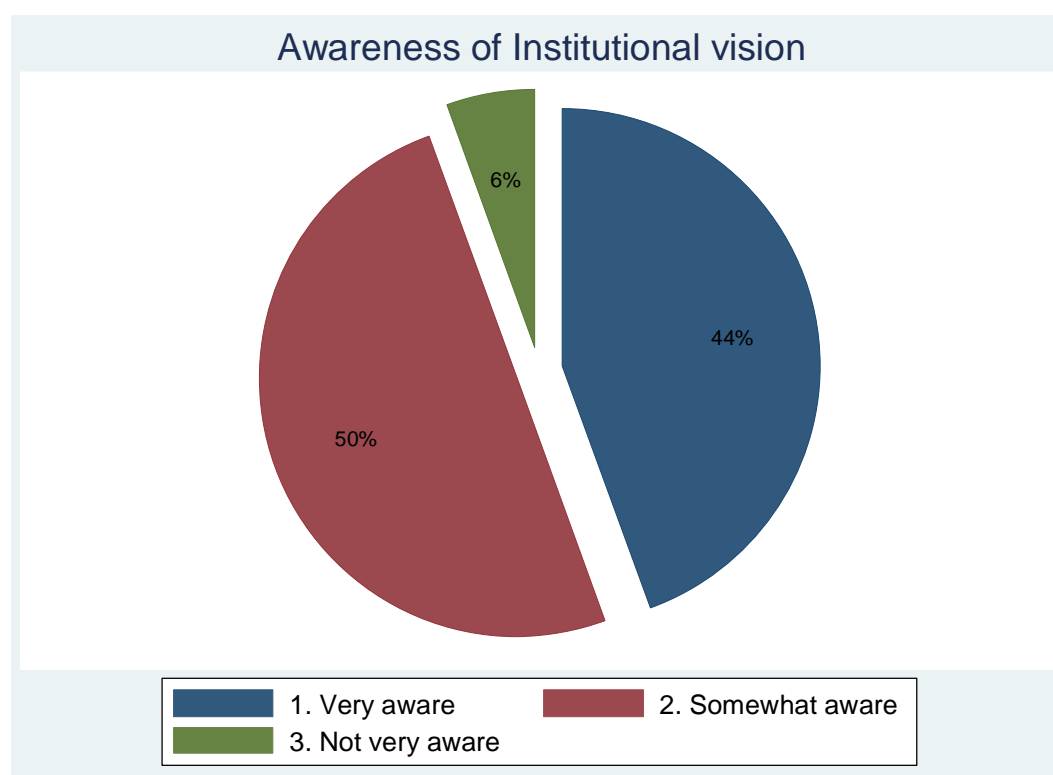


Figure 5.6: Staff Awareness of Sizakala centre vision

Source: Sizakala Centres Survey, Administrator data.

Among the administrators, 44% indicated that they were very aware of the vision driving the Sizakala Centres. The assumption also behind this finding is that those with a better awareness of the vision of the institutions they work under are better able to position their work and fulfil the mission and objectives of the institutions they work under. A further 50% indicated that they were somewhat aware of the institutional vision, which reflects the need for the role of education about the institutions people work under. These results set the context to which Sizakala centres were established, help analyse the administrative arrangement of the provision of services in the centres and extrapolate the effectiveness of Sizakala centres through the perceptions of the end user.

5.5 Summary

- The setting up of Sizakala centres was a constitutional and democratic response to the needs of eThekweni communities for easy facilitation of basic service delivery.
- Constituencies are generally appreciating of the visibility of municipality services and indicate that basic service improvement since the inception of Sizakala centres
- Constituencies in the urban and suburb areas generally are satisfied with the current service at the Sizakala centres, in comparison to those in townships and rural areas.
- Those in the urban and suburb desire a more integrated system to fasten communicating among unit department, and also a convenient way of payments like the introduction of speed points at Sizakala centres. While those in the townships and rural areas desire to have more departments added in their respective centres.
- The lack of departmental integrated system to Sizakala centres was identified as a key set back to the model progress.
- It lack of managerial authority to supervisor responsiveness of department of reported faults contributes negatively to the centres as it serves as the interface for the municipality.

