THE EFFECTS OF BUREAUCRACY ON THE DELIVERY OF SERVICES WITHIN THE CITY OF JOHANNESBURG

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ABSTRACT

Since the advent of democracy in 1994, government programmes have improved the quality of lives and living standards of the poorest South Africans, the majority of whom were previously disadvantaged by apartheid segregation policies. On face value, racism and prejudice seem to have declined. Thus society seems to be slowly integrating as equals. However, the legacies of apartheid, combined with poor budgetary and financial management skills, a massive backlog in basic services and infrastructure, regional inequalities in the provision thereof, and sometimes tense social relationships, continue to limit opportunities for social and economic development. Additionally, despite progress made, many people remain vulnerable with poverty, unemployment, and health issues remaining a factor that continues to promote dependency on government

The ability of government, municipalities in particular, to deliver such services and meet the expectations of the communities remains a contested notion. Capacity, a lack of suitable skills, bureaucracy and outsourcing of government functions to consultants has been widely blamed for what has been viewed as "shabby service delivery" by municipalities. These they believe are as a result of poor leadership skills, lack of vision and an inability to deliver while outsourcing its functions to unqualified, less experienced contractors who do not have the government's development goals as their aim.

The primary purpose of this research therefore is to determine the effects of internal bureaucracy on the provision of services within the City of Johannesburg. The research will further investigate how that impacts negatively on the City's quest to provide quality services to its residence. These are leadership role, citizen engagement and governance. With reference to the ongoing public protests in various parts of the City, this

research will in addition explore and attempt to understand how the City intends to address public violence linked to service delivery demands, and the impact that current internal institutional arrangements, leadership challenges and management systems have on realising the vision to achieve a world class African City that is well governed, resilient, sustainable and liveable for all.

Recommendations informed by participant's views and management theories will be also be made.

KEY WORDS: Development, Urbanization, Service delivery, Bureaucracy, Governance, Public Service and administration, Leadership and Management.

DECLARATION

I, IRENE ADZIAMBEI MAFUNE, declare that this research report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Masters (in the field of Public and Development Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination at any other university or educational institution.

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Name

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Date   (Day, Month, Year)

DEDICATION

This research is dedicated to my parents, siblings, niece, nephews, cousins and my son for putting up with me, my long hours of work, and having so little time to spend with them.

ACKNOWLEDGEMENTS

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ABBREVIATIONS

ANC   African National Congress

ASA   Alternative Service Delivery

BRT   Bus Rapid Transport

CBD   Central Business District

CEO   Chief Executive Officer

CID   Central Improvement District

CoGTA   Co-operative Governance and Traditional Affairs

COJ   City of Johannesburg

DPSA   Department of Public Service and Administration

GDS   Growth and Development Strategy

GEAR   Growth, Employment and Redistribution

HRM   Human Resources Management

IDASA   Institute for Democracy in Africa

IDP   Integrated Development Plan

MDGs   Millennium Development Goals

MEs   Municipal Entities

MMC   Members of the Mayoral Committee

NDP   National Development Plan

NGO   Non-Governmental Organization

NPC   National Planning Commission

NPM   New Public Management

PE   Port Elizabeth

PP   Public Protector

PSC   Public Service Commission

RSA   Republic of South Africa

SALGA   South African Local Government Association

UK   United Kingdom

VSD   Visible Service Delivery

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CHAPTER ONE

INTRODUCTION

1.1 BACKGROUND

As large cities grow the communities' need for basic services such as drinking water, sanitary services and refuse collection, functional sewerage systems, roads, housing, public transport, education and health become increasingly urgent (Gilbert, 1996). In Africa, the delivery of public services poses a continent-wide challenge that can negatively affect the well-being of communities. As articulated by Ghatak and Besley (2007), also significant in the delivery of public service in Africa is the interplay between powerful role-players such as politicians, development advisers, technical experts, civil society organizations, religious and traditional groups, and most importantly local bureaucrats who are service providers.

South Africa has made remarkable strides in addressing service delivery backlogs inherited from the apartheid government post-1994 (Naff and Uys, 2005). The first decade of democracy was characterized by real and symbolic change in a range of policy and service delivery areas. Almost every aspect of the public service delivery system was subjected to review and revision (Maphunye, 2009). A new constitution[1] guaranteed human rights, democratic governance and promised efficient delivery of services. As democracy deepened in the second decade, the challenge of delivery showed more sharply with public protests being used as a means to secure the resources to meet the needs of communities. Van Holdt (2010) argues that in the new democracy, bureaucracy became common because those large sections of the South African state are institutionally

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[1] The Constitution of the Republic of south Africa was first promulgated in 1996, two years after South Africa attained democracy in 1994.

ineffective or dysfunctional. Thus fifteen years after democracy, a sustained economic growth rate has left too many South African citizens untouched with increased problems of poverty and joblessness, resulting in militant protest, frequently ushering in violent actions by both protesters and the police (Van Holdt, 2010).

Over the last five years, however, South Africa has witnessed a growing trend of protest by disgruntled members of the society across many of the country's 283 municipalities. The primary reason for these protests is embedded in the dissatisfaction with the delivery of basic municipal services of running water, electricity and toilets, especially in informal settlements.[2] High unemployment levels, poverty, poor infrastructure and lack of houses add to the growing dissatisfaction in these and other poor communities. Moreover, the influx of people from the rural under-developed areas into an urban environment has caused challenges for municipalities to provide adequate services to the growing urban communities (Rakodi, 1997).

This research focus area is the City of Johannesburg (COJ) which is an urban environment. It is a rapidly developing metropolis catering for, amongst others, a majority of migrants from under-developed rural areas, asylum seekers and foreign nationals seeking economic opportunities. In order to make sense of service delivery challenges, there is a need to review the notion of development, what it is and why it is viewed as a basis of migration by many people to the urban environment, resulting in service delivery challenges for many metropolitan municipalities.

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[2] http:/www.polity.org.za/article/the-reasons-behind-service-delivery-protests-in-south-africa/

1.2 DEVELOPMENT AS A CONCEPT

Development as a concept has been defined in many ways. To some, development is associated with injustices, a process which is being imposed by means of unprincipled, unscientific and undemocratic processes (Sen, 2001). In the exploration of development consequences, Black (2007) argues that the idea of "development" was inverted in the post Second World War world to describe the process by which "backward" countries would "catch up" with the industrialized world with its assistance. Almost six decades and much sobering experience later, the concept has spawned an industry of thinking and practice and undergone much evolution (Seabrook, 2007). However, the numbers of poor people in whose name development is justified are greater than they were when it was invented, and in many cases their poverty stems directly from the havoc it has wreaked on their lives. Under the circumstances, is the concept any longer useful?

Development is also associated with displacements, destruction of livelihoods, homes and heritage. It is estimated that over 10 million people a year worldwide suffer forced displacement due to construction of dams and urban transport systems alone. The number compares to the 12 million refugees annually displaced by wars and other disasters. The difference is refugees may one day go home whereas the development displaced will never do that (Black, 2007).

The definition which is more relevant to this research is that of Chambers (1983). In defining development, he aligns his definitions with situations in the rural environment. He cites that rural development is a strategy to enable a specific group of people, poor rural women and men to gain for themselves and their children more of what they need. It involves helping the poorest amongst those who seek livelihoods in rural areas to develop and control more of the benefits of development. If his belief of what

development is to be implemented, surely most African cities would not be experiencing mass migration of people from rural areas. The results of these actions are unfortunately not always positive. Once in the urban environment, the displaced are faced with new challenges of homelessness, Slum dwellings, joblessness, alcoholism and drugs. Poverty levels in the urban areas seem to be growing faster than they are in the underdeveloped rural areas (Osinubi, 2003).

Considering the above definitions and sentiments, it is evident that development is a contradictory affair. As already stated, subsequent to the movement, the growing need for service provision becomes a reality faced by many cities, such Mexico, Moscow, Mumbai, Seoul, Shanghai, Singapore and Jakarta are prime examples.

In South Africa however, the government has come up with various policies and strategies to address mounting challenges of service delivery, many South Africans still feel that more can be done to improve the current state of delivery in both urban and under-developed rural areas. Recently the quest for the delivery of service has been characterized by protests, some of which have turned violent. Bureaucratic systems within government institutions have been largely blamed for the state of poor service delivery in the country (Mahoney, 2009). An introduction and understanding of what bureaucracy is, is therefore critical at this stage

1.3 BUREAUCRACY: AN INTRODUCTION

Globally, the cost of bureaucracy is high. According to Meyer (2007), in South Africa billions of rands are lost annually due to bureaucratic systems, mainly in government institutions. Peters (1989) further alludes to the fact that bureaucracy has been cited as a major cause of growth in public expenditure and government generally with one of the many stereotypes of the public bureaucracy being that of an acquisition and

expansive set of organizations. Government officials, especially those in leadership positions are said to be at the centre of manipulating budgeting processes, use of their control of information and their ability to mask the true cost of producing the public services they provide in order to increase the budget point far above the levels necessary. Legislation is unable to control the bureaucrats, because of the monopoly of information held by them (Peters: 1989).

The lack of efficiency in delivering even the most ordinary services that many developed countries take for granted has become the greatest challenge faced by many in South Africa. According to Maphunye (2009), in South Africa there were historically proper bureaucratic infrastructure with ill-advised rules and illogical in the formation of these rules, meaning that officials are not the cause of the current inefficiencies we see. She further states that within the continent, an interesting and yet perplexing force in the chain of public services delivery is of public bureaucracy. Maphunye observes that the administrative mandarins who often do much of the work behind the scenes with little or no recognition or credit for work done, often creates tensions between the political and administrative functions of the state and also among the officials themselves (Maphunye, 2009).

Other critics of government and interest groups also have varying views around the slow delivery of services in South Africa. In his monthly article about the Inner City of Johannesburg, Neil Fraser[3] registered his worries about the staggering amount of bureaucracy in which companies are drowning. His narratives are based on his travels across the municipalities

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[3] Neil Fraser played a critical role in guiding the City of Johannesburg in reversing urban decay through urban regeneration and developmental programmes in the last 10 years. Major rejuvenation projects like the refurbishment of the Constitutional C ourt, The Drill Hall, Newtown, Main Street Mall, Nelson Mandela Bridge and others are some of the Projects he participated in and shaped the the regeneration process that continues to yield good economic result to the Inner City of Johannesburg. (Counting the cost of bureaucracy: Neil Fraser (6th August 2007).

in South Africa, the views which has since shaped his opinion about bureaucracy in the country. He focuses mainly on access to information which he feels is surrounded by burgeoning bureaucracy e.g. procurement processes which includes submission of company registration documents to the government to become a service provider; this is in response to public invitations to be "accredited" on various panels as potential service providers. He believes that this process on its own has become a nightmare (Fraser, 2007).

He further referred to this as bureaucratic excess, separate applications to different departments in the same government institution and entities, filing piles of papers annually or biannually. "Why is there no central municipal register of service providers that you are required to update annually should any of your company details have change?" (Fraser, 2007)

His dissatisfaction is exacerbated by the fact that potential service providers are subjected to reading and signing many documents that has no relevance, inane, extremely badly worded and don't apply to pre-qualification where there is no specific contract in view. Procurement processes prevent experienced service providers from participating in the provision of service because of BEE codes. The prevailing argument in his article is that bureaucratic processes and systems impact negatively in the advancement of government's quest to provide adequate and quality services to the communities (Fraser, August 6, 2007).

South Africa is not the only country affected by this challenge. Some regions are also suffering from too much bureaucracy. According to Mahoney (2009), in Sub-Saharan Africa, an average of 9 documents requiring 19 signatures as compared to 7 with 7 signatures in the East-Asian Region need to be completed before any product is exported. A further 49 days as compared to 26 days in Asian states is required to export the products. These have serious effects not only on the delivery of

basic services, but also on the investment which contributes to economic development, consequently, job creation (Mahoney, 2009).

Within the first three years into democracy, however, substantial effort was devoted to reforming South African bureaucracy, its cost and poor service delivery focus (McLennan, 2000). Although new public service regulations were introduced, municipalities continue to struggle to provide adequate services to the people. There is however different scholarly viewpoint regarding the performance of South African Municipalities, a debate the writer will focus on later in the research paper.

This proposal therefore seeks to ascertain how bureaucracy has in the past 5 years, affected service delivery with specific reference to the City of Johannesburg from 2007 to 2013.

1.4 CONTEXT OF THE STUDY

Johannesburg is one of the world's most fascinating cities due to its history, links to apartheid and post-apartheid activities. According to Friedman (2000), Johannesburg and the Gauteng Province in which it is situated have long been regarded as the country's economic hub, although the City and the provincial economy have stagnated in the recent years; the city's gross post-1994, the unemployment rate has grown and affects the majority of young people in South Africa (National Planning Commission, 2011). This problem has been exacerbated by the influx of African refugees, most of whom have been left destitute as a result of socio-economic and political challenges in their countries. South Africans from other rural parts of the country are also contributing in this socio-economic burden (Beavon, 1997).

Like many cities around the world, the City of Johannesburg has experienced migration for over a century (Johannesburg One Hundred

years, 1986). Rural populations and other migrants from neighbouring countries were initially drawn into the City by its new activities in mining (Gilbert, 1996). Since then, modernization and underdevelopment has forced people to move to the Cities. To date, Johannesburg seems to be the destination of choice, meaning that many unemployed South Africans and African asylum seekers and refugees are currently roaming the streets looking for work, but with no hope of finding employment (The Changing City, 2011). The majority of these people are based in Region F which is the central Business District (CBD) and point of entry into the City of Johannesburg. The City is currently divided into 7 Regions within the jurisdiction of the COJ and all under management by the Executive Mayor.

Diagram 1: Johannesburg Regional Map

From: http://www.joburg.org.za/

In 1994, almost two thirds of the country's top 100 companies were located in the city, a significant increase from the 52% calculated in 1950s (Friedman, 2000). From as early as 1900, the City was known as a mining city where many people migrated to in search of work. At the same time, the majority are faced with harsh living conditions and racial segregation.

To date the City is still regarded as an economic hub of the country. Unfortunately this status has turned the City of Johannesburg into a magnet for migrants both local and regional (Friedman, 2000).

In his speech issued on the 17th of June 2011 at the Executive Lekgotla, the Executive Mayor of COJ, Councillor Parks Tau reassured communities within COJ that the city will prioritize service delivery[i]. He further promises that weaknesses that hamper the speedy delivery of services will be dealt with. Issues of basic services such as potholes, dysfunctional street lights, incorrect billing, insufficient enforcement etc. were identified as areas of priority. The Mayor further mentioned that the city intends strengthening its systems of performance, deal with managerial weaknesses that may have contributed in slow delivery of services. "The City will develop strong governance model, set ambitious targets and key performance indicators to ensure positive outcomes and ensure that there are radical changes in the city's mode of operations". (June, 2011)[4].

In finalizing the budget for the financial year 2012/2013 Member of the Mayoral committee (MMC), Councillor Geoffrey Makhubo ensured that service delivery tops the budget in the COJ[5]. About R37.6 Billion has been set aside to address service delivery backlogs within the City of Johannesburg. The emphasis on improving service delivery can also be noted in the Growth and Development strategy (GDS) developed by and for the COJ in early 2012. The Executive Mayor further attested to the fact that Johannesburg has always been and will continue to remain a city of stark contrast between those who enjoy the highest standard of living, and those who struggles to make ends meet. It is the city of colliding worlds and visions, a city divided and the city that still bears the spatial scares of the unjust and immoral systems of Apartheid.

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[4] Speech made by the Executive Mayor Councilor Parks Tau in June (2011), City of Johannesburg Mayoral Lekgotla, South Africa
[5] Budget speech made by the MMC, Clr Makhubo on the 23, July (2012). City of Johannesburg Metropolitan building, Johanneburg, RSA

While the city strives to improve the delivery process, the Mayor finds it critical that this difference be acknowledge. It has been argued that for decades cities have served the elite and cannot be allowed to continue servicing the selected few. As confirmed by Gilbert and Gurgler (1990), in an unequal society, it is not surprising to see unequal cities. The Executive Mayor further alluded to the fact that this cannot be Johannesburg's only story and should not be allowed to prevail into the future, therefore, the City needs to "change its course"[6] in the way it does its business (Growth and Development Strategy, 2012).

1.5 PROBLEM STATEMENT

According to Meyer (2007), a bureaucracy is the system, processes, procedures, channels and culture organizations create and maintain to justify and sustain inefficiencies to ensure that product and service delivery is delayed or broken down. The ultimate goal is to frustrate customers, staff and suppliers thereby creating a non-responsive entity that will maintain strong power relationships but eventually destroy any value created in the past. Bureaucracies are found at two levels, internally within an organization, but also enforced at industry or governmental level by means of legislation and regulations (Meyer, 2007).

Over-regulation and over-control occurs when there is little or no leeway to be flexible, entrepreneurial and innovative. In essence, bureaucracy prevents people from executing business strategy that was initially based on the principles of efficiency, excellence and effectiveness. Mr Jack Welch, the "greatest" CEO of the previous century aptly refers to these inefficiencies as the "evils of bureaucracy (Meyer, 2007). A bureaucracy is also described as another form of organizational design defined by a

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[6] "Changing Course" is the City of Johannesburg's newly adopted slogan aimed at ensuring that all officials adhere to its vision of creating a well governed, manageable, clean, safe and livable City to its citizens

number of characteristics, including a rational career structure as a set of formal relations amongst positions, arranged in a hierarchy of ascending authority, with rights, responsibilities and entitlements attached according to the place of the person in the hierarchy. In a bureaucracy, action is supposed to be procedurally based on formal rules (Van Holdt, 2010).

Although these problems exist across many municipalities in South Africa, this study is focused on the City of Johannesburg where the situation is no different to what is happening in other metropolitan municipalities. The pressure to provide for adequate services to its residents both at urban and informal levels has hit the highest point, resulting in ratepayers and non-paying members of the communities joining forces in fighting what they view as a bureaucratic system and indecisive leadership which is the centre of the City's failure to deliver on the basic societal needs. This implies that internal systems and organizational structures seem to be hampering the delivery of adequate services to the communities of the City of Johannesburg.