CHAPTER SIX

DISCUSSION OF FINDINGS AND RECOMMENDATIONS

6.1 Introduction

The research study explored the history of the Sizakala Centre in the eThekweni Municipality, the perceptions of the constituencies of Sizakala centres and as well as their approach to public management and governance in addressing service delivery to their immediate communities. The study found out that the establishment of Sizakala Centre was a purposeful administrative response to service delivery and customer satisfaction. It was also a response to the restructuring of governance of the city post 1996 of the first local government elections.

The results indicate that most recipients significantly acknowledge improvements in service delivery. However this significant improvement to service delivery cannot be directly linked to Sizakala Centres alone although their contribution is without dispute. This is a limitation of the study, albeit the close proximity of Sizakala centres does enable accessibility to municipality services. Also the results of the study could be read in context of the initial establishment of Sizakala centres, considering the lapse of time and the changes in socio-economic demands. These centres have had to respond to new service delivery demands over time as the customers' needs changes, the political and the social landscape also forever changing.

6.2 History of Sizakala Centres

The study used Institutional Analysis as tool to locate and contextualize the function and model of Sizakala centres at eThekweni Municipality. It outlined the institutional arrangements that form part of development settings by legislators. They represent at least means by which government challenges can be addressed. Therefore key to understanding institutional arrangements, is to understand the nature of the problems they are intended to solve (Horn 1995). The study establish the nature of the problems eThekweni municipality then faced which saw the progressive design and rollout of Sizakala centres across councils. The establishment of Sizakala Centres seem to have been a response to the then developments in our political and democratic dispensation particularly in the eThekweni region of KwaZulu-Natal. Secondly, it is the perceived dissatisfaction of communities to the

new service delivery model and uncertainty. The local government model that was adopted after the first local government election during was democratic centralization of local government. Democratic centralization meant that all previous council entities were merged to form one council unit within a given constituency. In the new democratic government this was significant public sector governance restructuring which fostered the path way for the municipality to have effective achievements in their service delivery model. Among other things the restructuring was the attempt to create a rainbow nation government that was not characterized by racial, demographic and service levels, divisions that epitomized the previous government. In addition, this arrangement seemed to assure that equitable distribution of resources throughout the council of eThekweni municipality was achieved, having one council setting that included representation from all wards of eThekweni councillors democratically elected by communities. Although no much focus dedicated to look into the effect neoliberal governance principles promoting private sector services over the state, during this transition not much privatisation seem to have been encourage during time. But rather operational systems and working government structures and offices that ensures the address of immediate basic services were in place. This is such a case of instituted system of governance has proved effective to deliver on public goods by decentralizing the capacity of the various publicly appointed departments to deliver on the public goods and services.

Another significant to the establishment of Sizakala centres indicated that the first Quality of Life Survey (QLS) that was conducted by Gippo in 1999 was another reason that prompted the establishment of Sizakala centres. It indicated that the large number of communities that were dissatisfied with the service delivery of public services were eThekweni communities. The study did not review those findings to establish the reasons of dissatisfaction. However we extrapolate principal reasons that could have contributed to these study findings by Gippo. First the introduction of the new form of government post 1996 local election could have raised hope to communities that were previously disadvantaged, with refreshed hopes of clean and free running water, electrified communities, communal institutions like libraries and clinics, and all other basic service delivery that were so much looked forward to by these communities. In addition previously advantaged communities perceived that changes in government have led to change in service levels. This could have been a contributing factor to the dissatisfied because eThekweni communities had to exercise equitable sharing to communities that meant that some of the benefits and service levels that were channelled to

these affluent communities were diverted to previously disadvantaged communities. Therefore, in this regard of high expectation by one group and reasonable lowered service levels, both groups would have indicated some sort of dissatisfaction in one way or the other, one with unmet expectation, the other with perceived change in service delivery. Albeit the customer centred approach evident with the Sizakala model is a testament to the responsiveness and willingness of government to address the imbalances (ushering services to previously disadvantaged areas) and application of Batho Pele principles where access is assured to the people. And in the construction of Sizakala Centres the vision of the council was now to create one community, eThekweni community. All communities had to adjust and have their needs attended to by these centres without any prejudice or favour. In other words the fulfilment of the constitutional mandate of local government to ensure service delivery of basic services was being exercised in this process. According to Willis (2001) the need for government to move away from macro-level development planning and management towards micro-level, community centred approach is what eThekweni council saw itself doing with Sizakala centres. This is history worth documenting especially in South Africa because democratic evolution becomes necessary for development and growth. This units clearly highlight not only political evolution in South Africa but more significantly service orientated approach to community development and service delivery in South Africa. The case study of Sizakala centres enacts two primary principles that municipality ought to operate following. Firstly the sole mandate according to the constitution to prioritize service delivery for the people. Secondly considering people's perceptions of your service for it fosters new solutions. These two factors primarily constitute the basis on which municipality ought to operates without having to experience unrest and unnecessary protects from community members. Municipalities are not delivering services in a vacuum, they are delivering services to people, in that regard customer service response becomes important and Batho Pele principle were adopted for that basis. On this point Fountain (2001) says the idea of customer service in government has been widespread, but the concept in application remains poorly developed. Hence continuous improvements a term cherished by the private sector to ensure their service are competitive should be a principle adopted by the public sector to ensure services are delivered effectively.

The so much unanticipated findings of the QLS by the communities gave birth to various units and clusters, which are well known today, namely; Community Participation and Sizakala centres. This has fostered the municipality to pay attention to customer service and

not merely the delivery of services. In that way, engagements have been prioritized through many stakeholder engagements and continuous surveys.

6.3 Decentralisation and Service delivery

Decentralisation whether as an approach, policy and managerial principle it is generally accepted view that a decentralized governance looks to enhance democratic participation and achieve a better way to delivery services. The effectiveness of a decentralised system is not on decentralisation itself but rather on the context in decentralisation is administer, which is governance. Decentralisation than becomes a mechanism that is depended on various factor for it impact to be measured. For instance the context of South Africa post the democratic election justified the decentralisation of government entities; however debate that has surface almost for two decades has been an issue of capacity to local government municipalities to administer their responsibilities. So here we argue that functionality of decentralisation is becomes a dependent factor in the prospect it adoption and development. Ekpo (2007) argued that decentralization as a development approach service management often result to better service delivery especially when it comes to the provision of social services such as water and sanitation, health and education. Overwhelmingly this study affirms this premise where at least 53.8% of the household participants agreed to some kind of improvement in water and electricity, 45.45% on revenue bills, and 50% on solid waste disposal. On water, electricity and revenue bill collection as indicated in the questionnaire, less than ten percent strongly disagreed to any improvements in service delivery of these public services. According to Isingoma and Reddy (2006) they agree with the affirmative of decentralisation however maintain that the relationship between decentralisation and empowering citizenry and better service delivery is not automatic. Their studies look into different public services in Uganda and stresses issues, challenges and constraints within the system. Microscopically decentralisation at Sizakala centres should be examined as only means to an end, and not the end. By this I mean that with decentralization as far as Sizakala centres are concerned, there is an operational model that should be considered and prioritised within which among other things includes the receiving and handling of queries, referrals to other departments and turnaround time as responses. This becomes effective measures for the model without which decentralisation is meaningless.

Decentralisation by itself is not service delivery. We can have representation of government entities in every corner of society but if systems and the integration of services at an operational level are not effectively addressing societal immediate concerns, then decentralisation becomes a fruitless expenditure. Sizakala centres must be understood as centres that house trade services units (water, electricity) and other departments like Land Use Management, revenue, cemeteries and hall bookings and as an interface for the municipality. The centres serve as a contact point for eThekweni Municipality. The way in which queries are handled in this process is beyond the motion of decentralization but rather the systematic integration of council services. The operational model adopted in decentralization of institutions is featured in the arguments advanced in propositions that assert that it does not always lead to designed outcomes. Therefore it can be argued that it is not decentralization that is an issue but operational functioning of institutions when they have adopted the decentralisation administration. This is important to understand so that we do not see decentralisation as a panacea for maladministration or underdevelopment but rather we acknowledge that with it there must be operational functionality to determine the desired outcomes. In the case of Sizakala centres for example, there are queries that are brought to the centres but cannot be resolved by the immediate staff and they need to be handled by other municipal department and referred accordingly. Even with some of the departments housed under Sizakala, personnel representatives have to log the query with their respective units for follow ups.