1.6 PURPOSE STATEMENT

The primary purpose of this research is to determine the effects of internal bureaucracy in the provision of services within the City of Johannesburg. The research will additionally investigate other factors other than bureaucracy that impacts negatively on the City's quest to provide services. These are the role of leadership and governance. With reference to continuous public protests in various parts of the City, this research will, in addition, explore how internal bureaucratic systems are contributing in hampering the delivery of basic quality services such as water, electricity and houses to urban communities. This will provide an understanding of how the City intends to address internal institutional arrangements, leadership challenges and management systems that may impede its

vision to achieve a world class African status, a city which is well governed, resilient, sustainable and liveable for all.

Moreover, the research will seek to establish whether there are any other challenges that are further exacerbating the above identified challenges e.g. the movement of people from an underdeveloped rural environment, and how this has contributed in adding pressure on the inability of the COJ to provide services to its urban communities. A brief assessment of how other metros such as eThekwini, Tshwane, Nelson Mandela Bay municipalities in South Africa have been affected and are functioning in relation to the subject matter will be made.

1.7 RESEARCH QUESTIONS

The following are questions that will guide this research

1. What are the effects of bureaucracy in the delivery of services within the City of Johannesburg?
2. What are the bureaucratic trends in the delivery of services within the City of Johannesburg?
3. What are the strategies for consideration in improving the delivery of services in the City of Johannesburg?

1.8 RESEARCH STRUCTURE

The research report will be structured into five chapters which will include the following:

Chapter 1: Introduction and background of the study
This chapter provided detailed background information to the research, context within which the research is taking place, Focus of the research, structure of the report, Purpose, significance and motivation for conducting this research.

Chapter 2: Literature Review

This chapter covers an extensive Literature review. It will provide a detailed analysis of existing data such as academic reports, media coverage around the issue of service delivery in South Africa and other developing states. The concept of bureaucracy will be further defined and the impact it has on the provision of services be highlighted.

Chapter 3: Research Methodology

This chapter will describe the applied data gathering methods, processes, and description of how data was analysed. It will further highlight the timeframe and challenges experienced during the data gathering processes.

Chapter 4: Presentation of the research findings

Based on the research interviews and other investigative methods used, Chapter 4 will be concerned with detailing research findings.

Chapter 5: Analysis of research findings

Thorough analysis of the data and a discussion of the findings in context with the research purpose will be made in this chapter.

Chapter 6: Summary and Conclusions

To conclude the research report, this chapter will outline the recommendations, summarize and conclude the study. List of references used in the body of the research report will also be provided.

1.9 CONCLUSION

The research findings will be interpreted and analysed to determine the general feeling of the participants who were interviewed. To conclude, recommendations would strategies to be applied by the COJ will be made. Most of the recommendations will be drawn from the research data as proposed by the participants.

CHAPTER TWO

LITERATURE REVIEW

2.1 BACKGROUND

A literature review is an account of what has been published on a topic by accredited scholars and researchers (Mouton, 2001). In writing the literature review, the purpose is to convey to readers what knowledge and ideas have been established on a topic and what their strengths and weaknesses are. According to Hart (2001), a search for literature is an essential part of every research project. There are two areas to be searched when beginning a research project: the literature relevant to the research and the literature on research methodology and data collection techniques. Literature search will assist the researcher to identify work already done or in progress that is relevant to their work, will prevent the researcher from duplicating what has already been done, will help to avoid some of the pitfalls and errors of the previous research, will help the researcher design the methodology for the research project by identifying key issues and data collection techniques best suited for the topic and will enable the researcher to identify the gaps in existing research, thereby giving the researcher a unique topic (Mouton, 2001).

Neumann (2011) asserts that as a piece of writing, the literature review must be defined by a guiding concept e.g. one's research objective, the problem or issue one is discussing, or argumentative thesis. It is not just a descriptive list of the material available, or a set of summaries (Mouton, 2001). Besides enlarging one's knowledge about the topic, writing a literature review demonstrates skills in two areas: information seeking: the ability to scan the literature efficiently, using manual or computerized

methods, to identify a set of useful articles and books and critical appraisal: the ability to apply principles of analysis to identify unbiased and valid studies.

A literature review must be organized around and related directly to the thesis or research question one is developing, synthesize results into a summary of what is and is not known, identify areas of controversy in the literature and formulate questions that need further research. A literature review is a piece of "discursive prose", not a list describing or summarizing one piece of literature after another (Neuman, 2011).

Literature review in this research paper will be guided by questions this research intends to answer. An assessment of how bureaucratic systems affect service delivery in other cities across the world will also be presented. In the researchers' quest to examine other mechanisms in which the City of Johannesburg can improve service delivery, the literature review will attempt to deconstruct the following questions: What is the role of the state?, What is the role of the citizens, business and civil society at large, in centrally understanding and managing the politics in the delivery of services? Can government achieve its service delivery targets without participation by the private sector? Can one approach be applicable to remedy the situation?

To complete the review, a thorough assessment of the state of service delivery in South Africa with specific focus on service delivery protests across the country and the reasons therefor will be made. Ahead of making any analysis of existing literature, the question one needs to answer is what service delivery is or means to communities? How do they define it?

2.2 WHAT IS SERVICE DELIVERY?

The public service delivery concept is a broad and comprehensive one. It not only refers to an end-product or result, but is more of an umbrella term referring to the results of intentions, decisions, and actions undertaken by instructions and people. According to Du Toit et al (2001), in the context of governance, public service delivery is the result of the intentions and decisions by government and government institutions, and the actions undertaken and decisions made by people in government institutions.

In keeping with the above definitions, Public Service Delivery discussion will be incomplete and superficial without due attention to the following aspects regarding these activities of governments in their quest to deliver services to their citizens: politics, government, state and governance. Yende (2007) defines service delivery as a process whereby resources, materials and skills are combined and transformed to produce a quality product or to deliver a service efficiently. These services include amenities and utilities such as water, electricity, gas, sanitation, roads, houses, municipal parks and recreation facilities.

How do these services reach the communities and whose role is it to do so? Delivery of services is a process which requires mobilization of various resources and teams (Du Toit, 2001). Below is a brief overview of the roles that various institutions of government should play to ensure that goods and services are provided to the communities.

2.3 ROLE OF MUNICIPALITIES: EXPECTATIONS

South Africa is a country that has to cope with a high rate of population growth, swift urbanization, serious housing shortages as well as growing need for education, health and social services (Schoolman, Meyers and Lombard, 1991). It is economically and geographically integrated and is

locked in a dynamic process in which an attempt is being made to accommodate the political aspirations of all groups, at all levels in order to foster a comprehensive inclusive nation and national unity which will, in its diversity, include all peoples, groups and communities as fully fledged citizens (Beacon, 1997; Showman et al, 1991). Large sections of the black population in rural areas and informal settlements in the urban areas in particular, are caught up in poverty and reflect the characteristics of being milieu-impeded, such as low economic and social status and levels of education, unemployment and limited potential for upward mobility, amongst others (Schoolman et al, 1991).

The South African legislation on local government emphasizes that municipalities have a pivotal role of democratizing society and fulfilling the developmental role within the new dispensation (Ideas Local Government Unit, 2010). This implies that municipalities must have policies and institutional frameworks that support and sustain the development of local people. Such plans must be geared towards achieving the progressive realization of the Millennium Development Goals (MGDs) and fundamental rights of the people (United Nations Report, 2010). Goals such as the eradication of extreme poverty and hunger, achieving universal primary education, promoting gender equality and empowering women, reducing child mortality, improving maternal health, combating HIV/AIDS, malaria and other diseases, ensuring environmental sustainability, and developing a global partnership for development (United Nations Report, 2010 & 2013).

These fundamental goals of a democratic system are posed as citizen satisfaction. In support of this view, Naidoo (2011) argues that the delivery of effective and efficient municipal services to the communities should be an imperative and standard norm for sound and accountable municipal governance. Tried and tested and internationally recognized management

methods and techniques aimed at enhancing municipal services delivery is therefore to be welcomed, supported and nurtured.

Effectiveness of good local governance therefore needs to be judged by the capacity of local government structures to provide an integrated developmental approach to social and economic development issues and supply essential services congruent with the needs and desires of the local communities. In this regard, municipalities should be able to identify and prioritize local needs, determine adequate levels of services and allocate necessary resources to the public (Ideas, 2010).

Most municipalities are, however, still plagued by significant challenges. Enduring factors of poverty, inequality and under-development underscore the need for government to address issues of social and economic development. The imperative for development in local government is articulated in the legislative framework governing local government. This includes the Bill of Rights which provides communities with fundamental rights to access social services and the Millennium Development Goals which is emphatic that local government should work towards the realization of basic socio-economic rights that contribute to human development (De Araujo, 2000).

The Municipal Finance Management Act (MFMA) (2003) further requires municipalities to take reasonable steps to ensure that, "the resources of the municipality are used effectively, efficiently and economically". Good financial management is the key to local delivery. However, it is concerning to note that most municipalities are associated with damning allegations of financial mismanagement, corruption, and non-compliance with financial legislation. These are common challenges that South African municipalities have to address in order to reduce service delivery challenges in the country and not allow the consequences of these challenges to compromise it (McLennan, 2000).

A shortage of people who do not have the required skills is also seen as a major contributing factor to these challenges. Skills deficits include managerial, administrative, financial and institutional capacity to meet the rising needs of local people in most South African municipalities. This is a concern for the political leadership. What should be done? The following are some of the key suggestions made in the Ideas Report: South Africa:

- Encourage public participation;
- Strengthen policies to curb corruption and promote financial compliance;
- Create an open local government;
- Have participatory Budget and IDP processes;
- Address political and administrative tensions;
- Promote intergovernmental fiscal relations;
- Strive to build capacity to enhance service delivery.

What is preventing government from performing this expected function? Bureaucracy as already stated, seems to be at the centre. Below are detailed definitions of bureaucracy and a further illustration of how it affects service delivery not only in South Africa, but in its broader context.

2.4 BUREAUCRACY: A DEFINITION

Although bureaucracy is thought to be more prevalent in government sectors, the private sector is not immune to this problem. According to Cordell and Willcox (2009), world-class companies have created centres of excellence that know no rank or position. In these businesses, it is all about sharing and utilizing expertise, and transferring this focus on pockets of excellence to the whole organization with the speed of lightning. On the other hand, average and under-performing companies have created pockets of incompetence that are ruled by bureaucrats,

micro-managers and task masters (Solid, 2006). The ways in which bureaucrats operate requires some examination.

Typically, the finance, purchasing and human resource functions seem to be the main areas of concern. Finance managers make it as difficult as possible for the business to get a cent out of the system. Purchasing is hesitant to acquire the supplies needed by the business, and when they eventually do so, the "poor" supplier must wait a long time to get paid (Fraser, 2001; Hummel: 1994). Human resources seem to take their time to deliver inadequate people services, and often work directly against the needs of the business. Unfortunately, most of us are powerless to influence bureaucracy at national or governmental levels. Where we can indeed make a difference is at the level of our own organizations.

In government, hierarchical and in most instances dysfunctional organizational structures pose challenges whereas in many private sector companies, the human resources managers and finance executives are at the centre of bureaucratic systems. Symptoms of bureaucracy are secrecy, lack of transparency, no accountability and corruption (Naff et al, 2005). According to Fraser (2007), bureaucratic processes and systems impact negatively on the advancement of government's quest to provide adequate and quality services to the communities. His argument is supported by that of Mahoney (2009) who states that South Africa is not the only country affected by this challenge. Some regions are also suffering from excessive bureaucracy. Using examples from other African countries, Mahoney states that in Sub-Saharan Africa, an average of 9 documents requiring 19 signatures - as compared to 7 documents with 7 signatures in the South-East Asian Region - need to be completed before any product is exported. A further 49 days - as compared to 26 days in Asian states - is required to export the products. These have a serious effect not only on the delivery of basic services, but also on the investment

which contributes to economic development and consequent job creation (Mahoney, 2009).

Bureaucracies control people by replacing human judgment with non-human technology, thus creating a formalistic impersonality of the system. Even bureaucracy itself can be seen as a huge nonhuman technology that functions more or less automatically (Ritzer, 1998). Rules, regulations, and institutional structures replace the adaptability of human decisions, that is, employees of bureaucratic organizations generally follow the rules and regulations in a predetermined sequence instead of evaluating each case separately. They must get their jobs done in a certain way by a certain time without mistakes, and the role of informal systems of human action is diminished by the highly formalized structures. Bureaucracy controls not only employees of an organization but their clients as well. An organization provides services and one must apply for the services on a specific form by a specific date. One will receive those services only in a certain way and under strict conditions (Ritzer, 1998). Client categories used by organizations decide what information a client is supposed to provide, and this information will generate a denial or a grant of a specific requested service (Snellen, 1998).

One of the main elements in New Public Management (NPM) is improving service delivery and emphasizing the citizen as customer (Cameron, 2009). The development of a customer or a user focus in the public sector in order to achieve a more responsive bureaucracy has become an emerging concern in many countries, and indeed the provision of public goods and services has invariably become a critical issue in current reform efforts (Nelson, 1997). Furthermore, the NPM has targeted the development of a 'public service orientation focused on the public as clients, with demand-led services responsive to the needs of those being served. "Developing a customer focus requires a major change in mind set

in many public-sector organizations, and all the difficulties in staff motivation and organization this entails" (Cameron, 2009).

Viewed more broadly, many of the concepts underpinning public value are as old as organized bureaucracy itself – the need for accountability, authorization and value for money. However, the environment in which public bodies operate today in the United Kingdom (UK) is vastly removed from the mediaeval barons of the exchequer and their chequer board. These days very few public bodies can claim to operate without a degree of independent scrutiny, parliamentary oversight or direct public accountability (McLennan, 2007). Public value is created through delivery of high-quality services which create user satisfaction—outcomes – such as security, reduced poverty, and public health.

The achievement of these goals can overlap with, but is distinct from, service. This is largely because the delivery of public value in practice depends on the actions of citizens themselves as well as public organizations where the level of trust is key and is the relationship between citizens and the public authority. It is often the most neglected element, but a lack of trust, even where services are well delivered, reduces public value and can hinder a public service's capacity to create it elsewhere. (Cordella and Willcox, 2009). How does bureaucracy affect the delivery of services? Below is a brief analysis of the state of service delivery and how it has been affected by bureaucratic systems in the country.

2.5 BUREAUCRACY AND ITS EFFECTS ON SERVICE DELIVERY

2.5.1 Background

The New South Africa came into being in 1994 and inherited the national public service and those of a variety of former provinces and homelands that had to be amalgamated to form a national unified public service.

Although this task was accomplished rapidly they argue, the resulting public service was very large and exhibited many features of traditional bureaucracy, including hierarchical structures, limited automation and information technology application, low levels of training, a poor work culture, language and cultural barriers and an overall orientation towards input in the processes rather than service delivery and results (Russell et al, 2001).

Preceding this transition, the last decade of the 20th century marks a symbolic evolution in the history of human settlement where over half of the world's 5.6 billion people now live in towns and cities (Clark, 1996). Urbanization has put serious pressure on governments to provide services to the growing population who move to cities to be close to accessible services. Most of these people do not find employment as anticipated, and end up clustered together in very small unhygienic areas. They end up being subjected to challenges such as pollution, noise, and living in squalor and overcrowding (Clark, 1996). What service delivery challenges are faced with in South Africa? The section below highlights some of the key service delivery challenges and current trends on how communities are responding to these challenges as observed by authors.

2.5.2 Service delivery challenges in the South African context

The legacies of apartheid combined with poor budgetary and financial management, massive backlogs in basic services and infrastructure, racial and regional inequalities in the provision and sometimes tense social relationships, limited opportunities for social development and expanded delivery (McLennan, 2000). In addition, the state delivery system was fragmented, authoritarian, hierarchical and rule-bound. The first five years of government, led By President Nelson Mandela, were focused on transformation, the rationalization of the apartheid bureaucracy and

extensive policy revision and development (Public Service Commission (PSC), 2008).

Besides dealing with the tough task of amalgamating homelands into the new South African boundaries, government had to deal with substantial efforts to reform bureaucratic systems. Issues such as poor work culture and diversity management require massive initiatives to train staff to ensure that there is a smooth transition and good governance practices in the public sector for quality services to be delivered to the communities. The struggle to deal with social challenges and an unequal society in the new democracy became and still is one of the main challenges in the new democracy (McLennan, 2007).

When the new South African Government was elected to power in 1994 it had a special mandate to provide appropriate services to all the people of the country. Within the first three years into democracy, substantial effort was also devoted into reforming the bureaucracy, its cost and poor service delivery focus. Although new public service regulations were introduced, municipalities continue to struggle to provide adequate services to its people.

The substantial body of enabling legislation was produced by government to promote the transformation of the public service from the old, bureaucratic, rules-bound organization into a dynamic, result driven entity, focused on service delivery. This body of enabling legislation is called the Regulatory Framework. It is informed by the Constitution of 1996 and includes various acts, regulations, white papers and bargaining council decisions and Public Service Act, No 103 of 1994 amongst others. The Public Service Act, No. 103 of 1994 remains the principal piece of legislation governing the public service, as required by the Constitution. This Act has since been amended and amplified by the following legislations amongst many others:

- The Public Service Commission Act, No 46 of 1997
- The Public Service Laws Amendment Acts, No 47 and 93 of 1997 and No 86 of 1998
- The Public Service Amendment Act, No. 5 of 1999
- The Promotion of Administrative Justice Act, No 3 of 2000
- The Public Service Regulations
- The White Paper on the Transformation of the Public Service, 1995
- The White Paper on Transforming Public Service Delivery (Batho Pele), 1997
- The White Paper on Human Resource Management in the Public Service, 1997
- The White Paper on Affirmative Action in the Public Service, 1998
- The White Paper on Public Service Training and Education, 1998.

Every organization operates within a specific legislative framework that defines its operational behaviour. The above legislative frameworks therefore, were guiding and continue to guide government to deliver on its massive responsibility that requires total commitment by people at all levels of government, if it is going to be fulfilled (Batho Pele Handbook, 2010, 2011).