What than the study discovered is that there is an intricate relationship that Sizakala centres have with the departments and units of the municipality. This relationship is primary characterized by Sizakala centres taking queries and transporting them to their respective units. Beyond this point, Sizakala centres have no other administrative or supervisory responsibility to see to it that the queries resolved. From this point heads of departments become responsible to ensure that their units perform accordingly as per general practice of the council. Now Isingoma and Reddy (2006) advances a very rigorous argument in regards to departmental relationship in the system of decentralisation, “If doctors and nurse have a bad attitude towards their patients the patients are unlikely to use a health facility. Similarly if teachers and parents do not respect each other the teacher – pupil relations in the classroom will be undermined.” We are pupils in the Sizakala centre service model. A weak relationship between municipality departments and Sizakala centres will result in the Sizakala centres as decentralised centres deemed unresponsive.

The threat to this reality is the autonomy that department unit enjoying within the spectrum of accountability of course. The autonomy that departmental units currently enjoy represent to a large extent disintegration in the management of services within the council. This autonomy is represented by line departments setting their own targets and having to determine their customer service outlook. This expression affirms that departments may have decentralised their administrative and operational duties to Sizakala centres but decision making power remain with the department. Akatwijuka and Proper (2008) advance a very interest outlook when it comes to the issues of power in decentralisation. Literature discussed the neoliberal governance reforms around the 1980s and 1990s which sort to restructure the nature and role of the state leading to a break from a hierarchical bureaucracy to greater use of markets in the delivery of public goods and services, Hajer and Wargenaar (2003). This saw the relegation of state involvement in the delivery of service, opening doors to private sector to delivery service which was advanced as cost effective and efficient. Argues Akatwijuka and Proper that it has been among reasonable attributes that has motivated senior managers and politicians to maintain power in decentralised systems. He state that these individuals have privately benefited from having public services outsources to private entities, so power to decision marking becomes critical. So decentralisation threatens their control rights in their respectful departments. It must be said that the study refers to this view as one of the factors that could be halting integration of services and not necessary that it suffix to substantial findings on individuals.

Although there exist disintegration in the customer service frontier, eThekwini Municipality must be allowed to evolve organically especially since they are a metropolitan with urban population and demanding forever changing urban governance. So advances by the Sizakala centre management have to manage over years to have Service Level Agreements (SLA) with line departments were things like turnaround times and customer relations are set to have a standardized customer service approach. As these are agreed as per department, therefore the working in silos, each department representing itself perpetuates disintegration. This allude to the fact that service points have been decentralized but power (decision making) has been centralized. This point highlights the limitations of the micro level management at the Sizakala centres. Siddle (2011) in his work on decentralization mentions the tendency of central government encroaching by statutory and regulatory means, on the independence of local government thereby compromising the character of local municipality frameworks. The study contextualized decentralization within New Public Administration as one central

approach in the theory to improve responsiveness in service delivery among other objectives. The findings indicate that people significantly perceive that the presence of Sizakala centres has played a role in improving service delivery. There is a variation of perception in the centres sampled which is worth mentioning. Rural Molweni and KwaMashu were among those contributing to percentages that made up people who were not happy about how their service delivery queries are processed at the centres.

6.4 Administration Responsiveness and Institutional ties

History reveals that institutions among other things are established to ensure good governance. This could be apparent through management of resources, adopting norms and standards in behaviour and uniformity in policy direction. Institutions in general evolve and adapt to environments they intend to assist and vice versa. The issues of governance then become primary and strategic to the growth and relevancy of the institution. Sizakala Centres rallies a democratic response to the needs of communities. It resembles a very unique but common course for new democratic governments to further decentralised institutions of public services at the local level. This becomes proactive to both administrative and constitutional matters of society. The collapse of the previous structures of public service delivery in the eThekweni Municipality was due to inconsistencies with respect to public service delivery, which inevitably resulted in increased social costs of provision in a bid to extend equal franchise towards disadvantaged segments of constituencies. The collapse of previous structures of eThekweni regions did not take away the responsibility for the municipality to service those constituencies for they still had the right to basic services and the new administration was not to come at an increased social cost than previously provisioned to them. As a result the Sizakala centres have evolved with the focused principle of meeting and delivering a social oriented service. In the findings, it emerged that these centres were established to meet and take basic services to the people; however, they were then advanced to also consider the element of customer services since these centres comprises of various departments or units from the council. This responsiveness is characterised as a fourth sphere of government. In the South African government we have traditionally three spheres of government which represent a decentralised government. It is at the local level that further decentralisation resonates strongly because of their mandate as local government to ensure that as custodians basic services do get to the people in best cost effective means.

Lewis and Woods (2012) argue that having the democratic elected administration in public office is not democratic enough by itself if the administration does not meet the constitutional rights of basic services of communities. This becomes important so the evaluation of any administration should be based on the primary responsibilities of public office. It is important in this study to highlight that although the general participants did acknowledge the administration responsiveness, some centres were not so much convinced that these centres have provided any significant improvements when it comes to their immediate issues of service delivery, particularly the centres in Molweni and KwaMashu, which are located in rural regions and townships respectively. The rural Molweni is a characteristically low-income area, with minimal economic activity and high unemployment (census 2011). Whereas KwaMashu is one historical high population density township of South Africa characterized by low to middle-income class households, low economic activity, and high crime rate. These demographics may be irrelevant to services, however notably there seem to be a significant satisfaction in the service level (turnaround time in uMhlanga and KwaMashu) and units available with respondents at Molweni stating that for service efficiency there is a need for more units to be housed in the centre, with specific emphasis on water, electricity and housing.

6.4.1 Visits to Sizakala centres

The survey collected findings, which measured the frequency of visits to a given Sizakala Centre from the four selected units. Four intervals were measured, as follows, once a month, once a week, every day and rarely. The frequency of visit were analysed together with the location of a given Sizakala Centre of which there were four units, which are Kings Burgh, Umhlanga, KwaMashu and Molweni. There emerged a very interesting picture were at least at Kings Burgh all participants indicated they visit the centre only once a month, whereas at least 20% at uMhlanga visit the centre once a week, and kwaMashu and Molweni have 33% indicating once a week respectively. In addition, it is only at uMhlanga were at least 20% indicated every day. What we need to remember is that services available at Sizakala centres are tailored to meet demographic needs; consequently, it could be that at uMhlanga for instance the centre does provide an everyday service that other centres do not provide. Overall, at least 60% of the respondents indicated to visiting any centre in their proximity once a month and this may be showing the nature of basic services rendered in these centres. Other factors influencing these patterns, which surfaced in the analysis and worth stating

worth mentioning, are that visits to the centres were least likely to be determined by the mean distance to the centre. Although at the outset the factor could be insinuated with Kings burgh were all respondents indicated that they frequent the centre once a month with the mean distance to the nearest Sizakala Centre being 20km away from a typical household.

6.5 Public Services and democracy

Local government is at the heart of democratic systems. Democracy makes sense when it gives to the daily needs and challenges of communities. The decentralisation of service at the bottom line should not occur merely for service delivery's sake, but rather there should be an ultimate objective to improve the socio-economic conditions of recipients. Such is the general view of eThekweni municipality populace. Challenges are eternal and not on the quality and general service rendered. The continuous expansion of Sizakala centres currently sitting at 65 of the 109 wards under eThekweni municipality signify the entrenchment of democracy and drive to ensure that public service reach the people. The study grouped the services that are offered and frequently attended to at these respective centres. It was established that water, electricity and revenue bills are the commonly held inquiries generally in all centres. It is not surprising that among these are the two primary services that are essential for the functioning of a household. The democratic elected government since 1994 has worked tirelessly to ensure that the people of South Africa have access to clean water and electricity among other basic needs. These two have been among the leading indicators of development for the elected government, using them as a flagship to mark their democratic advances. This therefore could account among other reasons why water and electricity are services that are mostly handled at the centres. The statistics indicated that eighty percent of all the administrators in the sample said water was a frequently raised issue by the community frequenting their centre.