The birth of democracy was therefore a long awaited period in many South African's lives. According to McLennan (2007), South Africa has made remarkable strides in addressing service delivery backlogs inherited after apartheid government post-1994. The first decade of democracy as already mentioned, was characterized by real and symbolic change in a range of policy and service delivery areas. Almost every aspect of the public service delivery system was subjected to review and revision (McLennan: 2007). A new constitution, McLennan argued, guaranteed human rights, democratic governance and promised efficient delivery of services, and as democracy deepens in the second decade, the challenge

of delivery shows more sharply with protest being used as a means to secure the resources to meet the needs of communities.

Von Holdt (2010), on the other hand, argues that in the new democracy, it is common because those large sections of the South African state are institutionally ineffective or dysfunctional. Thus 15 years after democracy, a sustained economic growth rate has left too many South African citizens untouched with problems of poverty and joblessness resulting in militant protests, and frequently ensuing violent actions by both protesters and the police (Von Holdt, 2010).

There are different bureaucracies in South Africa. The lack of efficiency in delivering even the most ordinary services that many developed countries take for granted has become the greatest challenge faced by many in South Africa. According to Maphunye (2009), in South Africa there has always been a proper bureaucratic infrastructure with ill-advised rules and illogical in the formation of these rules, meaning that officials are not the cause of the current inefficiencies. She further states that within the continent, an interesting and yet perplexing force in the chain of public services delivery is of public bureaucracy. Maphunye cites that the administrative mandarins who do much of the work behind the scenes with little or no recognition or credit for work done often create tensions between the political and administrative functions of the state and also among the officials themselves (Maphunye, 2009).

Clark (2011) points out that for the last few years, South Africa has seen an increase in service delivery protests across all municipalities, where angry residents take to the streets in demonstration against poor performance of these municipalities. All these protesters seem to have a common demand of improving provision of quality service delivery. Unfortunately most of these protests have become violent to some degree resulting in severe damage to public infrastructure and unfortunate deaths.

South Africa has a number of municipalities, the biggest of which are Nelson Mandela Bay (PE metro), City of Cape Town Metro, Ekurhuleni Metro, Tshwane Metro, eThekwini Metro (Durban), Mangaung Metro and Johannesburg Metro. All these municipalities are experiencing the same challenges when it comes to the delivery of services.

Most recently, the City of Johannesburg was characterized by episodes of public protest around poor delivery of services. Destructive and most violent service delivery protests have been witnessed in informal settlement areas such as Orange Farm, Alexandra, and Zandspruit in a quest to receive basic services such as running water and improved sanitary systems. The billing challenge which has seen the municipality being taken to court by disgruntled customers has also revealed another type of protestor. Many middle class people living in suburban areas have in recent months been seen presenting petition after petition to the City executives demanding that their bills be corrected.

Recent research conducted in April/May 2012 across most South African metros, amongst 2 000 people who participated in the survey, reveals that the proportion of people in South Africa living in major metros such as Johannesburg, eThekwini, Ekurhuleni and Tshwane areas are unhappy with the services they receive from their local municipalities or authority. The percentage rose from 51% in November 2010 to 58% in February 2011 and is now 56% (TNS research surveys: July 30, 2012). Johannesburg came second whereas Pretoria has the highest number of dissatisfied customers with the number rising to 71% of residents. This dissatisfaction is found in both informal dwellers and those living in the suburbs (Nomvala Lungelo, 2011).[1]

Many people including opposition parties have blamed the ruling party's cadre deployment strategy which means qualified and skilled people are passed over in favour of those that are politically connected. Recently it

has become clear that more money is spent on salaries than on improving the quality of services being delivered to the communities. President Zuma himself acknowledged that there is a serious problem and that bureaucratic systems in South Africa are hampering service delivery. He expressed concern about how slow government's wheel turns[1]. Problems such as unauthorized expenditure, over-controlled systems, tightened and mismanaged Supply Chain Management systems, lack of skills to make decisions and prioritize needs are at the centre of these challenges. According to President Zuma, bureaucracy delays delivery (Kolid, 2006).

2.6 CITY OF JOHANNESBURG CONTEXT

As defined in both the City of Johannesburg's 2012/2016 Integrated Development Plan (IDP) and the Joburg 2040 Growth and Development strategy, the City is renewing its vision and commitment to offer its citizens a promising future by adopting policies and implementing programmes that will lead to a World Class African City that is Resilient, Sustainable and Liveable (Joburg GDS, 2011; Joburg IDP, 2011). In summary, led by the Executive Mayor, Johannesburg will in 2040 be a world class African city of the future, a vibrant, equitable African city strengthened through its diversity; a city that provides real quality of life, a city that provides sustainability for all its citizens, a resilient and adaptive society. How will this be achieved?

The City of Johannesburg will have to apply change management strategies, thereby ensuring that both employees and communities are working together and are supporting each other in areas of need. The COJ should develop an ability to adapt to difficult situations by recognizing its strengths and assets and building capacity to mobilize these in terms of the need to deliver on its promises to get rid of inequality and poverty.

Urbanization has not only affected cities within South Africa. Other cities in other African states such as Maputo in Mozambique, Lagos in Nigeria, Dar es Salaam in Tanzania, and Nairobi in Kenya are also affected. Below is a comparative analysis of how other cities across the globe are affected.

2.6.1 Comparisons with other cities

According to Gurgler (2004) and Gilbert (1996), cities across the globe are faced with the challenge of how to address the escalating economic, social, environmental and cultural problems being experienced by their citizens. Development or the lack thereof has been blamed globally for these problems. Thus, the majority of people moving to cities are said to be those affected by under-development in rural areas. Consequently, urban regions are faced with the influx of people seeking employment, economic and social improvement in their lives. This has resulted in many governments providing inefficient and inadequate services to their communities.

It is argued that in the next fifteen years there will be more people in African cities than there are is in Asian cities such as Beijing in China (Rakodi, 1997). African population in the near future is seen to be comprised of urban, young and poor people. Similar to South Africa, migration from rural underdeveloped areas seems to be the reason behind the rapid growth in the influx of people into the urban environment (Tienda et al, 2006). Cities are faced with serious challenges in managing these shifts.

Rapid development of infrastructure is seen by many as the only way in which African cities can draw investments, and consequently boost economic activities which will result in job creation, given that 75% of most urban dwellers in the African continent live in slums, with no basic services such as sewer lines, water, electricity (Rogerson, 1997).

Latin American cities such as Sao Paulo in Brazil or Mexico City in Mexico are also affected by the influx of people or migrants from rural and underdeveloped areas. This transformation however was not without costs. These mass movements to cities and towns has put enormous pressure on the infrastructure and services (Levy, 2000). The community demands water, sanitation, drainage and housing. The proportion of rural people is declining across the world due to this migration. This happens mainly in cities such as Bogotá and Caracas in Latin America. There is a perception that people in the cities have better lives than those in rural areas (Laquian, 2000).

Many local authorities fail to provide services to their communities. Few have adequate resources; many are less than well organized and are struggling against the rapid expansion of new residential areas. In India, the urban population will exceed 300 million by the year 2016 (Sivaramakrishnan, 2000). The coming decade will truly test the capacity and elasticity of India's already numerous "million plus" cities. Such a city however, is not a single municipality but urban agglomerations that include various municipalities and non-municipal jurisdictions.

The above examples suggest that most cities across the world are badly run. Though socio-economic and political situations are different, ills of administrative systems seem to be similar across all cities assessed. Negative attitudes have resulted in social evolution, incompetent managers, non-payment of bills, in some instance employees have created a chaotic environment for services to be delivered. Since this research is focused on the City of Johannesburg, it is necessary that an assessment of service delivery in other municipalities within South Africa be examined.

2.7. THEORETICAL FRAMEWORK

2.7.1 Introduction

This research focuses on how bureaucracy affects the delivery of adequate services to the communities within COJ. When defining bureaucracy, this research is referring to over-regulation of systems, processes, management structures and lack of commitment at a leadership level which ends up having a negative impact on the delivery of services by government to its people.

According to Ghatak and Besley (2007), improving public service is one of the biggest challenges worldwide, but more challenging in African governments given the low quality of service provision and the pressing needs of the poor. Public bureaucracy is at the centre of what needs to be changed to make sure that government functionality is strengthened to provide effective services which will advance the well-being of communities.

According to Ivancevich, Konopaske, and Matteson (2005), the modern story of management started around the early 1900s with a movement beginning in the family organization, later expanded to the tribe, and finally pervading the formalized political units such as those found in early Babylon. The Egyptians, Chinese, Greeks and Romans were all noted in history for major managerial feats such as building the pyramids, organizing governments, planning military manoeuvres, operating trading companies that traversed the world, and controlling the geographically dispersed empire (Ivancevich et. al, 2005).

In this section of the research, various theoretical frameworks around leadership, management and organizational change will be explored. These theories will assist in understanding the organization, debate issues and implications of organizational design and structural configurations in

the public sector; and explore issues of how power, politics, culture and conflict management enhances bureaucracy in the changing organization. The origin of management and various management frameworks by authors such as 18th century engineer, Frederick W Taylor, French industrialists Henri Fayol, P J Smith and G J de Cronje, Stuart Crainer and J P Kotter will be reviewed.

Interdisciplinary key concepts such as development, leadership, management and organizational change management strategies will be inter-changeably used in the discussion.

2.7.2 Management as science theory by F.W. Taylor

The originator of what became known as the "scientific management" in the late 18th century; Frederick W Taylor as described in Crainer (1998) is regarded as the father of management theories. His theory was based on his observation of how best the tasks can be undertaken and be completed. In his theory, he believes in the notion that there is a single "best way" to fulfil a particular job, and that it is a matter of matching people to the task, supervising , rewarding and punishing them according to theory performance (Crainer, 1998). In summary under his scientific management model, the principles of management were to:

- Develop a science for each element of employee's work, which replaces the old rule-of thumb method
- Scientifically select and then train, teach and develop the worker whereas in the past a worker chose the work to do and was trained
- Heartily co-operate with each other to ensure that all work was done in accordance with the principles of science
- Provide almost equal division of the work and the responsibility between management and non-managers.

Since then, management has been defined, described, and analysed in terms of what managers do but with considerable modification as management functions and processes change in the response to changing times and circumstances.

2.7.3 General theory of management by H. Fayol

Henry Fayol, a French industrialist, published what is regarded to be the first comprehensive statement of general theory of management in 1916. His theory was largely adopted by mining firms. He believed that management systems can be taught and be learned. His emphasis was on carefully practicing the effect of planning, organizing, commanding, co-ordinating and controlling which are the key roles of management.

According to Pitis et al (2008), managing signifies being in charge of something, being responsible for its smooth running and its rational conduct, handling and controlling it as if it were a well-oiled machine; thus, it is a relationship term. Managing is done by people who are managers in an organization. According to these authors, management involves handling, directing, controlling, exercising skills in executive ability all done by a person in charge of controlling and directing the affairs of a business, institution, or agency of some kind. A manager's actions are supposed to lead the organization into achieving its goals. Management is the process of communicating, co-ordinating, and accomplishing action in the pursuit of the organizational objectives while managing the relationship with stakeholders, technologies, and other artefacts, within as well as between the organizations.

2.7.4 Management principles by Brevis, Vrba and De Klerk

In their book Management Principles: A Contemporary Edition for Africa, Brevis, Vrba, and De Klerk (1996) contrast old management styles with modern ways of management. They argue that management was by the rules, by the numbers and by the book. This management process was based on a number of precepts: Command and control, one right way, subjugation not subversion, labour not human resources, and national and not global, security and insecurity.

These authors put people at the centre. They argue that if organizations consisted of machines that could execute management tasks' orders promptly, only planning and organizational tasks of management would be necessary for its objectives to be attained. However, since this is not the case, i.e. organizations are made up of people; it means a certain framework of management needs to be applied to ensure that organizations are functioning effectively. Like other management theorists, they make a clear distinction between management and leadership. In their analogy; they also made a clear distinction between leadership and management. They assert that leadership is an interaction between members of a group. Leaders are agents of change, persons whose acts affect other people more than other people's acts affect them. A leader motivates and leads people as a ruler, inspires people as a motivator, facilitates or guides them as a coach and a mentor.

Although there is a question of whether leaders are born or made, the prevailing argument in all the three theories is that leadership is a process of directing, controlling, motivating, and inspiring staff towards the realization of stated organizational goals.

2.7.5 Kotter's Leading Change theory

JP Kotter (1996, 2001) developed a list of factors that he believes lead to successful changes, and those that lead to failure in an organization. His comparative analysis of management and leadership is widely used by many scholars and change management agents to illustrate a distinction between the two functions and how they can enhance organizational performance.

According to Kotter (1996), the role of leaders is to prepare organizations for change and help them cope as they struggle through it. Furthermore, he asserts that leadership is different from management, but not for the reasons most people think. These are two distinctive and complementary systems of action with each having its own activities and characteristic activities. Both are necessary for success in an increasingly complex and volatile business environment. In simple terms, management is about coping with complexity while leadership, by contrast, is about coping with change.

According to Kotter (2001) management involves planning and budgeting while leadership involves setting direction. Management involves organizing and staffing while leadership involves aligning people. Management provides control and solves problems while leadership provides motivation. In summary, management is about planning, organizing and controlling whereas leadership is about directing, alignment and motivation of people to do their best in the business they are in.

Although Kotter's theory is more aligned to business, it is still relevant for application in a government institution because provision of basic services to broader societies is a core function which requires dedicated and

visionary leaders. The goal of his theory is the same regardless of where it is applied: to make fundamental changes in how business is conducted in order to help cope with a new, more challenging market environment. As already stated, urban municipalities like COJ are going through challenging times with increasing demands for services and in most instances aggravating a dangerous phenomenon in the form of public protests.

In line with Kotter's views, COJ has since adopted a new slogan referred to as "Changing Course". This is a significant move to ensure that all employees are reminded at all times of the commitment by the City to do things differently in order to achieve better results, thus ensuring that customer satisfaction is at a higher level at all times. Kotter's theory therefore, becomes critical for this research as it will be used as a basis to evaluate some of the interventions the COJ has applied since the adoption of the Joburg GDS 2040 and IDP 2012-2016 in July 2012. The emphasis on creating and communicating the vision has already been achieved by the City. However, as Kotter further states, a number of obstacles need to be overcome in order for the institution to change and be efficient.

Recently, however, there has been an attempt to revitalize service delivery and to introduce innovative organizations to deliver services to citizens. The paper argues that the 'Citizen Shops' represent a kind of agentification as well as an attempt to avoid the constraints of civil service and bureaucratic resistance to change. It maintains that the traditional reform approach is replaced by a new approach based on the ideas of New Public Management, but that it is limited in the extent of its reform.

Three issues arise from the discussion: the power of a traditional bureaucracy and its ability to resist reform; the emergence of a new public sector structure which performs parallel activities alongside the traditional structures; and the move towards a kind of agentification and

contractualism. The paper concludes that although this is a political attempt to revitalize a stalled reform and to introduce a greater degree of entrepreneurship through new management methods, the 'new structure' is limited in its ability to innovate or challenge the traditional features of the Portuguese administrative system. The data was collected from official documents and semi-structured interviews with officials at the Citizen Shop in Porto and with the President of the Management Institute of Citizen Shops (Estevev de Araujo, 2000).

2.8 CONCLUSION

In South Africa's transformation agenda, local government has a mandate to have in place quality leadership for community development purposes, especially at policy implementation levels (Yende, 2006). People's needs inform the nature and direction of community development, and their needs are always changing. It is therefore imperative that leaders at local government level possess and exhibit good qualities, not just being visionaries and inspiring, but be humble enough to learn new ways of effectively dealing with rapid changes and increasing demands for service delivery by communities.

In today's global and competitive world, a country's success is determined by many things. Key amongst these is a patriotic, effective and efficient cadre of public servants that translates government policies and programmes into tangible benefits[1]. President Zuma alludes to the fact that Government's stance remains that of trying to prioritize poverty reduction, unemployment and inequality. He believes that there have been meaningful achievements in government's attempts to improve service delivery. The following are just some of the achievements made and challenges yet to be addressed:

- The government has developed laws to curb corruption but still has a problem with enforcing and implementation;

- Sensitization of people and staff on how government operates is still lacking;
- Mobilizing communities to take part in the operations should be emphasized;
- Citizens are exercising their rights by voicing their concerns around government programmes;
- Of the 140 000 cases on service delivery logged with the Presidency hotline in 2012, 87% has since been resolved;
- Since September 2012, monthly satisfaction testing is being conducted. Of 1205 citizens surveyed, 65% rated their satisfaction with the resolution of their hotline case as high or average.

Government has also introduced a front-line service delivery monitoring programme through which officials from the Department of Performance Monitoring and Evaluation (DPME) in the Presidency and offices of the premiers carry out unannounced visits to service delivery sites in order to monitor indicators such as queue management and waiting times, dignified treatment, cleanliness and comfort. The focus is mainly on facilities where services are directly offered to the citizens. With all the achievements, there is still room for improvement and for South Africa to attain a status of being an effective developmental state as outlined in the National Development Plan.

Leadership, governance and proper management is critical in ensuring that public service improves. Understanding of these concepts and how they should be applied is therefore critical. There are no effective strategic leaders, at least not in the numbers required, either in government, the voluntary sector, or public servants. This shortfall is now seen as a global phenomenon. The question is what is a strategic leader in an organization? According to Adair (2002), an effective strategic leader is one who delivers the goods in terms of what an organization naturally expects from its leadership in times of change. This notion will be further

deconstructed in chapter 5 where an analysis and discussion on the data gathered will be made.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

Research methodology defines what the activity of research is, how to proceed, how to measure progress, and what constitutes success (Patton, 2002). It provides us with an advancement of wealth of human knowledge, tools of the trade to carry out research, tools to look at things in life objectively; develops a critical and scientific attitude, disciplined thinking to observe objectively (scientific deduction and inductive thinking); skills of research particularly in the 'age of information'. It defines the way in which the data are collected in a research project (McKenzie et al, 1997).

Research methodology has been further defined as a "theory of how inquiry should proceed, embracing philosophy, and assumptions about validity, and sometimes preferred methods. Methods are the tools employed by the researcher to investigate a problem, to find out what is going on there. Methodologies are often associated with particular philosophical traditions, while methods are guided but not prescribed by a particular philosophical or methodological perspective (Bezeley, 2013).