Concerning electricity, revenue services and bills and Cemeteries, eighty percent, 85% and 47% of all Administrators respectively indicated that these were frequently raised inquiries at their centres. Thus all administrators in the sample on average agreed highly that water services, electricity services, revenue services and bills and cemetery bookings were the most frequently requested services and the most for which inquiries were made by the general public at the centres they administered. Again an explanation of this trend could be the fact that these are household level services, therefore frequently used by households, and

therefore could be the mostly raised service inquiries. This is different from such portfolios of services such as cemeteries, roads and solid waste disposal, hall bookings and so on whose use is occasional and not an everyday household service. The services commonly held by these centres work as an indication to legislators and the council when it comes to the setting up of primary units in these centres. For instance, at Molweni during the study it was discovered that water and electricity units are not part of the Sizakala centre. One correspondent in fact indicated a need to have electricity unit in their Sizakala centre. Therefore standardized units at Sizakala centre maybe considered while also tailoring administration response to address the immediate basic service needs in a particular area.

6.5.1 Level of difficult

In the research findings, it was observed that there was generally a strong positive association between operational efficiency and the administrative processes and internal arrangements at each given centre. Organisational responsiveness has a direct relationship to the level of systems and the way their integration operates in addressing either challenges or production. Such is the case in Sizakala centres, when a service inquiry is lodged at the centre, it is handled by a Sizakala customer care administrator or a direct unit administration either electricity or water. It is then reported and logged in the system. With the institutional arrangements that are in place then the inquiry is attended to.

On query handling by administrator, electricity scored 50% of difficult and somewhat difficult respectively. The centres seem to have quite some difficulty on Cemetery bookings where at least 33% percent of the administrators indicated that it is an extremely difficult inquiry to handle and 6% saying somewhat difficult. The level of difficult in handing different service issues could vary in rationale but there is one underlining factor among many that seem to contribute to this difficulty, and that is the level of disintegration, fragmentation and non-existence of a systematic seamless integrated customer service through which Sizakala centre inquiries are handled, recorded and addressed. Although the Sizakala centres work as a one-stop centre for council service, unit departments housed in these centres enjoy full autonomy with how they handle the enquiries, disintegrated management and accountable system as well as responsive capacity. Sizakala centres however are only responsible of the overall functioning of the centre, ensure and encourage that customer service standards are adhered to by unit departments. The lack of institutional

arrangements and internal systems could be leading many administrators indicating the level of difficulty in handling some of these issues. Among the variables collected, on the contrary, the administrators collectively highlighted that it is much easier to attend to water-related issues than the others. The study did not investigate as to why is that the case but assumptions of capacity, and water being a scarce resource could be among fundamental reasons as to why the council attends to such speedily in comparison. Alternatively, it could speak to the efficiency of departmental units because of how the Sizakala centre arrangement is structured; it is that the efficiency of the centre is directly linked to the efficiency of the department unit. Now Sizakala centres however do not have the supervisory responsibility over the performance of departmental units, only the overall monitoring and evaluation of the council looks into performance issues.

6.6 Urban Governance, Decentralisation and Sizakala centres

The accelerating pace of urbanisation, people moving from rural areas to cities in search for better livelihoods has been a growing concern for metropolitan municipalities, Pregala (2000). This phenomenon has various factors that emerge especially when it comes to transactional dwellings and service provisions by municipalities. The development of new settlements in many parts of the city emanates from this development tragedy of urbanisation, made worse by favouring regulations and laws particularly in South Africa when it comes to open spaces and land occupation. The popular perception is that this phenomenon seems to negate all national and development efforts aimed at improving the quality of human life, Pregala (2000). The nature of it has direct consequences on metropolitan cities alike and Durban in particular. These cities are prone to be destination for many rural people who are moving for the purpose of work, in search for work and others to further their education. Population growth inevitably increases the pressure on service delivery and produce direct consequence to the city's fiscus. This is caused by the increase in number of the population than initially targeted to be provisioned for services. So population growth through urbanisation has had to be met by city of Durban through their service strategy on urban governance and urban management.