Research methodology helps researchers to learn how to use libraries and other information resources, enables critical evaluation of literature, and develops special interests and skills. It helps to understand the attitudes of others and creates awareness of the special needs of the research process. It describes and analyses methods, throws light on their limitations and resources, clarifies their presupposition and consequences, relating their potentialities to the twilight zone at the "frontiers of knowledge" (McKenzie, 1997; Patton, 2002).

Ascertaining the effects of bureaucracy in the delivery of adequate services to communities is a challenging task which requires a range of research methods. This section will illustrate different methods and processes followed to gather information for this study; in this case, qualitative research methods will be applied. According to Mouton (2001), qualitative research is the unstructured approach to inquiry which allows flexibility in all aspects of the research process. It is more appropriate to explore the nature of a problem, issue or phenomenon without quantifying it. The main objective of this method is to describe the variation in a phenomenon, situation or attitude, for example, the description of an observed situation, the historical enumeration of events, an account of different opinions that different people have about an issue, or the description of events. This technique is used to emphasize the roles of insight, discovery and interpretation rather than hypothesis testing (Patton, 2002; Yin, 2011).

In the quantitative approach to research the most important objective is to understand the meaning of an experience (Mavhungu, 2003). In contrast to qualitative research, which takes apart a phenomenon to examine their component parts (which becomes the variable of the study), qualitative research strives to understand how all the parts work together to form a whole (Patton, 2002; Yin, 2011). This method will address issues of governance models within the City of Johannesburg, service delivery strategies, and tensions in the communities, and service level agreements which bind the City to perform at certain levels and ensure accountability thereof.

3.2 RESEARCH DESIGN

3.2.1 Review of related work

Prior to the inception of this in-depth research process, an extensive survey of literature was done, This was carried out to achieve a broad understanding of the problems and extent to which similar cases have occurred and were addressed. Most of the research materials consulted in this research, especially with regard to the City of Johannesburg's historical background and transition from operating under the apartheid governance policies to its operations in the post-apartheid South Africa, were books, reports, newspaper articles, journal publications, individuals and many other unpublished materials.

3.2.2 Data collection methods

This study is based on the use of qualitative data. Such data consists of dedicated descriptions of situations, events, people, interactions, observations and direct quotes from people about their expectations, experiences, attitudes, thoughts and entire passage of documents, speeches, reports, records, City of Johannesburg websites, media coverage of the City's activities, and bloggers. This project will utilize the following techniques of data collection, individual interviews, and group discussions.

3.2.3 Interviews

Interviews will be the primary data collection method to be applied in this research process. According to McKenzie (1997), interviews can allow the researcher to access the past events compared to making observations. They allow access to situations at which the researcher is not able to be

present. There are two different types of interviews, structured interviews: these are collections of specific and precisely formulated questions which are asked of a respondent by an interviewer and close ended or open ended interviews. According to Yin (2011), all interviews involve an interaction between an interviewer and a participant or interviewee; structured interviews carefully script this interaction. The interviewer uses a formal questionnaire that lists every question to be asked, adopting the role of an interviewer, trying to elicit responses from an interviewee (Yin, 2011).

In this research, in-depth open-ended interviews will be the second technique used for data collection. A questionnaire will be created and distributed to the identified candidates most of whom will be resident within at least 4 Wards[1] in the City of Johannesburg. The compilation of the questionnaire is anticipated to take between 15-25 minutes for each participant. The individuals will be interviewed face-to-face.

Furthermore, interviews will be held to seek clarity and gain an understanding of the interviewees' perspectives on the state of service delivery in their areas and what they think is the cause of inadequate services by the City of Johannesburg. These will include individuals in the private sector, investors, and general members of the communities, Ward Councillors and City of Johannesburg staff. Interview questions will be guided by three themes:

- Understanding of service delivery as a term and description of how it affects participants at a personal level.
- Their knowledge of bureaucracy and elaboration of how it has impacted in the delivery of services in their areas
- Leadership roles and impact of bad leadership in the delivery of services and contribution in ensuring that the City's 2040 vision is realised (refer to Annexure 1).

3.2.4 Focus group

Since this research revolves around people's feeling and expectations, it is critical to apply this method so that different views can be heard and be gauged against one another. In this discussion, a group of people between 7-10 people will be gathered and be allowed to spend 1-2 hours' time to have an open discussion around the subject matter. The group will be selected based on their position in society, e.g. a Ward Councillor, Member of the youth groups, NGO representative, Investor, general member of the public, City of Johannesburg official.

3.2.5 Personal observation

Observation of current trends by unhappy communities relating to provision of basic services and bureaucracy will form the basis of most of the argument on how this problem has impacted in the delivery of services within the City of Johannesburg. It is quite evident from the many newspaper articles that most citizens are dissatisfied with the state in which services are provided by government in general. The City of Johannesburg, like many municipalities, is not immune to these challenges.

3.2.6 Use of documentation

A review of the existing documentation such as magazines, newspaper articles, City of Johannesburg newsletters, Council approved reports, published research papers and journal articles will be made. Data from all the available sources that were utilised during the research process will be integrated and collated, to conclude the data collection stage. This research will also take into consideration previous work that has been carried out around the effect of bureaucracy in service delivery not only in

the City of Johannesburg but across various cities and institutions in and out of South Africa.

3.3 DATA PRESENTATION AND ANAYSIS

Data collected will be presented, interpreted and analysed using qualitative techniques to determine whether bureaucratic systems affected the provision of service by the City of Johannesburg to its citizens. The management framework by Kotter suggests various change management steps would be applied to ascertain if current management systems within the City of Johannesburg will lead to the realization of the City's vision. More focus will be on leadership and development, linking planning, monitoring and evaluation processes as a means of improving service delivery within the City of Johannesburg. In conclusion, recommendations and strategies for consideration to the City in order to improve the services will be made.

3.4 RELIABILITY AND VALIDITY

All social research wants their measures to be reliable and valid (Neuman, 2011). Both these ideas help to establish the truthfulness, credibility, or believability of the research findings. In this research, all interviewees will be thoroughly briefed about the purpose of the research, rationale, objective and background of the interviews. Research questions will not be structured in a way that is prejudicial or biased against the respondents. It is however clear that the researcher has no control over the accuracy, validity or authenticity of the information that may be provided.

3.5 SIGNIFICNACE OF THE STUDY

Sporadic service delivery protests are evidence of failing government. What makes this study so important is the fact that the City of Johannesburg aims to attain a World-class African City status by creating

a clean, safe, liveable environment for its communities by 2040. It is therefore critical that the City starts assessing the motivation behind the growing dissatisfaction of the communities which has been widely demonstrated by picketing and vandalism of public infrastructure. The results of this research should lead to a review of the City's current governance models, policies and systems, evaluate productivity and ensure that change strategies are applied if need be.

3.6 LIMITATIONS OF THE STUDY

There are four types of research limitation that dissertations can suffer from. These are Theoretical and conceptual problems, Limitations of the research strategy, Problems of research quality and an inability to answer research questions. Research limitation can be understood, planned for before research is conducted or can be anticipated. This became apparent during and after the research process.

At this stage there are a few threats that could hamper completion of this research. Whilst the study may attempt to be objective, it may be contaminated by subjectivity and bias by the officials of the City of Johannesburg, members of the communities and private investors. The following are some of the anticipated challenges that may impact on the study not being carried out properly or delay finalization of the research report:

3.6.1 Anticipated research limitations

The following limitations were anticipated in the course of the research and were mitigated as far as possible.

- Time management due to busy work schedule and commitments by both the researcher and the Supervisor

- Reluctance to be interviewed by key people in the identified departments and community groups
- Inability to interview critical role players within the systems due their busy schedule and short time allocated for the research i.e. Ward Councillors, Senior City of Johannesburg Officials and Investors.

In order to mitigate these challenges, a strict timetable, agreed to by both the researcher and the Supervisor will be developed. More time off will have to be provided to ensure that critical parts of the research such as interviews are completed. Role-players will be identified and communication with them will ensure they are made aware of the research and their selection to take part in responding to the questionnaire.

3.7 ETHICAL CONSIDERATIONS

All research has ethical dimensions. Researchers have a professional and moral obligation to be ethical during their research (Neuman, 2011). This research will be conducted with integrity, respect, honesty and in an ethical manner. All participants will be thoroughly briefed on the objective of conducting this kind of research and all information provided will be confidential. All data will be properly gathered and will be referenced. Acknowledgements of any other person that may assist in data gathering and interpretation processes will also be made.

3.8. LOGISTICS

The researcher works for the City of Johannesburg and resides within the Municipal boundaries. The researcher is employed as the Director in the Department of Urban Management, officially referred to as Citizen Relationship and Urban Management whose core business is to ensure that all City departments responsible for the provision of services to the communities within its boundaries are responding, and providing quality services. The researcher thus has existing relationships with many City

functions and can access them with ease. This will facilitate data collection and interviews with targeted groups without logistical challenges.

3.9 CONCLUSION

As a researcher, it is necessary to ensure that this research is conducted with ethics and sound academic principles being observed. The next chapter will be a detailed presentation of the research findings which would have been gathered through various research methodologies described above.

CHAPTER FOUR

PRESENTATION OF RESEARCH FINDINGS

4.1 BACKGROUND

The purpose of this research is to assess how bureaucracy impacts in the delivery of services within the City of Johannesburg. As discussed in chapter 1, the City of Johannesburg is one of South Africa's largest metro and is also known as the economic capital of the country. With service delivery becoming a dominant discourse in the public sphere, it is critical that an assessment of the state of services in one of the world's biggest city is assessed within the context of what is happening in other similar metropolis.

Chapter 3 described the various research methodologies to be applied in gathering data during this research, rationale behind their application and expected outcomes. This chapter will therefore be used to reflect on the number of participants used, their age groups, level of professionalism, and reason for them to be in Johannesburg, and detail presentation of the research findings. Chapter 5 will therefore be analytical in nature because this is where all data collected will be critically analysed within the context of this research's theoretical framework.

4.2 RESEARCH QUESTIONS AND METHODOLOGY

This research utilized both quantitative and qualitative data collection tools, but is rooted in a qualitative epistemological position that recognizes the importance of locating the research within a particular social, cultural, and historical context. It also takes seriously the social construction of these contexts and the identities participants construct within them.

Data collection methods consisted of the revision of existing literature, and interviews with various participants who either live, work or reside within the City of Johannesburg. Questionnaires and face-to-face interviews aimed at capturing participants' views and experiences were used (refer to Annexure 1). According to Leary (1995), there are distinct advantages in using a questionnaire vs. an interview methodology: questionnaires are less expensive and easier to administer than personal interviews; they lend themselves to group administration; and, they allow confidentiality to be assured. Robson (1993) indicates that mailed surveys are extremely efficient at providing information in a relatively brief time period at low cost to the researcher.

For these reasons, the researcher chose a descriptive research methodology and designed a questionnaire survey form which allowed participants to respond without intimidation and fear regarding their background, social status, quality and condition of service delivery in their area of residence, personal observations and make suggestions for improvement.

4.3 SAMPLING

Sample surveys are an important tool for collecting and analysing information from selected individuals. They are widely accepted as a key tool for conducting and applying basic social science research methodology (Neuman, 2011).

Sampling is, according to Mouton (2001), a process by which inference is drawn from the whole by examining a part. The purpose of sampling is to provide various types of statistical information of a quantitative nature about the whole by examining a few selected units. It is a scientific procedure of selecting those sampling units which would provide the

required estimates with associated margins of uncertainty, arising from examining only a part and not the whole.

The following are some of the sampling methods that can be used: Random sampling, systematic sampling, stratified sampling, convenience sampling, judgement sampling, quota sampling and snowball sampling. Sampling methods can be classified as either probability or non-probability. In probability samples, each member of the population has a known non-zero probability of being selected whereas in non-probability, members are selected from the population in some random manner. Probability sampling methods include random sampling, systematic sampling and stratified sampling.

This research addresses an issue which affects all people regardless of their socio-economic and political status. Service delivery, as has been demonstrated throughout this research is a dominant issue of concern in public discourse.
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4.4 SAMPLING METHOD APPLIED IN THIS RESEARCH

A combination of convenience and judgement sampling methods was used. According to Mouton (2011), convenience sampling is as the name implies, where the sample is selected because it is convenient. This approach is used in exploratory research where the researcher is interested in obtaining an inexpensive approximation of the truth. Judgemental sampling however is a common non-probability sample. The researcher selects the sample based on judgement (Neuman, 2011). This is usually an extension of convenience sampling.

Although service delivery affects the country in general, in this research participants were drawn from one City and seven regions, namely the City of Johannesburg. As an employee of the City of Johannesburg the

researcher wanted to apply a method that would help gain information regarding personal feelings, opinions, experiences and assumptions. Personal observation was also applied as was seen to be another method that could provide data suitable for critical comparative analysis of information gathered from participants and through literature reviews. Members of the communities, CoJ employees who are also residence within various regions within the CoJ, ward councillors, ward committee members, business owners, property owners and random users participated in the research.

Below is a statistical summary of the number of participants in the research, their gender, age group, level of professionalism and their opinions on various aspects of the research.

4.5 QUANTITATIVE REPORT: SUMMARY OF THE FINDINGS

It was imperative that all interviews are conducted with persons who reside within various regions within the City. This was to test if different areas are receiving different attention or experiencing better services all across the COJ departments compared to other areas. Thus assessing if the location where one resides does influence the response provided. The selection was also across individuals with various backgrounds i.e. professional employees, unemployed youth, ward committee members, ward councillors, residents representing wards outside the central business district (CDB). The interviewees were both males and females between the ages of 30 and 50. Below is a quantitative analysis of participants' background, gender, age, profession, positions as determined by their response to key questions asked followed by detailed presentation of responses received.

1. Number of people interviewed

Males	9
Females	6
TOTAL	15

Figure 1: Number of people interviewed

2. Age groups

20-30	4
30-40	5
40-50	6
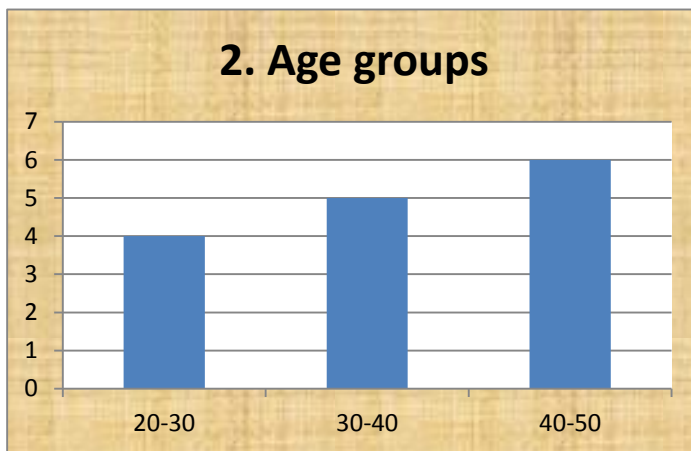
Figure 1: Age Groups

3. Regions represented by participants

A	2
B	2
C	3
D	2
E	2
F	4
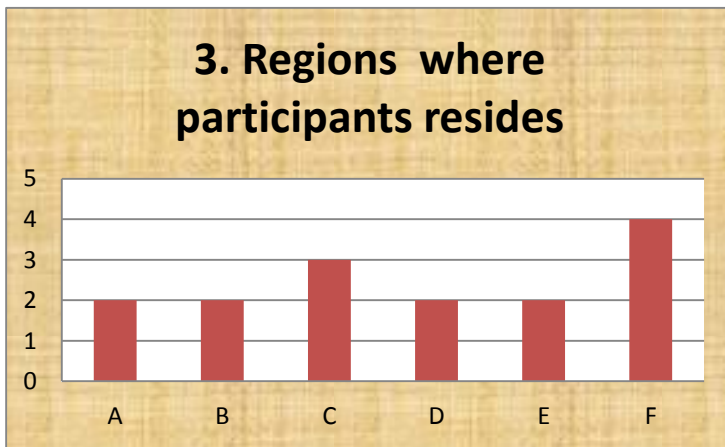
Figure 2: Regions where participants resides

4. Are there any Service delivery problems experienced in your area?

YES	NO
10	5

4. Are there any Sevice delivery problems experienced in you area

NO
33%

YES
67%

Figure 3: Are there any service delivery problems experienced in your area?

5. Does Bureaucracy affect service delivery in your area

YES	NO
15	0

5. Does Bureaucracy affect service delivery in your area

20

0

YES

NO
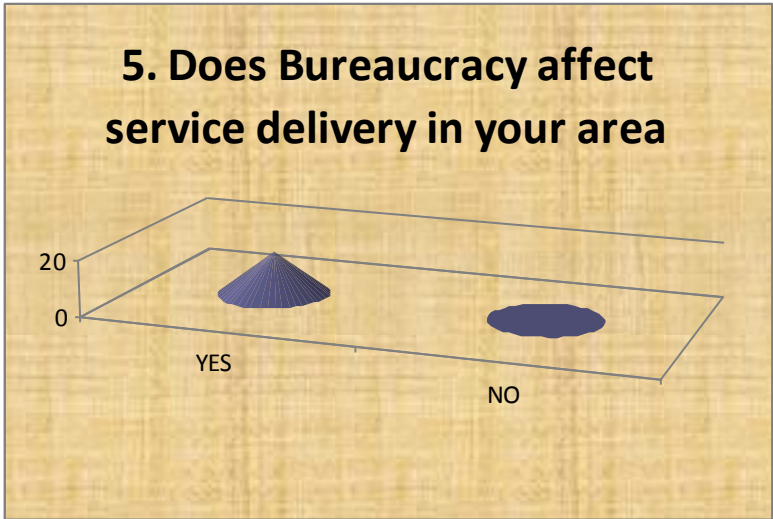
Figure 4: Do you believe that Leadership contributes to the service delivery problems in your area?