Historically, cities have been characterized as destination of trade, therefore a proactive approach more than lamentation had to be devised by eThekweni Municipality to meet the challenge. The city through Sizakala centres has had to accommodate these changing

demands of service delivery over the years by strategically implementing mobile Sizakala stations model which has proven to be adaptable and flexible to urbanisation and a growing population in general. This proactive approach model by Durban metro distinguishes them from other cities and is highly commended for adopting. In remote areas like KwaNyuswa west of Durban mobile Sizakala trucks are dispatched during certain days to take on enquires, log in cases on different municipality services and facilitate revenue bill transactions. This has meant that the municipality is cognisant of the phenomenon and has restructured their models amidst lack of infrastructure of services delivery to accommodate social shifts. The historically inception and the formulation concepts of Sizakala centres had nothing to do with urbanisation. However, the externalities of economic growth in the city have been possible to be addressed using this model. This model set apart eThekweni Municipality from other metropolitans when it comes to urban governance, service delivery and customer service.

6.7 Conclusion

The need for further decentralisation is not a matter of debate in the country that still has populations having no access to public services such as running water, electricity, sanitation and subsidy housing. However targeted planning and integrated interdepartmental systems should be prioritised so for the provision of services to optimum. According to Mooketsane, Bodilenyane and Motshekgwa (2017), a poorly defined relationship between the central government and local government often to dysfunctional local government. This is seemingly the experience in principle for Sizakala centres and other municipality units. A poorly defined relationship between Sizakala centres and the council services departments lead to dysfunctionality at Sizakala centres. The inefficiency and the disintegration at the operational level promote centralisation in the midst of decentralisation. There is a need for the redefinition of the mandate of the Sizakala Centres especially in the relational operational structure, which defines their relationship with other municipal departments, which are housed at each centre. The importance of this stems especially from the way inquiries are forwarded to each department and responded to, as this interface, which is a key intermediary role the centres play bridge between the customers within various constituencies and the unit departments, can greatly improve or greatly impede the system of public service disbursement. There therefore a need for synchronization of the work of both the Administrators of any given centre and the Administrators of the various service departments such that checks and balances from both ends can operate as effective mechanisms in

improving the art of service provision and alleviate the challenges of service delivery communities and constituencies suffer which in the first place have been the reason behind the establishment of the Sizakala Centres.

The conclusions of this study yield no new findings from the general regarding the effectiveness and impact of decentralisation to service delivery. With decentralisation you can have positive achievements without change in indicators. This meaning more service points close to the people increasing the visibility of council without a responsive strategy and operational model to solve cases. Therefore the general conclusion for the study affirms that decentralisation by itself is not an answer to service delivery issues that emanates from communities. Factors like service governance, quality of service, human resource, service points and value of service all contribute to the effectiveness and efficiency of decentralisation. Targeted planning within departments will have to be advanced to achieve transparency and accountability as per the Batho Pele principles. Any government desire to ensure more efficient service delivery, this is a noble adventure and systems of governance in place must far exceed the desire for everything trickle down to implementation.

The continuous education and training of staff at the centres will be imperative, not so much as to their designated positions and specialities but rather on the rational and objectives of Sizakala centres. When it comes to customers' service the centres pioneer and champion the customer service frontier through the service their extended to the general public the work is recommended. Stronger stakeholder relationship will have to be prioritized within interdepartmental relations. A boarder policy framework in terms of the working relation and uniform service frontier will have to be advanced. Fostering these lines will take a political and managerial will in such a big institution and also determined public servants.

Through service charters, targeted planning and implementation of service we are to see a changed eThekweni Municipality, united in public service and services to communities.

ANNEXURES

Annexure 1: Ethical clearance

Annexure 2: Gate keeper's letter

Annexure 3: Research Instrument (Questionnaires)

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