6. Do you believe that Leadership contributes to the Service delivery problems in your area?

YES   NO

15   0
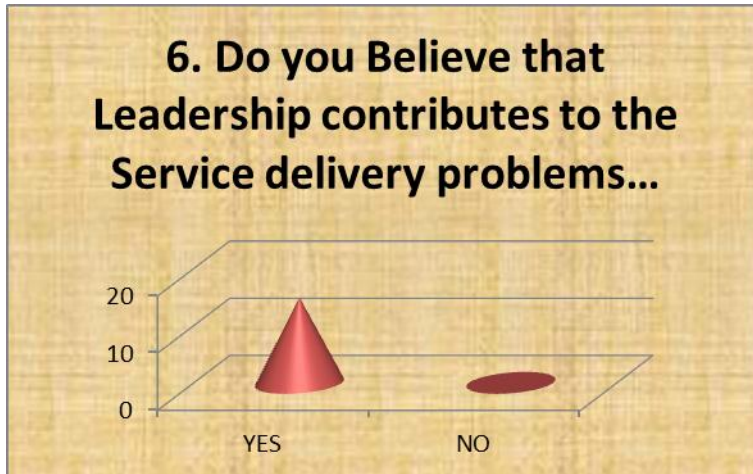
Figure 5: Do you believe that Leadership contributes to the service delivery problems?

7. Is it your belief that COJ will achieve its vision of Being a "world class African City"?

YES   NO   NOT SURE

12   1   2
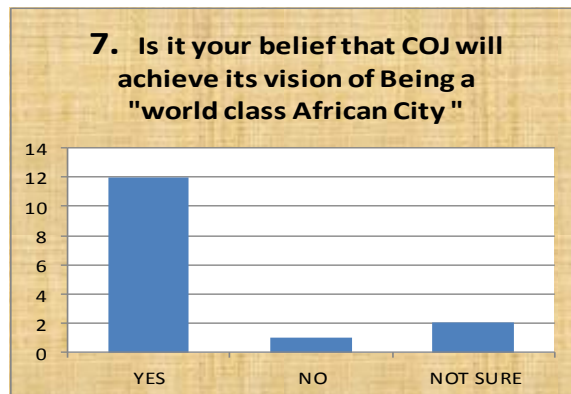
Figure 6: Is it your belief that COJ will achieve its vision of being a "world class African City"?

Below is a detailed presentation of participant's responses which supports the above statistical report.

4.6 SERVICE DELIVERY QUESTIONS

What does the word Service Delivery mean to you? How would you define the state of service delivery in your area of residence? Good or Bad? How would you describe your ideal place to live within the City of Johannesburg and why?

The understanding and expectation of what service delivery is was the same as expressed by all interviewees described. To them, service delivery refers to provision of basic necessities such as proper roads, clean suburbs, availability of clean water, and availability of public amenities to residents, easy access to public transport and safety and security for all residents.

Regarding their assessment of the levels of services being provided in their areas, their answers vary. This is due to the fact that some of them live in high-rise buildings in the CBD, others in residential complexes, gated communities, previously marginalised townships and suburbs. Provision of services in these areas seems to be different.

Those who reside outside the suburbs feel that their areas are not seen as a priority by the City, the people are forgotten, there is no urgency in cleaning up the area, removal of dumping, fixing of potholes. Basically there is lack of understanding by government on the type/kinds of services the community require leading to unequal, poor and discriminatory services in general. Joburg is a highly unequal city with a clear demarcation between communities with resources and those with very limited resources. People thus make choices where possible to reside in

areas where service provision is better such as Midrand, for example, as compared to Diepsloot.

Those who are working for the municipality and residing within the COJ said they have observed that much emphasis is put into certain areas and others ignored. "Resources are there but are put in other areas not mine, it is as if the resources are not there to be able to do the work" they said.

Public transport was one of the key deliveries that were highlighted. In some areas, interviewees felt that there is absolutely nothing except for the minibus taxis and limited Putco busses which are not safe for communities. "I prefer to live in an area where one can live, work, and shop and have recreational time all within a radius of approximately 10km radius. In that way you spend less time on the road and more time with the family and friends. It is like the "Toyota slogan" it means everything must be always. We shouldn't have gaps or outstanding service delivery in your area. Pothole, water burst, must be done immediately when there is a need without struggling to have it done."

Those living is the suburbs claim that the delivery of services in their areas in not too bad. The municipality is trying to achieve service delivery. They however feel that the City should be providing adequate and efficient, relevant services to the community at large and not to selective areas. They further allude to the fact that in their areas, they have active citizen, councillor participation, the area is previously political dispensing and wealth influenced. The service is of quality, there are also easily accessible amenities, all which are near the arterial routes and freeways.

The sentiment shared by all is that there need to have provision of services at a regular basis by the municipalities. Communities pay rates and taxes and therefore have an expectation which goes with the level of rates one pays. To demonstrate some of experiences in areas where they

felt certain basic services are not being provided for, they say that "a light pole falls and for a year is not replaced, potholes damage cars, children fall into manholes and grass is not cut after following all bureaucratic systems of reporting to city officials. At one stage there was an underground water leak in a certain area which was repaired, the repair has taken 5 months to complete. This they believe is as a result of poor communication by role-players and lack of skills by companies appointed to provide such service.

All interviewees describe their ideal place of residence as that where there is peace and harmony, services are delivered within the turnaround times, parks and public swimming pools erected and maintained. They want to live in areas where there are more schools provided by government, good public transport besides taxis. They believe that life is about the improvement of the services in the area where one lives, enjoyment of the community life, improved public infrastructure, clean city, reduction of grime and crime.

In your opinion, do you think service delivery protests are justified? If yes please elaborate why? Do you think there is any room for the City of Johannesburg to improve the delivery of services in your area?

The majority of the interviewees agreed to the fact that service delivery protests are justified. They all however agree that while people have constitutional rights to decent services, actions by protestors e.g. burning of schools are not condoned. The general feeling is because people have been living in bad conditions for too long and promises made with no results, living in informal settlements for too long, the bad state of roads, cleanliness of the areas, promises of public transport just never materialise, people have had enough and therefore can protest.

The majority believe that the only way to be heard is by demonstrating. The City of Johannesburg's services departments and Municipal entities (ME's) are viewed to be structured in a fashion that is not friendly to citizen complaint or service delivery complaints. To demonstrate this, a question is asked as to why is it that the City's walk-in centres are not opened outside of the normal office hours? The "pay first then complain" stance when it comes to disputed accounts, evident of the failed bureaucratic system is also seen as another sign of failure to put citizens' concerns first.

All interviewees however do not condone destroying the few resources already provided. Protesters are also viewed as opportunists who use "service delivery" to achieve other objectives than demanding basic services e.g. looting of shops, public violence, vandalism of state property etc. One cannot complain about service delivery and burn down the Councillors house, libraries, and community centres. What sense does this make? The interviewees all agree that if people are looking for change they must keep what they have and build on that instead of taking a step back. "I am against the destruction of private property and municipal infrastructure during service delivery marches" one interviewee said.

Regarding whether there is any chance for the City to improve, all interviewees agreed that there is room for improvement. With committed resources, dedicated staff from all municipal entities responsible for provision of basic services, the COJ can improve. Organisational structure can still be reviewed to ensure that the Municipal entities are part of the COJ for better management and control. Below are some of the direct answers given when asked the question:

- Yes, because what council presents is not what it provides. The IDP process is supposed to be bottom up instead it is a top down approach. Council decides what communities needs are without proper consultation.

- Yes. The turnaround times for basic services e.g. light, potholes etc. must be improved. Quality of work must improve
- There must be quality infrastructure and goods and services. You can provide but if not quality, it won't have long term impact
- Yes. Electricity needs influence protests. When there are issues with electricity the COJ come and cut lights even if people are being good citizens. This has in many instances links with protests witnessed
- Yes, they must sort out their billing crisis. People must stop building empires and work on the ground. No urban inspectors seen in the area or City officials monitoring the area.
- Yes, communities are not aware of the plans the City has for them and no one tells them of the projects planned for their areas. The City does not have good relationship with community organisations, staff and Councillors are not honest in the promises they provide to the people. If this could be done, the levels of protests will be reduced. e.g. at some point he was part of the delegation that went to a community meeting with a member of the Mayoral Committee (MMC) where community members were complaining about the provision of houses. Instead of sharing the City of Johannesburg's plan on housing development in the area, the Politician made promised which to date haven't been met.
- The constitution guarantees that we live equally and fairly and protected by the Bill of Rights and the citizens have the right to know why services are delivered poorly in a particular community. In cases where the government fails to provide appropriate accountability, community may revolt against the state. Protests only become unjustified when it involves elements of crime and grime.
- Yes there is room for improvement. The City can reduce unnecessary challenges by employing people who live within the vicinity of the area to do the work which will give them a sense of

ownership and belonging. The City must encourage community participation rather than providing for people without them doing anything for themselves. E.g. block leaders which could reduce costs for COJ and empower the community

- There is always room for improvement; however improvement should be a community focused process.

- Consult the residents, involve us in the IDP process, redress all the time, have a proper complaints management system in place

4.7 BUREAUCRACY QUESTIONS

This question around bureaucracy and how it impacts on the delivery of services within the COJ was key discourse for this research to meet its objective.

Have you heard of the term bureaucracy? If so, how do you define it in the context of its effects in the delivery of services in your area of residence?

All interviews did not hesitate to respond when asked about their knowledge and understanding of the term. They describe bureaucracy as processes which makes it difficult for officials to deliver basic services to residents due to too much red tape, long processes developed to acquire goods or service required, to address service delivery challenges, and too many reporting lines.

- Bureaucracy is further described as time consuming, labour intensive and process that weakens governance. "Red-tape" was the word used by many. Every municipal entity is said to want to be the king of his/her own castle, no one wants to be told what to do, too much power and do as they wish and not allowing the City to direct them. It is said to mean everything being governed by certain

people and one has to abide by the rules and regulations. Below are some direct quotes of what the interviewees said:

- "Red-tape and government is full of it even on small things, help desk, people centre not that friendly unless one make a big noise. People working there are maybe not qualified Yes, Longer processes that government go through before resolving problems"
- "Bureaucracy is the state that we entrust to deliver services to us, it is very "red tape" by nature characterized by delays and unresponsiveness"

Define your experiences in any of your engagement with the city of Johannesburg regarding provision of any form of services in your area? Would you say that bureaucracy affected the response you received? If so, please elaborate.

This question was meant to display personal experiences and allow the interviewees to openly express their feeling using practical examples. These are some of the varying responses received:

Interviewee 1

"I experienced it with Pikitup after my 240L bin was stolen. I reported it and was asked to pay for it. Pikitup failed to understand that the 240L bins are being stolen by people who are running their own businesses, collecting plastic bottles and items for recycling as the 240L with wheels makes it easier from them to transport goods to the recycling centres. Residents are then left without dustbins take their rubbish and dump on vacant stands or on street corners as most residents cannot afford to pay for replacement bins. Pikitup recently did a survey on the amount of bins each household has. This was mainly for billing purposes as billing is calculated on the amount of bins per household. She advised them to look at those who do not have bins due to theft instead of focussing on billing

only as this was the main cause of illegal dumping. Their response was that it is a policy and that people must pay for a replacement bin. Billing for one bin is standard on rates and service accounts even if you do not have a bin, you will be charged".

Interviewee 2

"I had recently. It was around a billing query. There was inadequate response, too many levels to approach. Each level sends it to the other and the response time/ feedback is too long. The problem is yet to be resolved.

Interviewee 3

"Although I work for the City of Johannesburg, as a resident I recently had first-hand experience of the effects bureaucracy has on communities in their quest to receive services. I had a water leak meter. The COJ policy says as a resident you can't touch a water meter. It was reported and 3 weeks later it was like a dam running on to the street. COJ still hadn't come to fix. I got desperate and got a private plumber to come fix the problem. After 4 weeks the COJ came only to find that through personal intervention and additional expenses, the problem was fixed already. The next thing the bill came back R110000 which I could not get resolved when normally I pay R400- R600. As an employee of COJ, assuming that I can manoeuvre through the systems, I went to the respective department to try and get it solved and still was forced to pay the full amount".

"I feel that the bureaucratic system has negative effect in the delivery of service, consequently affect residence financially because they are forced to pay for the service they never received. Regarding Procurement, as an official responsible for service delivery, the way in which the city is structured, the ME's not working ward based. Different offices are responsible for different areas are a problem. If you do not go to each

person you do not get the work done. Organisational structure if changed will, make work easier".

Interviewee 4

"Personally my bills comes on ad hoc basis, by emails or postal. Sometimes never receive regular statement and expected to make payment on time. When one is an employee for the City one gets response when one complains, that was before restructuring in Region F. Most recently, the help desk in regions F has become very difficult to work with. One must make time to go there are get statement. Electronic statement does not reflect correct information as well. It is problematic because it means inaccurate information is being captured".

"Bureaucracy does affect service delivery. People are very despondent; there is no room for staff or other employees to give their opinion. The response team takes their anger on to the public. When people need services, there are too many processes to be followed, reports needs to be written, run through various committees for approval, and sometimes rejected by politicians who are not even informed of what is happening on the ground. Processes take way too long".

Interviewee 5

"I haven't experienced its effect personally; however, as an official one can report potholes to the City's Johannesburg roads department, 3-4 months later, the problem remains. If ever resolved, the work is of such poor quality that it never lasts. Quality is compromised. B-BEEE companies not qualified to do work are hired".

Interviewee 6

"To put this into perspective, I recommend you try securing approval for termination of services to a building/house. City employees interfacing with

complaining residents seem not to be well versed on how to speedily resolve MoE billing or service delivery issues".

What would you suggest be done to address the effects of bureaucracy in the delivery of service in your area?

These are some suggestions made by various interviewees:

- Create ward-specific bi-monthly after hours municipal customer care centre open days, centres to be staffed by knowledgeable decision makers/heads of departments
- They need to assess the area and the difficulties being experienced before setting policies and procedures since not all areas are the same. Policies and procedures cannot be unilateral throughout all suburbs.
- Help desk should be an area where people can call and get more answers. More staff must be involved and calls related to local government must be improved. Private sector is getting involved (CID) but municipality must take the advantage
- Yes. Too many reporting levels and not every reporting level knew processes and system. So reduce reporting levels, locate responsibility and accountability at operational managers' level
- Put systems and processes in place that is quick and response and discourage/ more powers should be decentralised and be handed back to the Regional offices. This will help because Regions will have powers to decide what a priority without going is through all the bureaucratic systems that are not necessary.
- Processes and procedures which tend to delay the delivery of services will be thing of the past.
- Dismiss lazy officials.

Do you think the City is on its way to achieve its vision of creating a clean, liveable, and safe environment for its citizens, If not, why?

Interestingly, the responses to these questions vary across all interviewees. One interviewee broke his response down in this manner:

- Clean- yes, Liveable-no: The city is not making it affordable/attractive for ratepayers to want to live in Johannesburg. For many living in Johannesburg is a "grudge purchase" and the middle class subsidises townships and the wealthy, the city is doing very little with regards to restricting the growth of slums/informal settlements

- The City does not provide enough tax breaks for entrepreneurs or start-up businesses, the city seems not to sympathise with "job-creators"

- Antiquated bureaucratic municipal approval processes (does anyone know why the City does not have electronic copies of building plans?)

- Safe –not enough is being done

- The City penalises the private sector for trying to create safe and clean sections (consider current stance towards new CID applications)

- The City's Metro Police do not come to mind when one thinks "crime prevention".

While some believe that the COJ is trying very hard, they are not sure whether the vision will be achieved or not. They are sceptical and resort to waiting to see if the new proposed development like the corridors of freedom will bring any changes to the City. In some instances, other interviewees believe that the vision may be achieved in certain areas and not in their areas. Those working for the City of Joburg said they have witnessed contrasting results over the years while working in various

areas. However, they have confidence because there are plans, systems and turnaround strategies and one can see the visible difference on the ground.

Others argue that while the COJ is trying very hard, the culture of the people is very different in Region F in particular where people do not abide by the by-laws. It seems to be foreign nationals who are in transit and have no sense of ownership. Suburbs are still ok thus far. Suburbs should be encouraged to recycle. People want to do it and must be empowered".

There are those who have no confidence in the COJ at all. Their response was that of doubt. "As a person who is responsible for service delivery – there have been a lot of initiatives taken, e.g. Evictions of people from buildings, operation clean sweep, bye-law enforcement, multi-disciplinary service delivery operations, which has thus far yielded very little results. If these operations are stopped by the courts as witnessed most recently, the City of Johannesburg will not be able to achieve its 2014 vision.

To conclude, all interviewees felt that the COJ needs to take issues of service delivery seriously first, as this will curb the emerging culture where a month hardly goes by without protest in various parts of the city.

4.8 LEADERSHIP QUESTIONS

Leadership plays a critical role in any organisation to ensure that it is effective, have sufficient resources, skilled people who can lead, manage and control. In this case, leadership issues as will be reflected below were seen as a key factor contributing in the level in which services are delivered as observed and experienced by all interviewees. Below is a summary of responses provided when asked to reflect on leadership issues and their impact on the delivery of services by the City of Johannesburg Municipality?

What makes a good leader? And In your opinion, would you say that leadership plays any role in influencing the state of service delivery in your area? If so, please explain why you say so.

Interviewees describe a good leader in different ways. They describe him/her as a visionary, informed and have high levels of humility yet assertive. They further describe a good leader as someone who makes other people follow without forcing or begging them to. A person who understands the state of affairs researches the environment he/she is entrusted to manage and is bold in challenging bureaucracy in an effort to ensure that improved service delivery is achieved, they said.

They believe in leadership that is bolder and persistent in getting the resources required, is dedicated to the improvement of service delivery in the area and is bold enough to challenge some of the bureaucratic policies will go a long way to achieving better results in the area. A great leader is further defined as a person who should be authoritative, honest, reliable, and consistent and has the ability to delegate. "A leader is someone that is not corrupt, democratic and has a great way of talking to people. He or she doesn't let others or outside influences influence their ability to make decisions", they emphasize.

When asked to respond if they think leadership plays an important role in the provision of services in their area, they all agree without hesitation. "I believe it is the way in which one approaches people that will make them commit to do what you request them to" one interviewee said. People, who continuously work together with a team, not embarrass staff, develop people and create best ways of improving their performances. A person who has the ability to consult a team and recognise good performance is seen as a key leader who could bring change to his/her community.

Describe the kind of leadership you believe will impact positively in the provision of good services in your area.

A leader should be responsive and people-centric and have a vested interest in the area, someone who has more to gain: living there or growing up within the communities they serve. A person dedicated to the betterment of the residents and the improvement of service delivery challenges. Good leadership is said to dictate and promote good services, streamlines services and able to influence the provision and the quality of services provided. The kind of leadership that will ensure performance improves in which all Municipal entities' maintenance plans are adhered to e.g. roads, water leaks, electricity cables etc. are fixed when reported.

As a member of the Community, do you think you have a vital role to assist the City of Johannesburg to improve the delivery of services for its people? In your opinion, do you think ward councillors as community leaders are playing their role in bridging the gap between the city and its people?

The majority of the participants agree that citizen involvement is key in ensuring that council prioritises service delivery challenges in their respective areas. Participating provides community members with an opportunity to voice their concerns through legitimate structures. Most participant do get involved in community programmes meant to address socio-economic challenges over and above basic service delivery issues e.g. crime watch, home based care, feeding schemes.. "By actively participating in a ward committee meetings, inputting into council policies, documents and by voting, we empower ourselves and not depend on officials to inform us", they said.

In terms of ward councillor's active role, most of them although they haven't really interacted with the councillor, felt that they are not fully

playing their role in bridging the gap between council and communities. They should be doing this by reporting service delivery challenges, holding people in office accountable so that they do not become complaisant and forget their responsibilities as servants of the people. They should also be influencing budgets provision and projects in their wards. Political boundaries are seen to be a key influence in the prioritization of projects in the municipality. Most work is left for communities themselves although majority are paying rates and taxes which should be used to service their areas.

Below is an extract of some of the responses received when participants were asked about the role of councillors in their communities.

Do you think they (ward councillors) can play a much more vital role to assist the City in improving the delivery of services to its residence?

The following are some of the responses received:

- They are not and often are more interested in amassing wealth than delivering services to the people.
- They are foot soldiers and have to be at the coalface of service delivery; however they fail to play such.
- They need to capacitate and have the will power and be selfless.
- Yes/No. There are certain councillors who are truly involved with communities and others are only seen whilst campaigning and are never seen again. Where ward councillors are involved in communities one can see a remarkable difference in the state of service delivery of the ward.
- Yes, they have access to the City of Johannesburg management, but need to have accessible channels to senior officials who are

decision makers. They can take the plight of the people to more senior government officials.

- Partially, not all are involved which often give rise to strikes and create a disgruntled. They do not have a full understanding of the budgets and process. They are not sharing information.

- Yes. How? By having regular meetings with the communities, taking strategic community issues to Council, sharing reports and giving timeous feedback to the community.

- Not really. In the area the councillor is not even known. Councillors are only seen during elections and not any other time.

- Yes, they need to be more interactive with the communities, e.g. recycling; they must take more interests and lead activities in the area. They must encourage the communities.

- Yes, they are not given the opportunity to show their skills, quality and perform. Everything is logistics whereas politics and administration do not mix. There must be separation of the two.

- Yes, involvement of communities can improve service delivery.

- Minimal involvement means that community issues do not come out strongly and therefore won't be afforded the attention they need. Some councillors are illiterate and therefore can't communicate issues of concern by communities.

Do you think the City of Johannesburg has people with quality leadership to lead, direct and manage the improvement of services for its residence? And where there are leadership gaps, what do you think must be done to improve the situation?

This was one of the key questions to the participants. Regarding an opinion around the quality of leadership that currently exists within the City of Johannesburg and whether there is any hope for improvement, there were varying opinions provided by participants as explained below.

Participants who are not happy with the current leadership status strongly argued that they have observed that political appointments make up the top leadership and therefore do not necessarily possess the required skills and competencies to lead service delivery in the city. They believe that when this political appointee's term ends, there is no leadership skills transferred to the remaining team to enable them to strategically engage in day-to-day management issues. They advise that City of Johannesburg should place competent cadres into positions and discourage political-administrative interface in affairs of state. In simple terms, they conclude their argument by saying that there are good managers but not leaders.

Other participants are convinced that the current state of service delivery in the City of Johannesburg has nothing to do with leadership. They believe that there are certain regional directors who are close to the communities, councillors, and all stakeholders dedicated to serve and take the plight of the communities seriously. They are dedicated in their role to improve service delivery challenges for the communities in the areas they manage. "So far the leadership is good, addressing problems with a positive attitude is also a good way, when they had problems in the area, these leaders will approach ward councillors and through the intervention the problems get resolved", they said. There are people who always go out of their way to assist where there are service delivery problems and there are those who don't, they argue.

Where there is none-existent leadership or impartiality, participants made the following varying recommendations:

- Leaders must be taken to task, removed from office and replaced by leaders who have the improvement of service delivery as a priority.

- There should be more in-house training sessions with relevant leadership skills being taught. Key role players or identification of new leaders must be done and be skilled.
- Current leaders and their styles must be reviewed. If you have a good leadership style it should be replicated and be adopted.
- Fire them. They must be trained.
- Training, and open space for qualified people to do their work. The City is trying to do their best, but more can still be done. Leadership must recognise and come up with good management models to separate the too.
- There shouldn't be too much bureaucracy, red-tape. Departments should be centralised to make the delivery of services a lot easier.
- There shouldn't be the political divides.
- Yes, training must be provided
- Yes, maybe misplaced and need inter-personal skills
- Training must be done. Evaluate to check if they are doing what they have been trained to do.

Training and development of a pool of skilled leaders seem to be a consistent recommendation to the City of Johannesburg by all participants. There is a general feeling that current managers, if exposed to certain skills, could develop into great leaders which will enable the City of Johannesburg to achieve its vision of becoming a world class African City.

4.9 CONCLUSION

Guided by the above interviewee responses, the next chapter will focus on the key subject of this research; bureaucracy. Though they vary, the collective views of participants will be referred to for this research to ascertain whether bureaucracy does have any effect on the delivery of services within the City of Johannesburg.

CHAPTER FIVE

ANALYSIS OF THE RESEARCH FINDINGS AND DISCUSSION

5.1 BACKGROUND

Two decades after the advent of a democratic South Africa, the exuberance that marked the dawn of a new South Africa has been replaced by growing signs of despair regarding the inability of government to provide the services that the majority of the people waited for. According to Nengwekhulu (2009), whilst government has performed far better than the pre-1994 government, poverty, poor health services, acute shortage of housing and falling education standards still challenge the post-1994 government.

Within the public discourse shortage of skills by those in leadership at municipal level has been blamed for the slow pace of service delivery, poor quality of services being rendered. Whilst the shortage of skills does occupy a central position in the delivery of public service, skills shortage alone cannot however explain public service delivery inertia. Other factors such as corruption, nepotism, interference in the day to day management and administration of departments by political principals, such as ministers and MECs, the Weberian organizational structures of departments, etc. must also be considered (Nengwekhulu, 2009). As will be reflected in the discussion below, participants agreed that these issues must also be urgently addressed if the public service is to improve its public service delivery record.

This section will highlight some of the key themes that emerged during research and interviews with all participants. During the interviews, questions were divided into four sections. The first focusing on brief personal background of each participant, the second focused on understanding of the service delivery as a discourse and personal experiences, the third focused on the key issue of bureaucracy, general understanding, definition, general explanation with reference to personal experiences, and the fourth and last one being on leadership. Below is a general discussion guided by common understandings and experiences of participants.

5.2 MIGRATION AND ITS IMPACT ON SERVICE DELIVERY

During this research, it emerged that most if not all interviewed participants are migrants who are in Johannesburg from other parts of the country, mostly less developed rural areas of South Africa such as Limpopo, KwaZulu-Natal, Eastern Cape and some parts of Gauteng which are outside the boundaries of the City of Johannesburg. All of them are now in Johannesburg as residents, for work and to look for economic opportunities.

According to Hass (2010), as early as the 1950s a number of developmental issues emerged and have since swung back and forth like a pendulum. Most notable is the relationship between development, migration and urbanisation. The causes and effects of rural-urban migration in other countries in Asia, Europe and other parts of South Africa have been analyzed by many scholars to identify a relationship between migration and underdevelopment. Poverty, unemployment and natural hazards appear to be the main reasons for the rural exodus (Hass, 2010). In Bangladesh, the preference for moving to a large city is found to be determined by the urban bias in planning both by national and international authorities, and by the public amenities and resources

available in the urban areas. An analysis of the levels and trends in urbanization reveals the notable role of rural-urban migration in the rapid growth of the urban population. Most migrants are young, unmarried males of working age. A case study of migrants in Dhaka City illustrates the reasons for and consequences of migration. It is concluded that rural-urban migration is mainly a survival strategy of the rural poor (Mortuza, 1992)

In Johannesburg, migration was at its peak from the late 1800s towards the early 1900s when gold was first discovered. It is evident that the pattern of migrating from underdeveloped areas has continued into the twentieth century since all participants in this research were migrants who have moved from other provinces and have since settled in Johannesburg.

Although some are in professional employment and can afford to live in areas where service delivery challenges are less visible, the majority of them are as concerned about the state of services the same as those who are job seekers and are yet to find satisfaction in what they view as their right to live in a clean, safe and healthy environment within Johannesburg.

As argued by Gilbert (1996), it is clear that as large cities grow, community needs for ordinary services such as drinking water, sanitary services like refuse collections, functional sewerage systems, roads, housing, public transport, education and health become essential. Under-development in the rural areas seem to be a key a factor forcing people to move into the city such as Johannesburg in search of better lives.

With the exception of one or two participants, surprisingly, none of them seem to see any need for them to actively participate in community programmes and projects. They seem to be more concerned about what happens in their own space and choose to be observers rather than take up the responsibility of making sure that government works.

5.3 SERVICE DELIVERY

At present, millions of South Africans face severe challenges of accessing the basic services such as water, electricity, sanitation, houses according to McDonald and Page (2000). The democratic government faced many challenges with backlogs inherited from the apartheid administration. Unfortunately not all problems confronted by citizens today are as a result of historical factors. In what is referred to as a "crisis" of service delivery, Macdonald and Page (2000) in *Cost Recovery and the Crisis of Service Delivery in South Africa*, argues that most of these challenges are as a result of the pro-market policies adopted by the democratic government in 1994. This will be further discussed later in the body of this research.

During the process of conducting this research, it was apparent that the level and quality of services being delivered by the municipalities plays a critical role in the way in which communities view and judge if government is indeed meeting its obligation of creating liveable, clean, safe environment for all. Without limiting the findings to what participants said, it is clear that since 1994 there have been high expectations regarding what government's role is and what the rights of the community at large are.

As was expressed by participants, their understanding and expectations of what service delivery should be was the same. To the respondents, service delivery refers to the provision of basic services such as proper roads, clean suburbs, availability of clean water, and availability of public amenities to residents, easy access to public transport and safety and security for all residents.

Furthermore, it is clear that those that were previously marginalized prior to 1994 have much higher expectations than those whose lives have always being viewed as that of the privileged. It is unfortunate that those

living in previously marginalized areas still believe that there is no fairness or prioritization of service provision to areas where there are dire socio-economic challenges; instead, those who are living in well-serviced areas continue to get more relief from government e.g. improved public transport systems, public infrastructure upgrades, prompt response when it comes to repair and maintenance of public infrastructure. These feelings are demonstrated by the growing number of public protests which has become a day-to-day occurrence across the country.

The section below combines what has been observed by the researcher, views of other researchers and views of participants in response to the questions asked around the impact and effectiveness of public protest as a means to reach out to government to provide services to the communities.

5.3.1 PROTESTS VS CITIZEN ENGAGEMENTS

Since 2004, South Africa has witnessed an unprecedented wave of popular violent protests which has flowed across the country. With the recent service delivery protests the protesters explain that they took to the streets because there was no way for them to get to speak to government, let alone get government to listen to them (Idasa, 2011).

In the last three years (2011-2013), an increase in the number of communities who have turned to the Public Protector (PP) for assistance has been seen, with various issues including those of service delivery in their areas. According to South Africa's Public Protector Advocate Madonsela, engagement citizenship is an important pillar of our democracy. The public needs to inform itself on how government operates and to play a role in enforcing public accountability" (Voice of local Government, Issue 9: 18). During these protests, one of the key issues that always arise is that of corruption. In recent years, it has become

evident that abuse of power and mismanagement of funds meant for the delivery of services to the poor accounts to most of the reasons why protests are escalating. Many senior public officials across various municipalities in the country have been accused; some arrested, prosecuted and serve time in jail. Those that have managed to survive by not getting prosecuted are allowed to still serve and hold positions of leadership in government. This is a serious area of contention and centre of public provocation against government.

As a champion of ethics and morality in government, Madonsela believes that when public employees are found guilty of abusing state funds, the public should not blindly support these people. Further, an engaged citizenry is not likely to take to the streets, break things, burn things or throw things at people. The question then arises as to why is it that community members see public protests as the only way in which their objections to government's proposals can be heard? Why are they not exploring other methods or using existing platforms to lay their grievances than engaging in violent protests that has also resulted in loss of lives? Why it is that community members have lost confidence in government and how should government remedy this? Are public protests justified?

The majority of the interviewees agreed that service delivery protests are justified. They also agreed that although people have constitutional rights to decent services, violent actions by protestors, such as the burning of schools, libraries or councillors' houses cannot be condoned. The general feeling is that because people have been living in poor conditions for too long and repeated empty promises made with no results, living in informal settlements for too long, the bad state of roads, cleanliness of the areas, promises of public transport that never materialises, people are at their wits end and the only way to be heard or taken seriously is through drastic violent service delivery protests.

The City of Johannesburg has not been spared. Service delivery protests have recently been seen in areas such as Diepsloot, Zandspruit, Protea Glen, Kya Sands, Princess Crossing, and Orange Farm. All these protests, though influenced by different needs such as electricity, water, sanitation, housing, and crime, turned violent and resulted in the loss of millions of Rands due to damages to private and municipal properties. Most of the participants including those living in well-serviced areas, believe that the only way to be heard is by demonstrating. Furthermore, the City of Johannesburg's services departments and Municipal Entities (MEs) are considered to be structured in a manner that is not receptive to citizens' complaints.

To demonstrate this, a question is asked as to why it is that the City's walk-in centres are not opened outside of the normal office hours. The "pay-first-then-complain" stance in relation to disputed accounts is one indication of the failed bureaucratic system is also seen as another sign of failure to put citizens' concerns first. Participants felt that communities are not provided with any positive response when experiencing service delivery challenges. The current complaints management system is not effective efficient since it does not allow complainants to track and trace their complaints. Communications to relevant officials is a "dead end" exercise with no one taking the lead or accounting for any resolution communities seek.

As already mentioned, not all interviewees condone destroying the resources already provided. Protesters are also viewed by some as opportunists who use "service delivery" as a smokescreen to achieve vested interests other than demanding basic services, including the looting of shops, public violence, or vandalism of state property. One cannot complain about service delivery yet proceed to burn down the councillor's house, library, or community centre. The interviewees all agreed that if people are looking for change they must keep what they have and build on

that instead of taking a step back. "I am against the destruction of private property and municipal infrastructure during service delivery marches", as one interviewee explained. The City of Johannesburg is responding to these challenges in the following ways.

The current MMC for Environment and Infrastructure Services, Ms Matshidiso Mfikoe, who has served for 8 years as a member of the mayoral committee and is currently responsible for overseeing the delivery of services by all departments to the communities of the City of Johannesburg, recently said that she takes pleasure in seeing customers experience a service they never had before. Furthermore, she is most unhappy when she witnesses communities protesting about non-service delivery. "I take public protests personally and it makes me feel like I have let the public down (Johannesburg Metropolis annual meeting: July 16-19th 2013).

The portfolio she is responsible for is the second largest in the City of Johannesburg after Finance and holds most of the departments accountable for provision of basic services e.g. City Power, City Parks, Joburg Water, Environment and Infrastructure etc. With around 8200 employees in her department, consumption of 40% of the City's annual budget of R20 Billion allocated in 2013/2014 financial year, it will be fair for any resident within the city of Johannesburg to expect the best services in their areas.

MMC Mfikoe is responsible for chairing the newly created City of Johannesburg Visible Service Delivery Forum. She believes that the effectiveness of the service delivery strategies cannot be evaluated from an office without a proper review of the customer's experiences with service delivery on the ground. She does this by walking the streets with all management teams, key role-players representing all departments and

ensuring that the City takes responsibility and account to the communities at all times.

Regarding whether there is any chance for the City to improve, all interviewees agreed that there is room for improvement, and suggested that, with committed resources, dedicated staff from all municipal entities responsible for provision of basic services, the COJ can improve. Organizational structure can be further reviewed to ensure that the Municipal Entities are part of the COJ for better management and control.

5.3.2 Engaged active citizenry: The role of ward councillors

Community engagement remains one of the key priorities for the City of Johannesburg. Through various committees, Councillors, NGO's businesses and residents are allowed to voice their concerns and get their opinion on service provided by the City's various departments. Visible service delivery committee was created to ensure that there is an integrated approach to service delivery by 8 of the City's portfolios. This is also in line with the City's 2040 growth and development strategy which encourages active citizenry as has been alluded to by MMC Mfikoe. She further argued that she believes that site visits with communities should form part of the proactive culture within the departments and could be replicated in other areas as well (www.essentialmag.co.za: pp 92-93).

In this research, however, participants were not satisfied with the level of engagement the City has shown. Though they agreed that various platforms have been created for this engagement and that the City further committed to this in their 2040 Vision, most people feel that their issues are never attended to and therefore some choose to refrain from participating. The annual IDP process is meant to allow the public to voice their concerns, propose projects and be informed of the municipalities' plans is seen as just a window-dressing process. Thus communities

believe that government officials conduct these citizen engagement processes to impose their plans and do not communicate in good faith since it is evident on the ground that essential services are not provided for year after year after hosting such event.

Communication has been widely blamed by community members. They assert that government is failing to utilize existing community structures and organizations to reach out to people, creating a gap which, as observed in recent years, has resulted in protests, attacks on ward councillors, and burning of municipal infrastructure. With substantial investment already made in an attempt to ensure that these structures have necessary capacity and resources required for them to fulfil their envisaged roles as the voices of communities, government ought to start realizing that there is help available and start utilizing these resources.

Participants agreed that the City of Johannesburg is on the right path to achieve its vision. However, they made a number of recommendations regarding what should be changed to achieve this goal. To summarize, they believe that officials need to start practicing what they preach, improve on the turnaround time by delivering services according to the customer charter, and they should learn to revert to complainants with feedback, positive or negative. With issues of job scarcity at the heart of most communities' concerns, the City is encouraged to utilize local labour to render basic services such as grass cutting or street sweeping, instead of utilizing contractors. The Blockwatch approach to address safety and security issues is seen as the only way to restore control and reduce crime and grime. Furthermore, these partnerships are viewed as the only way in which dignity and a sense of ownership can be restored.

To conclude, participants agree that partnering with community members, NGOs, the private sector and any other voluntary structures in the delivery of services could be a step towards minimizing the effect current

bureaucratic systems are having in slowing the provision of services to communities.

The key question to ask is how bureaucracy impacts on the delivery of services within the COJ as experienced by research participants and other scholars. The section below discusses participants' personal experiences and recommendations to address the challenge.

5.4 BUREAUCRACY IN CONTEXT

As defined in chapter two, bureaucracy or what is widely referred to as "red-tape" is sometimes a hindrance to the City in its attempts to operate effectively. This sentiment was shared by participants who were part of the COJ's launch of its 2040 GDS. On 29th September 2012, at the GDS outreach, communities raised their concerns around bureaucracy and its effects. "We have noted that red tape and bureaucratic regulations inhibit economic growth" they said. In response, the Executive Mayor Parks Tau encouraged communities and officials to work together in putting systems in place to mitigate this.

During this research, all interviewees responded clearly when asked about their knowledge and understanding of the term bureaucracy. They describe it as processes which make it difficult for officials to deliver basic services to residents due to too much red tape, long processes developed to acquire goods or services required to address service delivery challenges, and too many reporting lines.

Bureaucracy in the literature review is further described as a time-consuming, labour-intensive and process that weakens governance. "Red-tape" was the word used by many. Every municipal entity is said to want to be the king of his/her own castle, no-one wants to be told what to do, having too much power and doing as they wish and not allowing the City

to direct them. It is said to mean everything from being governed by certain people and one has to abide by the rules and regulations. More detailed responses from the interviewees are as follows:

Most participants felt that bureaucracy is so bad in government that even when one wants a small thing to be achieved, one is faced with "red-tape". For example, help desk people-centred staff that are expected to be the face of the City are not friendly unless one complains. As one interviewee explained, "People working in these areas are seen to be either unqualified, lack understanding of what governments' role is versus communities' constitutional rights to receive services. There are longer processes that government goes through before resolving problems."

"Bureaucracy is the state that we entrust to deliver services to us, it is very "red tape" oriented by nature and characterized by delays and unresponsiveness", said one participant.

5.4.1 The effects of bureaucracy on the delivery of services

According to Jones (1981) recent urban decay policies have documented the connection between procedurally natural bureaucratic decision rules and the distribution of urban public service. These rules he said were adopted to deal with repetitive tasks which urban public service bureaucracies must perform in making services available to citizens, had unintended consequence of determining what groups and neighborhoods received what level of services. Geographically based intermediary groups in cities, primarily the political party structure and community groups can potentially affect the distribution of public services to neighborhoods in three ways, as Jones (1981) explains. Firstly, they can stimulate citizen demand for services, which urban bureaucracies transform into outputs; more demands yield more services. Second, urban service agencies may grant special consideration to demands mediated by the intermediary

structures, producing more output per demand for mediated demands. Finally, parties and groups may intervene in neighborhoods to co-produce services, gaining more impact from agency efforts than in neighborhoods not represented by strong intermediary structures (Jones, 1981).

It is arguable that most middle and upper class citizens would not consider taking to the streets to voice their anger, but this does not indicate that serious problems do not exist in some of South Africa's more affluent suburbs. Many of these suburbs are characterised by some degree of neglect. As already stated, lack of service delivery continues to challenge South Africa and it was recently reported that there is a service delivery protest every second day.

Concerns about the state of service delivery are not only affecting communities, but also those who are in business such as estate agents trying to sell properties in various highly affected areas across the country.

In her article titled, *"Service delivery woes continues"*, published in the property magazine called Real Estate Shenanigans, Lea Jacobs (March/April: 2013) takes an in-depth look at this challenge. She argues that there are a growing number of areas that are experiencing poor service delivery in the country, making it very difficult for agents to operate and run a profitable business. Potholes on roads, unkempt verges infested with weeds, rubbish not collected on a regular basis, all add to a poor sales environment. Selling properties in areas such as these can be difficult since no-one wants to live in a slum and would not pay to live in a degraded area.

In the same article, Dr Andrew Golding, chief executive officer of Pam Golding Properties Group argues that there is a direct correlation between perceived lack of service delivery in a particular area and the desirability of property there, and as a consequence, sales. In conclusion, they both

argue that part of being a professional and competent agent in today's world is to be integrally involved in the community in which they operate and, generally speaking, live. These they view as the only way in which they can add value, not only in their work but in creating a clean, liveable environment for their communities.[7]

The views of the general members of the public are important, and when asked to define their experiences, participants did not hesitate to elaborate, using personal experiences and concluding that bureaucracy does have a lot to do with the way in which their quest for the provision of service was responded to by officials within the COJ. Their issues varied from a billing crisis, where, as residents, they are billed incorrectly, and even with consultations and submission of proof of payments their issues never get resolved, long process regarding the prioritization of projects that would improve their lives, and provision of basic services such as grass cutting, repairing traffic lights and potholes is not adequate.

Corruption is the second causal factor as was also recognized by the National Planning Commission, which acknowledged that one of the biggest obstacles to this problem is the lack of political will. It explicitly states that unless those who have been corrupt are dealt with efficiently and transparently, regardless of their political connections, state anti-corruption initiatives will never gain the legitimacy they need to succeed. Consequently, service delivery will never improve. It will also be very difficult to develop an institutional culture within the civil service that challenges and exposes corruption.

During this research, procurement processes were not spared in these engagements. Most participants, especially those who are residents and

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[7] Real Estate Shenanigans, (March/April 2013). PA Group Advertising Joint Venture, Woodstock Cape Town, RSA

also work for the City for Johannesburg feel that the City's procurement system is at the heart of what the public feel. They confidently state that the systems are so bureaucratic that even internally, one fails to understand why such systems are put in place since it is clear that they are a hindrance to the delivery of services. Those working for the City of Johannesburg bring up their conclusion to existing procurement processes. They feel that current processes are bureaucratic in nature because of the amount of what they view as necessary paper work one needs to fill in order to comply with supply chain management policies. From a requisition to purchase office stationery and tools to enhance service delivery, this process is seen as a delaying mechanism which is problematic for a city that aims to achieve world class African status.

The introduction of the SAP system three years ago might have assisted the City to monitor and manage transactions. However, the number of people involved, from capturing, authorising and releasing payments is too onerous, consequently impacting negatively in the delivery of service by all departments across the COJ. This has led to frustrations, unnecessary delays and to some degree confrontation between officials, councillors and communities when patience is lost.

This is a case in point, as experienced by one participant; "Although I work for the City of Johannesburg, as a resident I recently had first-hand experience of the effects bureaucracy has on communities in their quest to receive services. I had a water leak meter. The COJ policy says as a resident you can't touch a water meter. It was reported and three weeks later it was like a dam running on to the street. COJ still hadn't come to fix. I got desperate and got a private plumber to come fix the problem. After four weeks the COJ came only to find that through personal intervention and additional expenses, the problem was fixed already. The next thing the bill came back R110, 000 which I could not get resolved when normally I pay R400-R600. As an employee of COJ, assuming that I can

manoeuvre through the systems, I went to the respective department to try and get it solved and still was forced to pay the full amount", the participant added.

"I feel that the bureaucratic system has a negative effect in the delivery of service, consequently affect residents financially because they are forced to pay for the service they never received. As an official responsible for service delivery, the way in which the city is structured, the MEs are not working ward-based as done in the regions. Different offices are responsible for different areas which is a problem. If you do not go to each person in the chain you do not get the work done. Organizational structure if changed will make work easier", another participant said.

Participants did not avoid making their own recommendations. They believe that the City of Johannesburg should have to review its systems, and policies to guarantee customer satisfaction. These are a few suggestions made by various interviewees:

- The City should create ward-specific bi-monthly after hours municipal customer care centre open days, centres to be staffed by knowledgeable decision makers/heads of departments.
- They need to assess the area and the difficulties being experienced before setting policies and procedures since not all areas are the same. Policies and procedures cannot be unilateral throughout all suburbs.
- Help desks should be at an area where people can call and get more answers. More staff must be involved and calls related to local government must be improved. Private sector is getting involved (CID) but municipality must take the lead.

- There are too many reporting levels and not every reporting level knows the processes and systems. The City should reduce

reporting levels, locate responsibility and accountability at operational managers' level

- The City must put systems and processes in place that is quick and responsive; more powers should be decentralised and be handed back to the Regional offices. This will help because Regions will have powers to decide what a priority without going through unnecessary bureaucratic systems.

To conclude, there is a general consensus that if these recommendations are applied, processes and procedures which tend to delay the delivery of services will be a thing of the past.

5.5 LEADERSHIP: DISCUSSION WITHIN THE THEORATICAL FRAMEWORK

The HSRC social attitudes survey conducted in 2003 revealed that South Africans do not trust local government (HSRC, 2003). The general feeling in the main areas of concern were that leadership lacks responsiveness to issues of concern by communities; they are incompetent, prone to corruption and with a high degree of disregard for the communities. Political analysts, government advisors and the majority of the population believe that drastic changes need to be taken to ensure progress of reversing the imbalances of the past by government.

JP Kotter (1996, 2001) developed a list of factors that he believes lead to successful changes, and those that lead to failure in an organization. His comparative analysis of management and leadership is widely used by many scholars and change management agents to illustrate a distinction between the two functions and how they can enhance organizational performance.

According to Kotter (1996), the role of leaders is to prepare organizations for change and help them cope as they struggle through it. Furthermore,

he asserts that leadership is different from management, but not for reasons most people think. These are two distinctive and complementary systems of action with each having its own activities and characteristics. Both are necessary for success in an increasingly complex and volatile business environment. In simple terms, management is about coping with complexity while leadership, by contrast, is about coping with change.

Additionally, Kotter (2000) asserts that Management involves planning and budgeting while Leadership involves setting direction. Management involves organizing and staffing while Leadership involves aligning people. Management provides control and solves problems while Leadership provides motivation. In summary, Management is about planning, organizing and controlling whereas leadership is about directing, alignment and motivation of people to do their best in the business they are in. Regarding the status in South Africa, an important question is whether the necessary qualified people are available to lead government in delivering on its obligation of service to the people.

In South Africa, the policies of affirmative action have not been accepted by all South Africans. Some believe that affirmative action has taken the country backwards by placing people with little or no experience to lead government to achieve its objectives. Cadre deployment and the corporate ethics in the civil service has been widely blamed for leadership challenges, not just in local government but also at National and Provincial levels.

Professor Adam Habib, Vice Chancellor for the University of the Witwatersrand, recently argued that as a country, affirmative action alone cannot be blamed for the state of public service (Habib, 2013) and this policy, coupled with conservative macroeconomic policies and the creep of corporate principles into the public service, has generated the current state of affairs. "Any transfer of skills and capacity involves two distinct

processes: training and mentorship" states Habib. "The adoption of the Growth, Employment and Redistribution Strategy (GEAR) circumvented this. GEAR required cuts in state expenditure and a reduction in the numbers of state employees at the very moment at which the state had to be demographically transformed."

Habib further suggests that after 1994, as black staff were being recruited to the civil service, mostly white incumbents were being allowed and even encouraged to leave. This action sabotaged the skills-transfer process. The very people who could have played the role of mentors were no longer in the public service and black recruits, particularly newly qualified young graduates, were set up for failure as they entered the public service (Habib, 2013).

The recent development and adoption of the National Development Plan (NDP) by the Planning Commission recognizes the problem of skills gaps in municipal leadership, but does not comprehensively address the challenge posed by the conflict between appointing a civil service only on merit and one that is demographically representative (NDP, 2011). These goals are not mutually exclusive, but are in tension, at least temporarily, in a society where skill sets remain largely racially defined as a result of the past segregated education.

Deploying cadres as already asserted has further aggravated the situation, which has led the African National Congress (ANC) to establishing a committee to manage the deployment of cadres to the public service. While deployment happens in all countries, including democracies, and is permissible when confined to political appointments (ministers, deputy ministers) and the most senior levels of the public service (directors-general), in South Africa more recently the deployment of cadres has extended across the entire apparatus of the state. Not only is the public service now burdened with employees who have severe deficiencies in

their leadership skills sets, but there are also too many individuals working for the state for other ends, including the procurement of state tenders. This has gone hand-in-hand with spreading corruption.

Leadership establishes direction by creating a vision, clarifying the big picture of the organisation and setting strategic goals. A good leader is further defined as one who aligns people, communicates goals, seek commitments from their team, and build teams and coalitions. A great leader is expected to motivate and inspire their teams. A good leader should inspire and energise the team to do more, empower subordinates and satisfy needs. These, according to Kotter, are the qualities that make a great leader in any organisation (Kotter, 1995; 1996; 2001). Leadership produces change and movement. It is thus important to assess the extent to which plans may be in place to address these issues of leadership in local government.

5.5.1 Current government action: Towards finding a solution

SALGA has recently undertaken an initiative aimed at investigating the feasibility of establishing a leadership academy which will ensure that the country has a good pool of adequately skilled and properly prepared leaders ready to take control and lead struggling municipalities into becoming exemplary service delivery agents. In his article; *Proposed Leadership Academy: supporting senior leadership to improve service delivery*, Weidemann (2013) suggests that in the public sector there are many and varied institutional and transformational issues that are encountered in the local government environment requiring strong and innovative leaders (Voice of Local Government, Issue 9: pp77-79).

This initiative is supported by other government departments such as the Department of Cooperative Governance and Traditional Affairs (CoGTA), the Local Government Sector Education Training Authority (LGSETA), and

the Department of Public Service and administration (DPSA). The target goes beyond just officials, but members of the Mayoral committees (MMCs), Councillors and section 54A and section 56 managers who are critical to the success of citizens having their constitutional rights realized. There are three critical aims that lie behind the establishment of the leadership academy. The first aim is to build a strong local leadership cadre, one which will have the capacity to manage and maintain competent municipalities and their entities, and to deliver effective services at a community level. The second is to provide local government elected officials, municipal managers, senior managers, emerging leaders and specialists with comprehensive, timely and dedicated skills and leadership development opportunities. These skills will continue to be developed throughout their term of office/employment in the interest of improving governance at a local level and should remain relevant beyond the term of office of elected officials so as to empower them for future employment opportunities. Thirdly, the Academy will offer the best programmes, support staff and learning materials, via a well-co-ordinated, cohesive and sustainable development drive, to fully promote the various basic, technical and leadership needs of municipal members countrywide (Weidemann, 2013). A key question in this regard is whether the City of Johannesburg is willing to embrace change management processes that will ensure that there is improvement of performance by the organisation under the current leadership.

Kotter (1996) proposes an eight-step model for change, and observes that if implemented properly this can yield powerful and successful results. These steps are not just suitable for business institutions, but also for government and any other private organisation. Kotter asserts that, in most cases, leaders are aware that for the organisation to improve, change needs to take place. However, there is always reluctance because people do not know how to commence the work, who to involve and how to implement. It is for these reasons that Kotter introduces the Eight Steps

change process. These steps are relevant to this research since we are dealing with a municipality which is the country's economic hub with potential to attract global investments and is a key driver of the economy of the country.

Step 1: Create urgency

Kotter believes that for change to happen, it would help if the whole company really wants it. Developing a sense of urgency around the need for change may help spark the initial motivation to get things moving.

Step 2: Form a powerful coalition

People need to be convinced that change is necessary. This action requires strong leadership and visible support from key people in the organization. Managing change is not good enough, according to Kotter; leading it is key. Bringing together coalitions, teams of influential people whose power comes from a variety of sources, including job title, status, expertise and political will is therefore required to lead a successful change.

Step 3: Create a vision for change

Kotter (2000) asserts that when one starts thinking about change, one has to choose from many ideas and solutions that come around. These concepts need to be linked with the overall vision that people can grasp easily and remember. A clear vision can help everyone understand. When people see what the leader is trying to achieve, then the directives they are given tend to make more sense.

Step 4: Communicate the Vision

As far as Kotter (2000) is concerned, what one does with the vision after it is created will determine its success. Frequently and powerfully communicating the vision on a daily basis is therefore critical for success.

When the vision is kept fresh in everyone's minds, they remember it and respond to it more readily.

Step 5: Remove obstacles

If one follows this change management steps as proposed by Kotter (2000), one talks about the vision and elicits buy-in from all levels of the organization. The next step is to put in place change management structures and continually check for obstacles or barriers and remove them. To empower people one should execute the vision and this can help in forcing change.

Step 6: Create short-term wins

When dealing with organizations that have experienced a lot of challenges, nothing motivates one more that sharing successes early in the implementation phase. Create short-term targets and not just long-term goals. Sharing successes of the change process should be done within a few months or a year depending on the type of change one is implementing. The results should be visible to staff. Without this, Kotter suggests that critics and negative thinkers might undermine any progress made.

Step 7: Build on the change

Kotter (2000) argues that many change projects fail because victory is declared too early. Quick wins are only the beginning of what needs to be done to achieve long-term change. Real change runs deep.

Step 8: Anchor the changes in corporate culture

Finally, to make any change stick, it should become part of the core of the organization. The corporate culture often determines what gets done, so the values behind the vision must show in the organization's day-to-day work.

Potential benefits to the City of Johannesburg in implementing these interventions should be assessed.

5.5.2 Good governance

Good governance is an indeterminate term used in international development literature to describe how public institutions conduct public affairs and manage public resources. Governance is, "the process of decision-making and the process by which decisions are implemented or not implemented". The term 'governance' can apply to corporate, international, national and local government or to the interactions between other sectors of society.

The concept of "good governance" often emerges as a model to compare ineffective economies or political bodies with viable economies and political bodies. The concept centers on the responsibility of governments and governing bodies to meet the needs of the masses as opposed to select groups in society. Because the governments treated in the contemporary world as most "successful" are often liberal democratic states concentrated in Europe and the Americas, those countries' institutions often set the standards by which to compare other states' institutions when talking about governance. Because the term good governance can be focused on any one form of governance, aid organizations and the authorities of developed countries often will focus the meaning of good governance to a set of requirements that conform to the organization's agenda, making "good governance" imply many different things in many different contexts.

During the implementation of the City of Johannesburg's Growth and Development strategy (GDS), many policy experts raised their concerns around governance in the City. They suggested that public participation is vital and permanent monitors should be appointed. Thus the city should

involve the public in decision-making (August 30, 2012). The group further argued for a transparent governance model which would ensure residents were aligned with planning processes and were included in decision-making. These, they believe, will also pre-empt service delivery protests and other unforeseen unpleasant incidents. Participants in the launch also advised the City of Johannesburg to examine its public participation process, so as to identify shortfalls *(COJ GDS launch: August 30, 2012)*.

Relationships between local government, national and provincial departments are also critical. The incoherence that currently exists must be addressed. According to Habib (2013), boundaries between spheres of government, and the lack of clarity in the lines of authority between them, are a serious impediment to the efficient functioning of the civil service. It is worth noting that the lack of housing is one of the major causes of local protests. Housing is, however, a provincial and national responsibility, but municipal authorities are almost always the ones targeted in housing protests. This fact, together with daily examples of piecemeal planning (where, for instance, housing infrastructure is co-ordinated by provincial government without proper attention being given to the necessary water, electricity, sanitation and waste-removal infrastructure, all of which is managed by municipal authorities) suggests that there is a serious need for clarification in the roles and responsibilities of the various structures and spheres of government.

Furthermore, the way in which government responds to public protest is said to be indicative of the gap in civil education. "Some of the protests highlight underperformance, not signal a crisis as always viewed by many, rather they were politically motivated", Ndyetana, the ambassador for Governance Week in the GDS 2040 outreach, argued. He further stated that if he was in a municipality, he would rather have protests than not have services at all, regardless of whatever nature they may be or what might the cause behind them might be, because in a democratic society,

protests are one way through which citizens express and reflect their plight".

Ndyetana advised the City of Johannesburg leadership to strive to understand things for what they are and not impose. Lack of public participation in council matters has created expectations that could not be met or had missed some of the local nuances. "It's about localizing the message and taking ownership; that's why we have local government", he said. The failure to deliver was not merely a reflection of a complacent authority but also a reflection of a dispirited citizenry. "It becomes a joint responsibility. The success of the GDS will depend on the extent to which it can mobilize communities". He further asserts that civic participation had been marginalized and there were low levels of civic activism, observing that, "You have to say something and be active, otherwise, in the absence of active citizenry, we are doomed".

Outsourcing of government functions to consultants has also been blamed for what has been viewed as "shabby service delivery". During this research, participants highlighted that in many instances when services are provided, these are of such low quality that if it is a pothole, for example, within a week it would be back. This they believe is because of government outsourcing its functions to unqualified, inexperienced contractors who just want to make money. Miranda and Lemer (1995) argues that if there exists an idea common to both privatization theory and evidence, it is that a simple transfer of a service from a public monopoly to a private one is unlikely to yield improvements in either service quality or cost.

Does zero redundancy in service delivery then promote optimal efficiency as many reform efforts contend? Using data from a large sample of cities, Miranda and Lerner (1995) further demonstrates that service delivery arrangements that mix private or non-profit sector production with some in-

house government production are generally cost-effective. In some instances, such arrangements may be more cost-effective than exclusive production by the private sector alone.

As a result of the robust debate that took place during the COJ GDS 2040 consultation forum, the leadership and top officials of the City of Johannesburg made an undertaking to increase levels of accountability as far as service delivery and other important municipal-related issues were concerned. The commitment was made at an extraordinary stakeholder engagement session in Sandton hosted by the City's high-level administrative team. Among the stakeholders at the meeting, where the 2011-2012 financial report was tabled, were representatives of the business fraternity.

All facets of the City and its well-being are articulated in the Growth and Development Strategy 2040 (GDS 2040). The City of Johannesburg has four pillars with which to gauge progress on a daily basis –economic growth, good governance, sustainable services, and human and social development. "We, as the political leadership of the city, are very confident that we have taken a solid stand for future success," said Member of the Mayoral Committee for Finance Clr Geoffrey Makhubo.

Makhubo was part of the city's high-powered team consisting of top officials, namely City Manager Trevor Fowler, Treasurer Khomotso Letsatsi, acting Chief Financial Officer Quinton Green and Chief Operations Officer Gerald Dumas. Makhubo said the City sought to elevate service delivery to a higher plane because, "it is important to us". Also not negotiable were the GDS 2040 to inform the work and the provision of services such as proper billing and other customer satisfaction-related challenges. "We've got a solid city that will achieve its objectives. Johannesburg is by far the biggest city in the country. Even the

Auditor-General seems to be tougher with us than any other municipality in South Africa because we are trendsetters," said Makhubo.

In a move which demonstrates leadership, MMC Makhubo conceded that there were some "lows and highs" in the 2011-2012 annual financial report. He said "certain things" were identified by the Auditor-General, but rather than see them as negatives, the leadership must learn crucial lessons from them in order to build a solid world-class African city. As the head of COJ administration, Trevor Fowler focused mainly on the way forward. "We are taking the City on a new trajectory, with emphasis on the eradication of poverty, building a growing and inclusive economy and promoting social inclusion through support of enablement and good governance," said Fowler.

He said the city's massive structural investment - including the Bus Rapid Transit (BRT) system and general road construction - was beginning to yield positive results. For example, an increasing number of people were now using this new mode of transport. Fowler said the 2010 World Cup was hosted in South Africa at the height of the global economic meltdown. "We spent R3 billon of our own resources on the World Cup and we took a knock as a result. But there's since been a recovery. We now have a surplus of R4,6 billion," said Fowler.

To conclude this chapter, the questions one should ask are the following: How does the City of Johannesburg move forward towards creating an environment that is clean, safe, liveable, and sustainable both economically and socially? Is the current leadership up to the task? Are there any alternative ways to improve the delivery of services within the City of Johannesburg?

5.5.3 General conclusion: Alternative service delivery

As policy-makers realize that the constraints as a result of traditional bureaucratic government structures impedes service delivery, alternative ways of restructuring service delivery are being sourced (Peters, 2000). This phenomenon of "unbundling bureaucracy" is commonly referred to as ASA arrangement (Wilkins, 2003). This process focuses on a creative and dynamic process of public sector restructuring that improves the delivery of services to clients by sharing governance functions with individuals, community groups and other government entities. Arrangements can range from very basic reorganization to more extreme options such as privatization.

The past quarter of the financial year 2012-2013, municipalities have worked hard at improving service delivery in their respective communities. Various projects were implemented, aimed at uplifting community environments and sustainable development (Voice of Local Government, Issue 9: p32).

The service delivery problem is not just about corruption and lack of skills. A further factor associated with dysfunctional public institutions is lack of adequate resources and the institutional crises that this engenders. This might seem surprising, given that conventional wisdom suggests resources are not the problem. After all, many departments regularly fail to spend their allocated resources and the state has run a surplus over years. But failure to spend departmental budgets should not automatically lead to the conclusion that there is adequate resourcing, especially in public institutions that suffer from dramatic levels of understaffing. Rather, the surpluses generated by the state in earlier years, or the small deficits they hope to achieve in years to come, may actually be symptoms of a lack of capacity.

To understand and tackle the capacity deficit, it is necessary to look beyond the popular conservative view that it is simply a product of cadre deployment and affirmative action run amok. Rather, a complex array of factors feed into the problem and the net outcome has been a service-delivery crisis that not only compromises the image of the state, but subverts its inclusive development aspirations.

Finally, it is important to note that some services will not be provided within the foreseeable future because of resource constraints, because the public expectations always surpass national resources. More important is the fact that some of the expectations cannot be achieved within the contours of a capitalist society such as South Africa, for socialist demands are not compatible with the logic and the laws that govern the essence and notion of capitalism. Improving public service delivery records will therefore require a multifaceted approach, since improving skills alone will not necessarily lead to improvement in the performance of the public service.

CHAPTER SIX

SUMMARY AND CONCLUSIONS

6.1 SUMMARY

It is evident that poor governance and service delivery remain an overwhelming challenge in most municipalities in South Africa. Major concerns of corruption, institutional capacity constraints mostly relating to availability of appropriate skills and staff, lack of transparency, and dysfunctional ward committees still dominate public discourse. Lack of accountability by councillors and municipal officials, lack of public participation in issues of governance, failure to comply with municipal legislation and other by-laws, failure to prioritize community needs, and IDP and budgeting processes misaligned, tensions between the political and administrative sections of the municipalities, and weak financial viability of the municipalities, amongst many other issues, contribute significantly to poor delivery of services in the Municipality (Idasa, 2010).

There is an urgent need for local government transformation in South Africa. The question is how the state can improve service delivery in the future. Much has been said about apartheid segregation policies adopted by the new South Africa in 1994 after democracy. Are current policies enhancing the delivery of services or are they thwarting it at the core? Are operational strategies and implementation processes being followed accordingly? What are the roles of the organizational processes and institutional politics? How do they impact on the state's mission of improving services at COJ, or are they being applied at all?

Throughout this research, it became apparent that there is a much that needs to be done by government, officials, ward councillors, community leaders and the general public to resolve the challenges and avert the public protest and violence that seem to accompany this new form of reaching out to government. Most recent violence protests recorded in Gauteng were seen in Bekkersdal, Protea Glen, Diepsloot, Zandspruit, and Lenasia. Unfortunately these protests turned violent and infrastructure damages and losses cost millions of Rands. Although the protests are organised under the service delivery theme, the majority of these grievances are influenced by the need for houses, electrification of completed houses non-supply of basic services such as water and sewerage, and incomplete housing projects. In concluding this research, a number of questions asked during this research are highlighted below:

- Do service delivery protests have lasting results as anticipated?
- Are there alternative ways or best tactics communities can use to raise their concerns without embarking on unauthorised protests?
- Are Councillors the right people to account for poor service in their areas?
- What authority do they have to direct, lead and influence municipal officials to prioritise service delivery projects in their wards?
- Are they even fit to lead?
- Is government ever going to take action against those found to have let communities down by not doing their work?
- Why is government responding to protesters with violence?
- Is leadership really a problem that government should be concerned about in order to bring about change and improve communities' lives?

According to Kotter (1990), the central function of leadership is to produce change and movement. Management is about seeking order and stability; leadership is about seeking adaptive and constructive change. He

believes that both management and leadership are essential for organizational success (Northouse, 2007). The public view during this research is that not all hope is lost within the City of Johannesburg. Participants, though concerned about the state of things, were also optimistic and believe that the vision of achieving a world class African status may take longer to be achieved, but eventually will be realised.

6.2 CONCLUSION

The majority of the interviewees believe that government officials are arrogant; councillors are not equipped or capacitated to address their issues, and view bureaucratic systems as the biggest challenge that requires change. There is also a feeling that the IDP process is not worthy and is only beneficial to those who belong to the ruling party since they seem to be the only ones whose opinion is valued. Consequently the majority of people resort to not participating in or attending any government open days or communication sessions. Community leaders allude to the fact that memoranda or indictments sent regularly to municipal officials through councillors are not responded to. Government officials tend to display arrogance and not act in good faith.

6.3 RESEARCH RECOMMENDATIONS

 It is evident from this discourse that at the end of each service delivery protest, there are not many changes except that people start questioning whether the people they have voted for have the authority, capacity and skills to take key community concerns, act and make decisions. This is evident when there are elections because the voter numbers keep dwindling. Government takes too long to respond and processes are too confusing. Communities lose patience and start demonstrating. The following are some of the recommendations this research would like to make. These are over and above the recommendations made by participants in this research as captured in chapters 4 and 5.

- The City of Johannesburg should conduct spatial mapping that will assist in identifying the socio-economic status and needs of the respective communities.

- Consequently these will assist the City to plan, prioritise and implement projects that will change the socio-economic landscape of that community and the City as a whole.

- Regions should be capacitated to ensure prompt response to service delivery problems and to ensure sustainability of the projects and programmes implemented.

- Government needs to create another forum to negotiate solutions. Subsequently, communities may see the need to start participating in government processes.

- Thus the led and the leaders must work together to untangle all the bureaucratic processes that are currently detrimental to the City achieving its mandate.

- Other avenues must be explored by disgruntled communities rather than engaging in public protests. The belief that the more intensified the protest is, such as burning of school libraries, blockage of roads or similar, the quicker one gets attention must be changed by government taking serious action against protest leaders who seem to be influenced by politics rather than public needs.

- Justification, denial and arrogance from officials must be dealt with.

- Government officials must be transparent and learn to share their plans, and meet communities regularly to avoid protests mainly driven by poor communication of bureaucratic systems.

- Community leaders must be brought into these bureaucratic systems to avoid a cycle of unrest.

The slavish focus on skills shortages alone will not address issues of service delivery. The problem is not that the country suffers a shortage of skills, but suffers from a shortage of quality skills. The quality of

matriculants and graduates from tertiary institutions has declined to the extent that some private sector industries are not willing to employ graduates from certain universities. But the decline in the quality of skills cuts across almost all tertiary institutions. Improving public service delivery therefore will depend on the quality of skills of those employed to provide public services.

Recently the City of Johannesburg hosted the Metropolis Annual Meeting (City of Johannesburg, 2013) meant as a networking platform for the world's largest cities to share information, knowledge and best practices around urban areas. Johannesburg was the first African City to host such a meeting where mayors and senior delegations from around the world came together to share their experiences and practice with each other at the Metropolis Annual Meeting (Johannesburg: 16-19th July 2013).

During this meeting, Executive Mayor Parks Tau alluded to the fact that as part of the poverty alleviation initiative, much progress has been made over the last decade to extend basic services to the majority of the people but more still needed to be done: "90% of residents have access to clean water, reliable power and sanitation but too many children in the City will go hungry. Too many people have to scrounge on the streets for scraps of food. As a result, many people are affected by lifestyle diseases brought on or aggravated by inadequate nutrition." Mayor Tau pledged that, "Together we can ensure that Joburg is at the centre of global Caring Cities".

With the creation of the National Municipal Manager's Forum in 2012-2013 by SALGA, it remains to be seen if this initiative will gain any strength and grow in its mandate to ensure that good governance is practiced across the country. Thus, instead of allowing bureaucratic systems to thrive at the expense of providing communities with their constitutional rights to basic

needs, the focus should be on clean audit acquisition and substantial improvements in service delivery.

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APPENDICES

Thank you for participating in my study, If you feel uncomfortable at any stage during the interview, please inform me and feel free to ask any question you may have.

1. PERSONAL INFORMATION

- Where do you reside within the City of Johannesburg?

- What brought you to live in the City of Johannesburg? Work, business, resident?

- What role do you play in your community and at what level?

2. SERVICE DELIVERY

- What does the word Service Delivery mean to you?

- How would you define the state of service delivery in your area of residence? Good or Bad?

- With reference to the above question, what in your opinion is the cause of the state of services in your area?

- How would you describe your ideal place to live within the City of Johannesburg and why?

- In your opinion, do you think service delivery protests are justified? If yes please elaborate why?

- Do you think there is any room for the City of Johannesburg to improve the delivery of services in your area?

- What would you suggest be done to improve the state of service Delivery in your Ward?

3. BUREAUCRACY

- Have you heard of the term bureaucracy?

- If so, how do you define it in the context of its effects in the delivery of services in your area of residence?

- Define your experiences in any of your engagement with the city of Johannesburg regarding provision of any form of services in your area?

- Would you say that bureaucracy affected the response you received? If so, please elaborate

- What would you suggest be done to address the effects of bureaucracy in the delivery of service in your area?

- Do you think the City is on its way to achieve its vision of creating a clean, liveable, and safe environment for its citizens, If not, why?

4. **LEADERSHIP**

- What makes a good leader?

- In your opinion, would you say that leadership plays any role in influencing the state of service delivery in your area?

- If so, please explain why you say so.

- Describe the kind of leadership you believe will impact positively in the provision of good services in your area.

- As a member of the Community, do you think you have a vital role to assist the City of Johannesburg to improve the delivery of services for its people?

- In your opinion, do you think ward councillors as community leaders are playing their role in bridging the gap between the city and its people

- Do you think they (Ward councillors) can play a much more vital role to assist the City in improving the delivery of services to its residence?

- Do you think the City of Johannesburg has people with quality leadership to lead, direct and manage the improvement of services for its residence?

- Where there are leadership gap, what do you think must be done to improve the situation?

Thank you for taking part in my research. It is greatly appreciated.

LETTER OF CONSENT

THE EFFECTS OF BUREAUCRACY ON THE DELIVERY OF SERVICES WITHIN THE CITY OF JOHANNESBURG

Dear Respondent

My Name is Irene A. Mafune. I am currently registered with the University of the Witwatersrand, Graduate School of Public and Development Management (P&DM). To fulfil the requirements of achieving a Masters degree in Public and Development Management, I am conducting research to ascertain the effects of Bureaucracy on the delivery of Services within the City of Johannesburg.

This letter serves as confirmation that all information that you will provide is private and confidential. The information will only be shared with academic institution for academic purposes and the City of Johannesburg at their request should they need it to assist them improve performance.

Your honest and impartial participation is highly appreciated

RESPONDENT 'S CONSENT

I…………………………………………………………………………………on the…………….………day of…………………………year………….allows the researcher permission to share the information with the academic institution and local council

Signature of Respondent

…………………………………………………………………………………

Your participation in this project is appreciated

Thank you

Ms Irene A Mafune

Masters in Public and Development Management Student

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